

# **FOUR DECADES OF DEVELOPMENT**

( Review Conference )

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT**

( 15-17 April 1989 )

## **REPORT**

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*Organised by*

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT**

and

**NATIONAL INSTITUTE OF EDUCATIONAL PLANNING AND ADMINISTRATION**

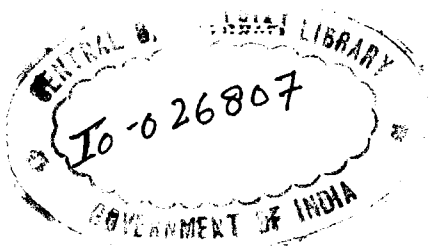
**NEW DELHI**

**1989**



REPORT OF THE  
REVIEW CONFERENCE  
"FOUR DECADES OF DEVELOPMENT"  
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## Acknowledgements

In pursuance of the communication received from the Implementation Committee for Commemoration of 40th Anniversary of India's independence and Pandit Jawaharlal Nehru Centenary, a three-day Review Conference on "Four Decades of Development" was organised jointly by the Ministry of Human Resource Development and the National Institute of Educational Planning and Administration at IIT, New Delhi from April 15 - 17, 1989. I am indebted to the Union Minister for Human Resource Development, Shri P. Shiv Shanker and the Union Minister of State for Education, Shri L.P. Shahi for their leadership and guidance. I am grateful to all the experts who spared their valuable time to participate in the Conference and made it a success. I must place on record my gratitude for the hard work done by Director NIEPA and his staff for organising the Conference and the faculty of NIEPA for their contribution in making the deliberations meaningful. I am also thankful to the Education Secretary and Additional Secretary (Education) who deputed their Bureau Heads to participate in the discussions and prepare Group Reports. My thanks are also due to the Secretaries of the Departments of Women and Child Development, Youth Affairs and Sports and Art, as also the Additional Secretary (Culture) who deputed their officers to participate in the discussions and prepare Group Reports. Thanks are also due to Shri K.L. Dua, Administrative Officer, NIEPA for providing valuable Secretarial assistance. I shall be failing in my duty if I do not place on record my deep appreciation for the excellent work done by Shri K.K. Khullar, Consultant, in the Ministry for preparing and editing this Report in its present shape and seeing it through.

New Delhi  
October 25, 1989

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Report of the Review Conference on  
"Four Decades of Development"  
(April 15-17, 1989)

In pursuance of the guidelines by the Implementation Committee for Commemoration of 40th Anniversary of India's Independence and Pandit Jawaharlal Nehru Centenary, a 3-day Review Conference entitled "Four Decades of Development" was organised jointly by the Ministry of Human Resource Development and the National Institute of Educational Planning and Administration (NIEPA) at IIT, New Delhi from April 15 to 17, 1989. The objectives of the Conference were to review the achievements of the Ministry in various fields during the last 40 years, pinpoint areas of strengths and weaknesses and based on this review and reflect exercise, determine the future course of action. The list of participants may be seen at Annexure I.

2. Fifteen papers on different sectors of Human Resource Development viz., Education, Culture, Youth, Sports, Women & Child Development prepared by the concerned Departments and academicians were circulated to act as background material for discussion. These papers alongwith the eleven Sub-group Reports which emerged after three days of deliberations may be seen in the compendium to this Report.

3. Welcoming the gathering of more than 100 experts and officials representing different sectors of HRD, Shri J. Veeraraghavan, Secretary, Ministry of HRD explained the purpose of the Conference which was to take stock of the achievements of the five Departments of the Ministry of HRD, pinpoint areas of strengths and weaknesses and, based on this 'review and reflect' exercise to determine the future course of action. For that purpose, he stated, two different perspectives, conceived 40 years ago, viz. the perspective of the

Congress Planning Committee headed by Jawaharlal Nehru and the perspective of the Seargent Report, would serve as befitting backdrop. He referred to the stock-taking in education at the time of the formulation of the National Policy on Education. He also referred to the five yearly review at the time of finalisation of the Five Year Plans. However the overall review of four decades of development will have to be a very different review. New awareness has spread throughout the length and breadth of the country and we are faced with formidable challenges. "It is in this context", he said, "that we have to take the stock-taking".

4. Inaugurating the Conference, Professor M.V. Mathur, the eminent educationist stated that India had made tremendous strides in education and other sectors in the last forty years. In terms of numbers of educated people India is ranked as No. 2 in the world. And although the rate of literacy is still about 37 percent, the demand for education in India is the highest in the world. Prof. Mathur pleaded for life-long education, institutional leadership as against part-time leadership, removal of distinction between plan and non-plan expenditure in education, complete coordination between plan development and non-plan development and the constitution of a Central Advisory Board of HRD on the lines of Central Advisory Board of Education. Prof. Mathur also stressed the need of establishing Kendriya Maha Vidyalayas, on the pattern of Kendriya Vidyalayas to promote national integration and naming them after Jawaharlal Nehru. Being the first of its kind the recommendations of the Conference would go a long way in influencing our planning processes and development programmes.

5. After the presentation of papers and the general discussion on them in the afternoon of 15th and the forenoon of 16th April, the Conference divided itself in 11 sub-groups and made indepth analysis of achievements and failures and identified future direction for development. Main areas of concern were : Early Childhood care and Education, Elementary Education, Adult and Non-formal education, Women's Development, Child Development, Secondary Education, University and Higher Education, Technical Education, Art & Culture, Youth Affairs and Sports. The Reports of the sub-groups are available in the Compendium.

6. The Valedictory Address was given by Shri I.P. Shahi, the Union Minister of State for Education and Culture in the Ministry of Human Resource Development. Paying tributes to Nehru's vision, he said : "Without Nehru's vision, India would have been very different. He stood for secularism in the midst of country's worst communal halocast in 1947. He stood for democracy at the peak of his popularity and at the pinnacle of his power. He stood as an amalgon of rationalism of sciences and the humanism of arts. At a time when the whole world was adopting either-or-attitude he chose the path of peaceful coexistence and non-alignment. He stood for scientific temper in the midst of superstition and obscurantism. Time has come to reflect whether the ideals which Panditji had cherished reflect his vision today. Shri Shahi pleaded for substantial economies in Government expenditure, replacement of financial inputs with human resource inputs and greater involvement of voluntary organisations in the programmes of Ministry of Human Resource Development. The text of his Address is given at Annexure II.

7. In his Vote of Thanks, Prof. Satya Bhushan, Director, National Institute of Educational Planning and Administration (NIEPA) thanked all the participants who worked so hard for three days to make the Conference a success.

8. The main recommendations of the Conference are as under :

- i) A mid-term review of the implementation of the National Policy on Education - 1986 be undertaken as provided in the policy document itself. Even otherwise such a review is essential to see as to what extent the targets set out in the policy are being realised. It was noted that the Department of Education has already prepared five Implementation Reports on the National Policy on Education - 1986. These can be used as background material for the mid-term appraisal.
- ii) A National Cultural Policy should be evolved by drawing upon the exquisite diversity of our heritage with particular accent on cultural promotion for building up forces of integration in the country. It was urged that cultural development should be considered a prominent sector of development in view of its role as a binding and integrating force. The role of libraries was stressed in cultural promotion and educational development and that library movement should be strengthened. A network of libraries should be established at all levels including Panchayats.
- iii) A National Nutrition Policy, in its most comprehensive form, as different from a Food Policy, should be evolved. The idea is that all households should have full food security



backed by the requisite health support and health and nutrition education services. This would call for close cooperation of all concerned Departments.

- iv) For the first time the National Policy on Education 1986 brought Early Childhood care and Education under the umbrella of Education. It spelled out the need to invest in the development of the young child and recommended a holistic approach of providing a programme aimed to foster nutrition and health, social, mental, physical, moral and emotional development of the child. It emphasised the importance of play in ECEE and cautioned against the dangers of using formal methods of teaching and introduction of 3R's, at the early childhood stage. The ECCE programme is conceived both as an HRD programme and also a feeder service to strengthen primary education. The commitment made in the, NPE-1986, should be realised and 'Day Care' Centres be provided to enable girls engaged in taking care of siblings to attend school and also to provide support for working women by larging to poverty groups.
- v) The National Youth Policy should be implemented and all Youth and Sports Programmes accelerated. The National Service Scheme should be introduced at +2 level throughout the country and also made as a substitute for socially useful productive work programmes being in operation wherever it is in existence.
- vi) A single department to deal with the whole child including the delinquent child, child labour, the handicapped child, in addition to the concerns dealt with by the Department of

Women & Child Development, should be brought into existence, so that all the problems of the children are responded to by a unified agency under a single roof. Such an agency will also be able to mobilise better non-governmental effort in the cause of the child.

vii) Greater status and Empowerment of women through health, education and employment. It was noted that the Department of Women & Child Development has brought out 'National Perspective Plan for Women' (1988 - 2000 A.D.). The plan does not seek more investment or more resources. It seeks to give a new thrust and responsiveness to developmental programmes at all levels and recommends certain special interventions for women as a transitory measure to ensure that they catch up with the mainstream by 2000 A.D. The recommendations of the Perspective Plan should be fully implemented. Special attention should be paid to the programmes of rural and tribal women and those belonging to scheduled castes.

viii) Greater thrust in culture, to upgrade people's consciousness and interest. The role of oral tradition in dissemination of Culture should be particularly stressed. The utilization of traditional craftsmen within the community and the schools as well as the role of traditional cultural artifacts like toys and songs so as to build and upgrade the cultural consciousness at the grassroot level was emphasised. At least 1% of the National and State Budgets should be set apart for cultural development.

- ix) Greater, constant and regular involvement of voluntary agencies, Panchayati Raj institutions and other local and non-governmental bodies to ensure people's participation in all the programmes of all the Departments of the Ministry of Human Resource Development.
- x) Enrichment and allocation of resources for all sectors of Human Resource Development particularly Education to fulfil the constitutional obligations of universalisation of elementary education and the targets set out in the National Policy on Education-1986 and the Programme of Action-1986. It was observed that inadequacy of resources has been the major cause of non-fulfilment of the constitutional directive on universalisation of elementary education. While it is recognised that education is vital for development it is poorly provided for. Had we provided for education properly in the Second and the Third Plans we should not have been facing the situation as it existed today. Today's problems such as unemployment and over-population are all due to the neglect of education. Education being the core sector of the human resource development, it is absolutely necessary that adequate funds are provided for education for the full implementation of National Policy on Education without reducing the targets. As per the dictates of the National Policy on Education - 1986 it should be ensured that from the Eighth Five Year Plan onwards the outlay on education will uniformly exceed 6 percent of the National income.

- xi) Special Programmes for scheduled castes, scheduled tribes, women, educationally backward minorities, weaker sections and the handicapped in all sectors of Human resource Development viz., Education, Culture, Arts, Youth, Sports and Women & Child Development. This is absolutely necessary for equalisation of opportunities and removing imbalances between haves and have-nots.
- xii) Machinery for coordinated development in higher education should be created such as National Apex Body for higher education, State Councils for higher education, National Testing Service, Nehru Mahavidyalayas on the pattern of Kendriya Vidyalayas, de-politicisation in colleges/universities and ensuring maintenance of standards in minorities through U.G.C. by exercising its regulatory functions. Although teachers and students may be allowed to participate in the political process, the higher education system should be protected from the negative aspects of politicisation. There is also need to effectively monitor the schemes implemented by the Universities and Colleges. The system of monitoring and evaluation of such schemes should be strengthened by the U.G.C.
- xiii) Taking into account the present scenario and the perspectives of development of technical education viz-a-viz the national development goals, it is felt that while consolidating and strengthening the ongoing programmes, we should concentrate on :
- Improvement of quality and standards at all levels.
  - Upgradation of infrastructural facilities.

- Establishment of effective linkages with developmental sector, national laboratories, industry and other institutions/bodies.
- Technology watch and assessment of manpower in crucial areas.
- Measures to prevent brain drain.
- Promotion of research and development.
- Steps to ensure cost effectiveness.
- Special programmes for SC/ST, Women and handicapped.
- Entrepreneurship development.
- Continuing education and retraining programmes.

With the sort of approach indicated above, the technical education system would be able to produce high quality engineers and technologists to take on the challenges of the future.

- xiv) There should be more selectivity in introducing new schemes. New schemes alone, no matter how well conceived, cannot work miracles when the persons implementing them are lukewarm or cynical. Confidence in the system needs to be restored.
- xv) For the formulation of the VIII Five Year Plan, the data collected by the Fifth All India Educational Survey conducted by NCERT should be used. The data will be particularly helpful in planning and implementation of the projects for improvement of educational facilities envisaged in National Policy on Education - 1986 and the Programme of Action on it. The Survey data should also help the States in decentralised educational planning at the district and the block levels, which would involve school mapping.

- xvi) The National Policy on Education has very strongly emphasized the need to promote national identity among students. The experience in different parts of country in last few years underscores this need. The effort in most parts of the country, however, for providing value education and to promote national identity has been anaemic. This should become one of the most high priority programmes in the overall interest of the country. During the 80s, the availability of the national satellite aided by large chain of transmitters covering most of the country and availability of reasonably cheap computers has opened up unprecedented opportunity in using this technology for improving the content and process of education even in schools located in remote areas. A beginning has already been made in harnessing this technology for improving education in schools but what has been made is only a beginning and so far it affects the system only marginally. Nehru's vision of using science and technology to modernise the Indian society requires that the computer, the television, the VCR, the radio and related gadgetry should be used effectively and on a large scale in the schools all over the country. With the help of this, it is possible to improve the content and quality of education in a short period.
- xvii) The programmes of girls' education and female adult literacy should be constantly reviewed, strengthened and regularly monitored. The magnitude of the problem of girls' education at the elementary stage can be assessed from the

fact that the girls constitute 70% of the total non-enrolled children in the age-group 6-14. In spite of the stupendous progress of girls' education, their enrolment constitutes only 35% of the total enrolment against their population proportion of 48%. The problem of universalisation of elementary education, in fact, now is a problem of education of girls.

- xviii) Attention was drawn to the National Policy on Education (1986) and the Programme of Action (1986) both of which have stressed the urgency for new strategies in order to bring education of optimum quality within the reach of all citizens particularly those who have been denied access so far. As regards female adult literacy since two out of every three women in our country are illiterate and the problem is acute in the country side and in the tribal areas as also among scheduled caste women, there is a clear need for clear focus and concentration of time, energy and resources on programmes of promotion of female literacy. Some specific measures recommended in this direction include setting up of women's cell/bureau in Departments of Education, Youth Services, Sports, Culture etc. There is need to set up separate institutes for training of women functionaries in rural areas. 50 - 60% of allocation of new outlays should be earmarked for women in all the programmes of the Ministry of Human Resource Development. The decision to convert all single teacher schools into two teacher schools and the second teacher to be a lady preferably from

the village itself was welcomed. It was stressed that the problems of women teachers regarding housing, transport and frequent transfers should be given priority with a view to finding solutions.

- xix) Our future strategy in Sports has to continue to aim at :
- (a) broadbasing the sports in the country for achieving the objective of 'Sports for All'; and
  - (b) Evolution of a result-oriented system for excellence development for targetted sports disciplines through intensive efforts, on a long term basis, for ensuring a respectable position in major international competitions such as Asian games, Commonwealth games and Olympic games. The commitment made in the National Policy on Education (1986) for making sports and physical education a compulsory element in the education process must be made a reality in a pleased manner over a time frame.
- xx) As it was agreed that the Ministry of Human Resource Development through its five constituents viz., the Department of Education, Culture, Art, Women and Child Development, Youth Affairs and Sports, by a concerted and coordinated HRD effort, should help raising the quality of life of the common masses of India in the coming years. Accordingly they should chalk out special programmes for the purpose. That would be the fittest centenary tribute to the memory of Pandit Jawaharlal Nehru.



MINISTRY LEVEL CONFERENCE  
(April 15-17, 1989)

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Valedictory Address

By

Shri L.P. SHAHI

Minister of State

for

Education & Culture

In the Ministry of

Human Resource Development

on

FOUR DECADES OF DEVELOPMENT

(Review Conference)

at

I.I.T., Hauz Khas

NEW DELHI

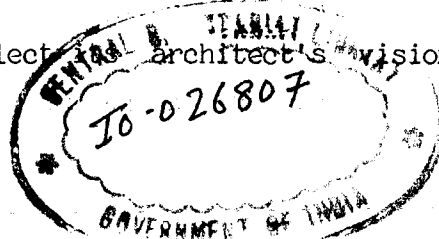
April 15 - 17, 1989



Ladies and Gentlemen,

At the outset I must apologise for not being able to participate in the earlier sessions of this very important Conference due to some very compelling circumstances. There is no greater joy than to review one's own performance, pin-point areas of strengths and weaknesses and determine the future course of action. I, therefore, deem it a privilege to have been invited to deliver valedictory address to a Conference which has delved deep into the issues emanating out of four decades of development in the field of education, culture, arts, youth, women and child development and sports. I have no doubt that a sincere self-searching and self-assessment will lead to many innovative and new adventures.

The occasion also coincides with the centenary celebrations of Pandit Jawaharlal Nehru, the architect of modern India. Without Nehru's vision India would have been very different. He stood for secularism in the midst of the country's worst communal halocast in 1947. He stood for democracy at the peak of his popularity and at the pinnacle of power. He stood for a socialistic pattern of society in the teeth of opposition. He stood for a society where the mind is free and the head is held high. He stood as an amalgm of rationalism of sciences and the humanism of arts. At a time when the whole world was adopting either-or-attitude, he chose the path of peaceful co-existence and non-alignment. He stood for non-violence in the welter of violence. He stood for scientific temper in the midst of superstition and obscurantism. Time has come to reflect whether the ideals which Panditji had cherished reflect the Architect's vision today.



Speaking at Lucknow in 1950, Pandit Nehru stated :

"We learnt from our leader not to be afraid of an opponent. If we are not overwhelmed by the fear that pervades large parts of the world, it is not for any lack of realisation of the dangers with which we are all faced but because we have learnt how to face them all during the last thirty years."

We have many achievements over the last four decades but we also face mighty problems and challenges. We have to face them fearlessly and fulfil the aspirations of the people.

The founding fathers of the constitution had expected universalisation of elementary education in a period of ten years, i.e., by 1961. Nobody had any idea at that time of the population explosion in subsequent years. In spite of tremendous growth and expansion of educational facilities the universalisation of elementary education has not come about. As I said nobody expected that India's population in 1990 would be 80 crores.

We reviewed the educational situation in 1986 at the time of formulation of the New Education Policy and set out for ourselves a realistic target that by 1990 all children who attain the age of about 11 years will have had 5 years of schooling or its equivalent through the non-formal stream. Likewise by 1995 all children will be provided free and compulsory education upto 14 years of age. In other words the burden of universalisation of elementary education shall have to be shared by the formal as well as the non-formal systems. Unfortunately there is a misunderstanding in the minds of some people



that the non-formal education is a second rate education and that it is meant for the weaker sections of society. I think nothing is farther from the truth.

Similarly there are misgivings about the Navodaya Vidyalayas. 256 Navodaya Vidyalayas are functioning at present in 29 states and UTs. In the last four years 34,227 students were selected for admission in these Vidyalayas where classes start from class VI. Admissions are made on the basis of a test designed and conducted by NCERT in each district in which all children who have passed class V in any recognised school of Tehsil or Block in the district are eligible to appear. The criterion of selection is merit. For scheduled caste and scheduled tribe children there is reservation in proportion to their population in the concerned district subject to the fact that the minimum national level is maintained. The present percentage in the Navodaya Vidyalayas is 18 and 12 for scheduled caste and scheduled tribe children respectively as against the national minimum of 12 and 7.1/2%. A study of 200 schools has indicated that 78 per cent children selected belong to rural areas as against 75 per cent stipulated in the scheme. 40 per cent of the children belong to families below the poverty line, 16 per cent are first generation learners and 23 per cent are girls. The academic content of courses and training of teachers has also been improved. Another distinguishing feature of these schools is the migration of students of schools located in Hindi speaking areas to schools located in non-Hindi speaking areas. The student migration is on voluntary basis. Such a migration has already taken place from NV Jhajjar (Haryana) to NV Amravati (Maharashtra).

These facts should dispel all doubts that these Vidyalayas are elitist institutions and are meant for sections other than weaker.

In the field of culture we had expected to provide linkages between culture and education by increasing the cultural content of education. We have made a beginning in integrating people with their environment. This is based on the belief that alienation is not only disruptive but also a very formidable constraint in the process of economic development. Through cultural projections like "Apna Utsav" we have tried to build up bridges between the people and their cultural roots and through the process helped in the promotion of spiritual and cultural values. The main accent during the past years has been covered taking culture to the people. Culture has so far been elitist's preserve. Our endeavour is to restore it to where it belongs; to the small and suburban areas. I have no doubt that we have created an awareness and upgraded "people's cultural consciousness". We have followed a liberal policy in matters of culture whose beauty in the Indian context lies in its richness and variety.

Coming to Sports and Games and Youth Programmes we have tried to tap the youth potential and utilize it for shaping the future. Programmes have been formulated and implemented for the development of youth and for their involvement in the development of their country. There is a concern for youth and action is certainly called for to meet their needs and aspirations. About 73% of the youth population of our country lives in rural areas. Accordingly the rural youth has to engage our urgent attention. According to 1981 census out of a

total youth population of 222 millions, about 161 millions are living in rural areas and the rest about 60 millions in urban areas, the majority of whom are forced to live in urban slums. Their problems range from literacy to employment and they are not very easy to solve. The National Youth Policy has already been laid in both Houses of Parliament. The New Youth Policy, when adopted and implemented will, I am sure, give a new direction to the youth movement in India. I am sure, the Conference must have found some solutions in this regard.

Similarly, the problems of children and women continue in spite of legislation and incentives. We have a national policy for children since 1974 which states that all children shall be covered by a comprehensive health programme and programmes will be implemented to provide nutrition services with the object of removing deficiencies in the diet of the children. Yet there is malnutrition, there is sickness, there is disease.

A National Perspective Plan for women (1988-2000AD) has been finalised as a basis for future strategies so as to bring about major thrusts in the programmes for Women's development, particularly to raise the social and economic status of women. The programmes of women's education at all levels have to be accelerated, particularly the programmes for rural women.

All the above programmes will require funds of which there is scarcity. Some new methods shall have to be found for mobilizing resources. It is also necessary that substantial economies are effected in all sectors as far as Government expenditure is concerned. We must re-examine our policy of fees at least at the college level.

Financial resources must be replaced, as far as possible, by human resources. I have no doubt that Human Resource Development will get top priority in our 8th plan and subsequent plans. I am sure, the Conference must have deliberated on this issue as well. Active involvement of voluntary organisations and peoples' participation are crucial strategies for ensuring successful implementation and for ensuring relevance of programmes. It is only in this manner we can have genuine Human Resource Development. I look forward to receiving your full report giving your reflections and recommendations. There can be no greater tribute to Pandit Jawaharlal Nehru in this centenary year than to complete the unfinished task of building the new India of his dreams.

Thanks you,

COMPENDIUM

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(a) Group Reports

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Four Decades of Development  
(Review Conference)  
Ministry of Human Resource Development

Report of the Sub-group on Adult Education

- I. The group recognised the UEE, NFE and AE as mutually supportive programmes, one reinforcing the other. It visualises adult education as a means to bring about a fundamental change in the process of socio-economic development given the direction of a socialist, secular and democratic society as envisioned in the Preamble of the Constitution.
- II. The group identified the following critical issues whose understanding is vital for the success of the National Adult Education Programme (now implemented as National Literacy Mission).
- Political will and commitment at all levels.
  - A strong and stable infrastructure and well-knit institutional support.
  - Academic and technical resource support fully related to the needs of adults.
  - Creation of an environment conducive to learning.
  - Motivation of teachers and learners.
  - Training of all functionaries as a tool of human resource development.
  - Designing a communication strategy which will generate demand from the community for literacy.
  - Mobilising media coverage and support (both traditional and non-traditional).
  - A position, constructive and non-conventional approach for mobilisation and involvement of NGOs to make NLM a truly people's Mission.
  - Identifying special constraints in mobilisation and involvement of women members of SC and ST in literacy promotion efforts and taking necessary corrective measures.
- III. The group notes some of the significant achievements made by the NAEP during the last 10 years of its operation and by the NLM since one year of its launching as below :

Achievements of NAEP

- Project approach and management of adult education feasible and tried on a large scale.
- A good infrastructure built up for adult education.
- A good number of teaching learning materials produced by the State Resource Centres.

Achievements of NLM

- National and State level structures created for planning, execution, monitoring and evaluation, media support,

mobilisation and environment building, involvement of VAs, technology demonstration process for launching the International Literacy Year w.e.f. 1.1.1990.

- Area specific approach adopted for qualitative results through Gujarat Vidyapeeth, Ahmedabad, Shanti Ashram, Coimbatore, Bhagvatulla Charitable Trust, Yellamanchalli, A.P., Kerala Shastra Sahitya Parishad, Ernakulam and through a mass campaign in Karnataka.
- Grant-in-aid scheme for VAs revised, simplified and liberalised. Good and reliable VAs (551) identified through a variety of agencies, Oriental and correctional workshops (5) held, Area of Operation for VAs substantially enlarged. NYK involving a big way.
- The base of the mass programme for functional literacy widened by involving members of army, navy, air force, ex-servicemen, prison-management, urban and rural local bodies, non-student youth, pensioners' associations, housewives, school students (Class IX to XII)
- Post box number 9999 operationalised at the national and state level to spread the message of literacy and to enlist the involvement of the whole community in literacy promotion.
- Media coverage and support mechanism streamlined and institutionalised and has started yielding dividends. A good number of films (feature and documentary), features, spots, etc. made).
- Visit of the Advisor (TMs) to PM to different States and dialogue with Government, NGOs, and cross-sections of the society held has brought visibility to the programme.
- 115622 JSNs sanctioned, of which 3507 are reported to have been established.
- Important strategies like production of bilingual primers, improvement of the pace and quality of learning, scientific evaluation of learning outcome, designing motivation centred programmes, substantially improving on-going programmes, etc. have been grounded.
- Several key techno-pedagogic inputs such as black board/roller board, slates, chalk, solar power panels, etc. have been designed, patented, produced, field tested through a good number of collaborating agencies.
- Participative mechanism for training of adult education functionaries has been designed and successfully tried. Training institutions decentralised to take care of the heavy backlog.



After critically reviewing the on-going programmes and reflecting on the achievements and where we stand, the group formulated the following observations, conclusions and recommendations :

**Specific conclusions and recommendations for promoting female literacy**

Since two out of every three women are illiterate and the problem is acute in the countryside, in the tribal areas and amongst SC women, there is clear need for clear focus and concentration of time, energy and resources on programmes for promotion of female literacy. Some specific measures recommended in this direction are :

- a. Setting up women's cell/bureau in Departments of Education, Youth Services and Sports, Culture, etc. also separate institutes for training of women functionaries in the rural areas.
- b. Allocation of 50-60% of new outlays for women in all MHRD programmes.
- c. Conscious placement of women in all decision-making bodies and all levels of management in the departments of autonomous bodies of MHRD.
- d. Extension of ICDS and NAEP to pockets of low female enrolment on a priority basis to release girls for schooling and early childhood stimulation.
- e. Extension of SNP/Midday meal programme in elementary schools to the pockets of low female enrolment.
- f. Educationally backward areas and pockets of low female enrolment should be synchronised i.e. with thrust of literacy promotion efforts on the latter. Low enrolment ratio of girls should be one of the important indications of educational backwardness.
- g. Providing basic facilities and amenities like placement of dormitories to women functionaries in villages.
- h. Picking up talented girls, giving them intensive training and providing them facilities of continuing education through upgradation of skills - life skills and communication skill, so that they can be effective functionaries. Central and State Social Welfare Board, SCERT, and open school learning systems could play an important role in this. Suitable incentive could be thought of to enable women functionaries to acquire necessary educational qualification.

#### Other general recommendations

- Structures like SABE at the state level, DBE at the district level, school complexes and VECs at the grassroot level be set up without further delay.
- Wherever feasible, the same functionary could be instructor for AE as well as NFE with proper orientation and training in the teaching methodology.
- Coordinated planning by :
  - a. Treating family as the basic unit.
  - b. Viewing educational needs for all age-groups in an area together.
  - c. Conducting competent and dedicated functionaries and by adopting a non-threatening and non-irritating approach which will convert survey from 'an invasion' into a tool of mobilisation.
  - d. Utilising the findings of the survey for the purpose of location of NFE and AE centres and for selection of functionaries, etc.

With expansion of the system, the system of inspection and supervision should be strengthened and the existing norms modified.

- Languages/dialects spoken by large groups of people should be respected, identified and efforts made for developing bilingual primers.
- Although excellence in all spheres of educational development (both formal and non-formal) is desirable, this should not be achieved at the cost of equity.
- There is no alternative to voluntarism of implementing programmes like NFE and AE. Good and reliable VAs should be identified through a process of selection which could be initially stringent and rigorous. The support system and mechanism for VAs should operate without fancy, fear or favour.
- Technical resource support networks at various levels need to be established. Need for adequate funding for training (both pre-service and in-service) was emphasised.
- Separate projects need to be taken up for education, awareness building, skill formation and skill upgradation of working children. Such children in urban and semi-urban areas need to be liberated from the vice-like grip of employers and rehabilitated in alternative occupations which can also have an element of non-formal education for them with a different curriculum. In rural areas a different strategy needs to be adopted which will not

displace large number of children while providing for basic opportunities and incentives for higher learning.

- Teachers' training school be intensive and should be so designed that it becomes a tool of understanding the peculiar needs of different target groups.
- Interfacing of different sectors and different institutions should be attempted.
- Involvement of Panchayati Raj and other local self-governing bodies in the NFE and AE programme should be such as would ensure people's participation on the one hand and strengthen and improve the quality of implementation on the other.
- Availability of resources should not be allowed to pose a threat to the programme. Resources should be pooled from a number of sources and integrated imaginatively and skilfully to achieve common goals.
- Media (both traditional and non-traditional) should in addition to being used for spreading the message of literacy and environment building should be a tool for conveying the message of composite culture of India and integrating national heritage into all educational programmes.

## Report of the Sub-group on Sports

### Achievements

1. Indian sportspersons made significant achievements in the last 40 years. In Hockey, we were the World Champions till 1956 and again won Olympic Gold in 1964 and 1980. We are now in the process of rebuilding our Hockey team to suit the contemporary style of play. In Tennis India has done consistently well in the Davis Cup, reaching the finals on three occasions. Ramanathan Krishnan reached the semi-finals twice at Wimbledon and Ramesh Krishnan won the Junior Wimbledon. In Billiards Wilson Jones became the World Champion and Geet Sethi has followed the high tradition set by him. In Badminton, Prakash Padukone became the first Indian to win the All England Championship. In Athletics, P.T. Usha and her relay team has won every major Asian Championship. Milkha Singh blazed to glory during the Rome Olympics and won the Gold in Commonwealth Championship. In Cricket, India achieved its finest hour when our team won the World Cup in 1983, followed by victories in Benson and Hedges World Championship in Australia and the Sharjah Cup. The country has produced several outstanding cricketers during these 40 years but Sunil Gavaskar, who scored the highest number of Test Centuries, has stood like a giant. In Chess, Vishwanathan Anand became the first and only Asian to become an International Grand-master. In Wrestling K.D. Jadav won the only Olympic medal for India in individual event when he won the Bronze medal in 1952 Olympics. India has also done well in Wrestling in the Asian and Commonwealth Games. There have been outstanding individual achievements in these sports disciplines and several other sports disciplines as well which are too numerous to list in this brief report.

2. It is worthwhile to add that India has successfully hosted several international Championships during the last 40 years, the most important being the Asian Games of 1951 and 1982, and World Table Tennis, Billiards, and Wrestling Championships, apart from World Cup Cricket Tournament and several Davis Cup matches.

3. The Union Government substantially increased plan allocation for sports in the 7th Plan. A separate Department of Sports was created. The National Policy on Sports was formulated in 1984, giving a clear indication of priority areas for development. As a result several new schemes for development of sports infrastructure, spotting of talent and financial assistance for conducting coaching camps and sports events have been launched. In 1987, Sports Authority of India was constituted as the Apex body for promoting and coordinating development of sports in the country. Many State Governments are now setting up similar organisations for sports development.

### Shortcomings

4. In spite of the above achievements, it has not been possible to create a mass sports culture in the country. The main reason for this, of course was the failure of the Education system to integrate sports with academic activities. A very large number of our schools

still do not have the facilities of a playground and basic sports equipment. The services of trained Physical Education Instructors and Coaches are also generally lacking, and even in a few institutions where Physical Education Instructors are available, they are either used for activities other than promotion of sports or are technically not well equipped to conduct meaningful programmes. As a result of this, most of the sports achievements in the last 40 years have come from outside the organised education sector.

5. Lack of resources has been one of the other major deficiencies in the development of sports in the country. Neither the Central Government nor the State Governments allotted adequate resources for promotion of sports which was given a very low priority in the development plans. While this position was rectified to some extent in the 7th Five Year Plan of the Union Government, plan allocation in the States and UTs continues to be woefully inadequate, directly affecting implementation of sports programmes.

6. Lack of adequate resources is directly reflected in the lack of adequate sports infrastructure in the country. It was only in 1982 that sports infrastructure of international standard was created for the first time in the capital city of the country. It was also after the Asian Games-1982 that synthetic surfaces for Hockey, Athletics and other games are being provided for the training of our national teams. In other parts of the country, the availability of sports infrastructure is far from satisfactory. Our sportspersons have also been handicapped by the absence of good quality of sports goods and equipments.

7. A major deficiency which prevented our sportspersons from achieving good performances in international competitions was the absence of top quality coaches and scientific methods of training supported by sports science back-up. The coaches have not kept upto date with recent development in coaching and training methods and have generally lacked professionalism. There was virtually no programme for identification of young talents and its careful nurturing at 'In-house' training centres.

8. The sports world, like many other fields, also suffered from lack of dedicated leadership. Since Government had a limited role to play, the promotion of sports was left almost entirely to voluntary organisations, mainly National Sports Federations/Associations. The management of these federations/associations, in many cases, left a lot to be desired and the country had often to suffer because of mismanagement in selection of players and organisation of sports events. We have not been able to achieve a culture of commitment and discipline and the country and its sportspersons have had to pay heavily for this deficiency.

#### Our Strength

9. There is no doubt that we have potential among our athletes which is borne by the achievements in the international competitions as brought out earlier, however, mainly due to sheer individual efforts, despite lack of support from any system. We have natural talent

reserve areas in the country that could be tapped for spotting of natural talents for nurturing in modern sports disciplines. The attitude of the society towards sports is also changing particularly in the context of the 1982 Asian Games which generated a wave of sports consciousness in the country. These are some of the highlights of our strength through which the sports sector could certainly be developed to raise it to a satisfactory level.

#### Recommendations

10. Our future strategy has to continue to aim at (a) broad-basing the sports in the country for achieving the objective of 'Sports for All' and (b) evolution of a result oriented system for excellence development for targetted sports disciplines, through intensive efforts, on a long term basis, for ensuring a respectable position in major international competitions such as Asian Games, Commonwealth Games and Olympic Games.

The Action Points are :

- i) Commitment made in the educational policy for making sports and physical education a compulsory element in the education process has to be made a reality in a phased manner over a time frame.
- ii) Establishment of one nodal school in each block so that block level tournaments/games could be organised.
- iii) Establishment of Sports Project Development Areas (SPDAs) comprising of 80 to 100 developmental blocks, preferably with creation of adhoc facilities at a Centre, already having the best sports facilities for training and promotion of talents in that area.
- iv) Providing incentives to schools through district level competitions and integration of such winning schools with SPDA programme for excellence development.
- v) Upgrading 6 regional centres of SAI as Centres of Excellence for taking care of senior level sports talents in targetted sports disciplines for a cycle of one Asian Games to another.
- vi) Establishment of sports schools in the country for specialisation of young sports talents with emphasis on sports plus education rather than education plus sports.
- vii) Spotting and nurturing of talents from natural talent resource areas in the country for tapping them to modern sports disciplines.
- viii) Establishment of State level Sports Hostels and Sports Academies at the Regional Centres of SAI for taking care of inter-mediate age group of sports talents.

- ix) Development of Natural Sports Resource persons in terms of coaches, physical education teachers, sports scientists and sports administrators.
- x) Rationalisation and streamlining of sports management system at all levels.
- xi) To ensure that sports is not delinked from the education process.
- xii) Effort should be made to propagate sports in a much bigger way through sports literature in national and regional languages.
- viii) 'Sports for All' and 'Sports for Improvement of Ones Well Being' are two vital points which must be emphasised through Multi-Media campaign.
- xiv) Adequate budgetary provision in the 8th Plan so as to make up the deficiencies.

## Report of the Sub-group on Elementary Education

The universalisation of elementary education, with its implications for a far-reaching transformation of our society, is one of the major national objectives adopted by independent India, enshrined in the Constitution and reiterated in every important declaration of policy down to the National Policy on Education, 1986. The achievement of the first four decades of independence has been significant, even revolutionary, but incomplete. A progressive 'learning process' has informed the planning progress in this area, culminating in the multi-pronged strategy of NPE, 1986.

The expansion of elementary education, in terms of the number of institutions, their coverage and, most important, their enrolment has been a major and highly visible development of our period. The number of institutions of elementary education more than trebled, to 6.68 lakhs in 1986, by which year about 94% of the rural population was served by at least a primary school within a kilometre's walking distance, the enrolment in elementary education grew from 22.3 million in 1950 to 113.9 million in 1986 and the primary gross enrolment ratio rose from 42.6 to 93.6. Yet this achievement remained incomplete as millions of children remained unenrolled and only about half of those joining school were completing the primary stage at the end of our period.

The main issues thrown up by this experience, which were reflected in NPE, 1986 and in programmes like Operation Blackboard, the revised scheme of Non-formal Education or the programme for District Institutes of Education and Training, etc. which were taking shape at the very end of our period, may be summarised as follows :

1. The problem of universalisation is increasingly resolvable into the problem of reaching specific target groups whom the present pattern has not served. The biggest single such group is girls. The difference between advanced and backward areas lies primarily in girls' enrolment. Another major group is of working children, however defined, another of SC, ST and other disadvantaged groups, another of disabled children. Again, special target areas are also readily identifiable geographically. We are moving towards a pattern of disaggregated monitoring and target setting which will make local specific and target specific flexible strategies including Non-formal Education, a major component of the effort to universalise elementary education.
2. People's involvement through voluntary effort as well as through institutions of popular participation is essential, integrating the different programmes of school education, Non-formal Education, Early Childhood Care and Education, Adult Education, traditional learning resources, etc. in genuine micro-planning.
3. There is growing realisation of the relevance of quality as an input, in terms of facilities and equipment in terms of training and



appropriate, supportive supervision and of the content and process of education, for the formal and non-formal system of education, and of the need for appropriate cultural and value content.

4. There was growing appreciation - already reflected in the enhanced outlay on elementary education after adoption of NPE, 1986 - of the pressing need for very substantial investment of resources in the above strategies for elementary education. The continuing need to allocate sufficient resources to this sector should be underlined.

## Report of the Sub-group on Higher Education

### Achievements

#### 1. Change in goals of higher education

Prior to independence education, especially higher education, was based on the colonial concept of elitism. The methods of teaching were weighted in the direction of memorising of texts, mere acquisition of information and the degree for employment was the principal object of education rather than a means to obtain knowledge and skills. The post-independence era marked a shift in the goals of higher education with emphasis on access for all and making education relevant to the values of a developing society. It aimed to promote national progress, a sense of common citizenship and culture and strengthened national integration.

#### 2. Expansion in higher education

From about 25 universities and 700 colleges in 1950, we have today over 150 universities and 6,000 colleges. The total enrolment has gone up from about 2 lakhs in 1950 to over 38 lakhs in 1988. The universities and colleges in India are now offering a very wide variety of courses in varied disciplines.

#### 3. Access of higher education to weaker sections and women

There has been a remarkable growth in the number of women enrolled in the institutions of higher education. Women's share of enrolment increased from 9.3% in 1947-48 to 31.3% in 1987-88. The Scheduled Castes had a share of 6.5% and 4.3% in general and professional education in 1964-65 which rose to 7.7% and 6.8% in 1977-78 while their population is about 15% of the total. Higher Education is not the privilege of the elite but is open to all. A large number of first generation learners are enrolled in higher education.

#### 4. Acceptance of Central responsibility for maintenance and co-ordination of standards

Co-ordination and determination of standards in higher education is a subject in the Union List and is a special responsibility of the Central Government. This responsibility is discharged mainly through the University Grants Commission which was established in 1956 under an Act of Parliament. The Indira Gandhi National Open University will also perform these functions in respect of the open university and distance learning system. Besides, the Central Government have established agencies for promotion and co-ordination of research efforts in specialised fields.

#### 5. Introduction of Distance Education as an alternate System in higher education

A more recent trend in the development of higher education in India is the promotion of open university/distance learning system.

The first open university in the country was established in 1982 in Andhra Pradesh. This was followed by the establishment of the Indira Gandhi National Open University in 1985 in Delhi to promote Open University and distance learning system in the country. Two more open universities have been established in Rajasthan and Bihar. It is expected that apart from enrolling a number of students, the open university system will also offer programmes of continuing education on a large scale to upgrade knowledge and skills. The open university system will ensure flexibility in combination of courses and will also offer multi-media packages.

6. Acceptance of responsibility by the Centre and State Governments to largely finance higher education

In 1947 the Centre and State Governments were contributing very little in terms of finance to the development and maintenance of higher education. Now the States have assumed full responsibility for higher education and about 90% of the expenditure is met from State resources.

STRENGTHS

7. Quality improvement programmes in higher education by the U.G.C.

To promote excellence in teaching and research, the Commission is supporting institutional research at three levels, i.e. Centres of Advanced Study, Department of Special Assistance and Departmental Research Support in Humanities, Social Sciences, Science, Engineering and Technology. At present about 290 Departments are covered under one or the other of the above schemes.

8. The Commission launched a College Science Improvement Programme (COSIP) with a view to bringing about qualitative improvement in the teaching of science at the under-graduate level through integrated and simultaneous improvements in the subject matter, methods of instruction, curricula, laboratory exercises, workshops, etc. This programme was later extended to Humanities and Social Sciences (COHSSIP).

9. The Commission has also been implementing a programme of strengthening the infrastructure in selected Departments in Science & Technology (COSIST) in the universities to raise their levels of performance. So far, 96 Departments have been supported under this scheme.

10. Existence of some institutions of excellence

In the higher education sector in India, there are at present some educational institutions which are known for their excellence and in almost every sphere ranging from admissions, programmes of teaching and research, holding examinations, etc., the performance of these institutions is commendable and they are comparable with the best in the world.

11. Self-sufficiency in availability of trained manpower

The increasing access to higher education has resulted in self-sufficiency in availability of trained manpower.

12. Improvement in the status of teachers

In fulfilment of the constitutional responsibility for coordination, determination and maintenance of standards in higher education, the Central Government and the UGC have taken from time to time several measures. As part of these efforts, the Central Government have revised the pay scales of teachers in universities and colleges in order to attract and retain talented persons in the teaching profession. The National Policy on Education - 1986 envisages efforts to reach the desirable objective of uniform emoluments, service conditions and grievance removal mechanism for teachers throughout the country. The pay scales of teachers were recently improved w.e.f. 1.1.1986. The scheme is a package of measures which includes, among others, a new design for career advancement, linked with professional improvement through continuing education programmes, re-organisation in the methods of recruitment as well as regular as systematic performance appraisal of teachers. A number of State Governments have also implemented this scheme in their States.

13. Introduction of use of educational technology and communication media in higher education

The UGC has taken the initiative to utilize the time-slot given for higher education by televising the programme entitled "Country wide Classroom". The Commission is supporting four Educational Media Research Centres (EMRCs) and 9 Audio-visual Research Centres (AVRCs) for training and production of software. Nearly 30% of the programmes being televised through the Doordarshan Network are produced by these Centres at present.

14. Improvement in Standards

The UGC has framed regulations prescribing the minimum standards for award of first degree by the universities. These include the minimum qualifications (12 years of schooling) for admission to the first degree courses; the duration (3 years) of such courses; the minimum number of teaching days in a year (180); the minimum workload for teachers (not more than 18 hours of teaching per week and a total of 40 hours per week including preparation); certain minimum examination reforms, etc.

15. Another important measure taken by the Commission for improvement in the quality of research was the introduction of a national level test for the award of Junior Research Fellowships allocated to the universities. The basic objective of this test is to ensure that only the best students are selected for research.

## WEAKNESSES

### 16. Unplanned growth of education and lack of adequate facilities

Though there has been tremendous expansion of the higher education system after independence, a major part of this expansion has been unplanned, without provision of adequate finances and basic infrastructural facilities, etc. It has simply been a case of adding more of the same. The natural consequences of this unplanned proliferation are :

- a) Facultywise imbalance with a greater number of Arts and Commerce colleges.
- b) One-third of the colleges are unviable and do not have enough students or teachers or other facilities.
- c) The infrastructure of these colleges is far below standard.

### 17. Wastage in the system

The utilisation of the resources is not satisfactory as considerable wastage takes place in the higher education sector. The quality of education imparted also leaves much to be desired. There are large scale failures at the first degree stage and a majority of the students pass in the third division. As a result, they add to the number of educated unemployed. It is estimated that there is at present large scale wastage in the system.

### 18. Mis-match between education and employment

The indiscriminate expansion of higher education has also added to the graduate unemployment problem. Nearly 80% of the total enrolment in universities are in Arts, Commerce and Science subjects. The first degree programmes are not organised on the basis of the established manpower needs of various developmental sectors. However, attempts have now been initiated to re-structure these programmes through improving their skill development content mainly with a view to improve the employability of graduates.

### 19. Slow progress in examination reforms

Though reforms in the examinations have been a subject of serious concern, however, the impact of reforms have not been too significant. In the higher education sector, the UGC had drawn up a programme of examination reforms, involving introduction of semester system, grading system, question banks and internal assessment. These reforms have not been implemented in any significant manner and the emphasis is still on a single final examination.

### 20. Lack of teacher accountability

There is at present no system of ensuring accountability of teachers in terms of the quality of their work. There is also no

system of evaluation of the work of teachers with regard to research, innovation, regularity and attention to teaching, etc.

#### 21. Accountability of institutions of higher learning

While universities and colleges should be given full autonomy, they should be also accountable for their performance.

#### FUTURE SCENARIO

Creation of mechaneries for coordinated development

#### 22. National Apex Body for higher education

The National Policy on Education envisages the establishment of a National Body covering higher education in general, agriculture, medical, technical, legal and other professional fields for greater coordination and consistency of policy, sharing of facilities and developing inter-disciplinary research.

#### 23. State Councils of Higher Education

The National Policy on Education also envisages to set up State Councils of Higher Education as statutory bodies for effective planning and coordination of higher education at the State level and coordination of State level programmes with those of the UGC.

#### 24. Maintenance of standards by UGC

The UGC should continue to strengthen and broaden its programmes of quality improvement. However, there is a need for the UGC to exercise its regulatory functions in order to ensure maintenance of standards. UGC should encourage research in various facets of higher education including its management structure.

#### 25. National Testing Service

In order to reduce pressure on higher education, National Testing Service as envisaged in the National Policy on Education - 1986 should be established at the earliest.

#### 26. Nehru Mahavidyalayas

In order to promote mobility of teachers and students throughout the country, a large number of Nehru Mahavidyalayas on the pattern of Kendriya Vidyalayas should be established.

#### 27. De-politicisation in colleges/universities

Although teachers and students may be allowed to participate in political processes, the higher education system should be protected from the negative aspects of politicisation.

## 28. Evolving a system of monitoring and evaluation

At present there is no effective system of intensive and extensive evaluation and monitoring of the schemes implemented by the universities and colleges. There is a need to strengthen the system of monitoring and evaluation by the University Grants Commission.

## Report of the Sub-group on Technical Education

### 1.0 Introduction

Technical education is perhaps the most crucial input for economic and social development. The pace of technological change is accelerating. New technologies of enormous potential - transforming products, processes, markets and economies - keep emerging at unprecedented rate and scale. No nation can afford to opt out of this situation.

Our planning for technical education should be based on a vision of the future. We should aim at creating by the turn of the century the conditions necessary for self-sustaining growth and to provide the basic material requisites for the well-being of all our people. For achieving self-reliant growth, domestic technological capabilities are of strategic importance. To strengthen the country's scientific and technological capabilities, it is necessary to not only enhance domestic technological capabilities, but also initiate research and development in several frontier areas of science and technology.

### 2.0 Achievements

During the past four decades there has been a phenomenal expansion of technical education facilities in the country. With 184 recognised technical education institutions at the first degree level and more than 444 recognised polytechnics at the diploma level with annual admission capacities of 37,000 and 75,000 respectively, we have today one of the largest systems of technical education in the world. About 140 institutions offer facilities for post-graduate studies and research in engineering and technology with an annual intake capacity of 9,400 students.

We have succeeded in setting up several institutions of excellence. They include, among others, the Indian Institutes of Technology (IITs), the Indian Institutes of Management (IIMs) and the Indian Institute of Science (IISc), Bangalore. In addition, we have established a large number of highly specialised institutions such as National Institute for Training in Industrial Engineering (NITIE), National Institute for Foundry and Forge Technology (NIFFT), Indian School of Mines (ISM), School of Planning and Architecture (SPA), Technical Teachers' training Institutes (TTTIs), National Institute of Industrial Design (NID), National Institute of Sugar Technology, Institutes of Catering Technology, Schools of Printing Technology and so on.

The All India Council for Technical Education (AICTE) which was set up in 1945 as a national expert body to advise the Central and State Governments on the development of technical education, played a vital role in the planning and establishment of a large net-work of technical education institutions. The AICTE has now been vested with statutory authority to ensure proper planning and coordinated development of technical education.



### 3.0 Strengths

The real strengths of the system are the large number of programmes and schemes which have been formulated and implemented for improving the quality and standards of technical education. They include :

- Quality Improvement Programmes for faculty development, curriculum development, etc.
- Apprenticeship training for engineering graduates and diploma holders.
- Community Polytechnics to interact with the community by training rural youth for productive employment, helping in transfer of technology, and providing technical and support services to the people.
- Development of post-graduate courses to promote post-graduate education and research.
- Centres for development of rural technology for developing, modifying and adopting technology relevant to rural needs.
- Modernisation and removal of obsolescence to modernise and update technical education institutions at all levels.
- Thrust areas in technical education for expansion of facilities in areas of weakness and creation of infrastructure in areas of emerging technologies.
- Institutional networking under which highly developed institutions such as the IITs are linked to comparatively less developed institutions like the RECs and other engineering colleges to promote collaboration between them.
- National Technical Manpower Information System to provide upto date and meaningful manpower projections on a continuing basis.
- Advanced technician courses for technicians possessing diploma qualifications.
- Programmes of new and/or improved technologies for developing technical manpower in new technology areas through a diversity of programmes.
- Continuing education to promote continuing education programmes for working professionals.
- Restructuring courses/programmes for introducing multi-point entry, credit system, inter-disciplinary and multi-disciplinary programmes, etc.

- Curriculum development for producing multi-media learning packages, establishing resource development centres, strengthening existing curriculum development centres, etc.
- R&D in selected technical institutions for promoting research culture in technical education institutions.
- Industry-institution interaction for promoting interaction between academic institutions and industry in a variety of ways.

To scope and dimensions of the above schemes and programmes have to be expanded in a big way.

#### 4.0 Weaknesses

During the past 40 years, several weaknesses, imbalances and distortions have crept into the technical education system. They include the following :

- While a large number of habitations in the country are even today without any facilities for technical education about 38% of the degree level institutions and 30% of the diploma level institutions recognised by the AICTE are concentrated in 4 States - namely, Andhra Pradesh, Karnataka, Maharashtra and Tamil Nadu. Almost all the engineering colleges and polytechnics unrecognised by the AICTE are in these 4 States; most of them are sub-standard institutions run on commercial basis.
- The enrolment of girls in technical education institutions at degree level is only 12%, while at diploma level it is about 17%.
- The enrolment of SC/ST students in degree level institutions is less than 5% and in diploma level institutions less than 9%.
- In most of the institutions, both at degree and diploma levels, there is hardly any R & D activity. R & D activities generally take place in the IITs, IIMs, IISc (Bangalore) and a few universities and colleges.
- The annual student intake of unrecognised institutions is almost the same as that of recognised institutions.
- There is serious unemployment among engineers and technicians. At the same time, there is a shortage of highly trained engineers in engineering design, advanced materials, turbo-machinery, computer science and micro-electronics. There is a mis-match between production and demand. With the anticipated industrial growth and economic development by the turn of the century, we may have to produce many more qualified engineers and technicians than at present.

- Wastage in the system is enormous. Wastage at degree level is about 30%, at diploma level 35%, and at post-graduate level 45%. The situation in unrecognised institutions is worse.
- There is acute shortage of faculty. About 25 to 40% of faculty positions remain un-filled.
- Even our premier institutions are struggling to keep themselves up-to-date. The infrastructural facilities available in the vast majority of our technical education institutions are alarmingly inadequate. The quality of training in most of the institutions is poor. Many of the courses offered in these institutions are outdated. Teaching competency is low, while the management system continues to be rigid.
- High quality engineers and technologists trained in emerging areas in our prestigious institutions migrate abroad. In addition, many good engineers take up management and other professions.
- Technical education institutions by and large function in isolation. Linkages and interaction between technical education institutions and user agencies are not sufficiently strong.

In short, while there are some isolated institutions of excellence in the system, a lot more remains to be done to improve the overall quality of technical education. Taking into account the scenario by the turn of the century in socio-economic, industrial and technological areas, more concerted efforts need to be made to enable the technical education system play the desired role.

## 5.0 Perspectives of further development

An orchestrated increase in our efforts and inputs has to be built into the formulation of a perspective plan for technical education. Clearly, the perspectives of development of technical education should also mesh and match with the national development goals.

Taking into account the national perspectives and social relevance, there is need for reorganising the technical education system through the induction of improved technologies, supply of adequate technical and managerial manpower to the services sector as well as to the unorganised sectors, promotion of continuing education and distance learning, computerisation, entrepreneurship development, strengthening of the community polytechnics system as well as innovative research and development. Improving the efficiency and effectiveness at all levels is also essential.

As we enter the next century, we will have to keep abreast with developments in several areas such as micro-electronics, informatics,

telematics, bio-technologies, engineering design, material sciences, oceanography, instrumentation and space technology. A well conceived and coordinated approach to the introduction of emerging technologies in our industry will further accelerate the pace of our development and socio-economic growth. This is specially required in the export-oriented sector which has to be promoted in a big way, if our resource position has to improve.

A radical change in thinking is needed if technical education is to address itself to the changing pace of science and technology. Scientific and technological advances are so rapid and unpredictable that they preclude anyone from obtaining a knowledge of all that needs to be learnt in a fixed period. Any valid approach to technical education must encourage development of motivation and skills for continuous independent learning. The technical education system has to be redesigned and reorganised to produce a substantial percentage of self-propelled individuals who would be able to grow into any new area and make their contributions.

The management of the technical education system will need special attention in the coming years. Since technical education is essentially an investment and forms a crucial input for national development, it should no longer be treated as just a part of general education. As with other sectors of professional education such as health and agriculture, technical education should be organised, managed and administered separately from general education.

Increased professionalism on the part of managers of technical education in the areas of administration, planning, decision-making and organisational development has become vital. The decision making system will have to be sensitised to respect the consultative processes not only in word, but also in spirit. The AICTE has to keep these points in mind in its efforts to coordinate and promote technical education.

The State being the implementing agency for most technical education programmes, the State Directorates have a variety of academic, professional and managerial roles to play. The State Boards of Technical Education need to be reorganised and vested with statutory powers in order to be more effective. The Directorates should have organs dealing with manpower assessment, planning, coordination, controlling, monitoring and evaluation of programmes. Reorganisation of the directorates to enable them to perform these professional functions effectively should be undertaken as a matter of priority.

Taking into account the present scenario and the perspectives of development of technical education vis-a-vis the national development goals, it is felt that while consolidating and strengthening the on-going programmes, we should concentrate on :

- Improvement of quality and standards at all levels.
- Upgradation of infrastructural facilities.

- Establishment of effective linkages with developmental sectors, national laboratories, industry and other institutions/bodies.
- Technology watch and assessment of manpower in crucial areas.
- Measures to prevent brain drain.
- Promotion of research and development.
- Steps to ensure cost effectiveness.
- Special programmes for SC/ST, women and the handicapped.
- Entrepreneurship development.
- Continuing education and retraining programmes.

With the sort of approach indicated above, the technical education system would be able to produce high quality engineers and technologists to take on the challenges of the future.

## Reports of the Sub-group on Secondary Education

The Secondary Education sector in the country at the time of independence was characterised by low participation with the schools confined to, by and large, the urban areas. The secondary education sector has developed remarkably in the last four decades and there are many very notable achievements. When one reviews the development of secondary sector in the country over the last four decades, one notices a large and continuing efforts to bring secondary education within easy reach. The increase in number of secondary and higher secondary schools from 7300 in 1951 to about 70,000 in 1986 brings out this point forcefully. Simultaneously, one sees a systematic effort to restructure and to rebuild secondary education according to a systematically designed national system. The Secondary Education Commission in 1952-53 considered these issues in great detail and these were again considered within the perspective of the overall national system by the Kothari Commission in 1964-66. These erudite deliberations led to the formulation of the National Policy on Education in 1968 but in the period following that, one does not see the large programmes for restructuring and redesign getting converted into reality.

2. The formulation of the Education Policy in 1968 and its review and reformulation in 1986 have been notable achievements for laying down the directions for further development of the system. At implementation level, the bringing out of uniformity in structure of school education, i.e., the 10+2 system recommended by the Kothari Commission and the Education Policy of 1968 has been a long-awaited and very important development. Looking at the beneficiaries, it has been a heartening feature that the participation rate for the girls and children from Scheduled Caste and Scheduled Tribes families which suffer from obvious socio-economic disadvantages, has grown considerably higher than for all students taken together. Also examination system at the secondary and higher secondary level, though still suffering from many sizable defects, has been improved very considerably during the last four decades and has acquired a considerable merit of providing an objective assessment of individual student's achievement at these terminal stages.

3. Nehru had seen technology as a potent means of rapidly modernising the Indian society. The Kothari Commission reflected this objective in its recommendation for undifferentiated education for the first 10 years with emphasis on sciences and mathematics. Although about the quality of instruction and levels of attainment there can be room for reservation, the undifferentiated curriculum with emphasis on sciences for the first 10 years has become applicable throughout the country. Another notable attempt has been made over the years during the last four decades about the teaching of languages. After long years of deliberations in various forums like the Education Ministers' Conferences, Chief Ministers Conferences, Central Advisory Board of Education and National Integration Council, the Three Language Formula was evolved and specifically defined in the Policy of 1968. It was clearly stated as a goal of secondary education in that Policy and has

been reiterated in the 1986 Policy. It beautifully synthesises the requirements of national integration and the needs of the students. One can see continuous and sincere attempts for implementing this formula in different parts of the country during the last four decades. That there have been shortcomings in implementation is fairly obvious and that is because of the inherently thorny and intractable nature of many of the issues involved but that cannot detract from the commendable effort which has been made perseveringly over the years.

4. Gandhiji had envisaged an educational system which would answer the needs of the people and which would be concentrated around work. One must say with regret that the present system does not answer this description. One notices that the exclusive schools of the West seem to have become the model for the exclusive schools in the country and they in turn seem to be setting pace for the school system at large. Work experience and vocational education have been recommended and emphasised by everyone. However, neither has become a major success so far. In 70s the work experience got a new terminology, the socially useful productive work but that is about all that can be said for it. For vocational education, there have been some notable efforts in some States but even there, such education has not succeeded in enabling a sufficiently large number of students to settle gainfully in the world of work.

5. It would perhaps be right to say that Nehru's vision required growth of scientific temper among people and emphasis to science in schools for science to be used as a tool for national development. The assessment about people acquiring scientific temper is necessarily highly subjective but there seems to be general impression that rational thinking and growth of scientific temper leave a great deal to be desired. The syllabi have reflected the requirement to teach sciences but the limitations of teachers, both in number and in quality, and non-availability of laboratories and equipments in a large proportion of schools at upper primary and secondary levels has kept the standard of science education low. Perhaps this can be related to the education having remained in the State List till 1976, because of which the Central Government, which could have given valuable material support, did not develop as a major provider of resources for school sector. And the States with ever continuing financial constraints could not and did not provide enough resources to items other than the teacher salary. This has kept all the programmes in schools on a weak footing.

6. The Indian school system is characterised by its large size and diversity. While it is inevitable that all schools will never be on the same footing, the gap between the good schools and the indifferent or bad schools seems to have widened with importance of the good schools getting confined to the urban areas where they are not effectively accessible to the majority of the population which lives in rural areas. It is in this perspective that the recent initiative for setting up Navodaya Vidyalayas deserves unreserved welcome. The mediocrity of a large proportion of schools is relevant for judging the overall health of the system. It is difficult to specifically define it but the drop-out rate and the success rate in Board

examinations can be taken as two fairly reliable indicators. With the drop out rate at the stage of Class VIII continually remaining above 50 per cent and about half the students again dropping out after class X and along with this the success rate in Board examination remaining consistently between 40 and 50 per cent, the health of the system cannot be said to be good. It clearly indicates that the efficiency of the system is low. This requires a series of corrective measures, many of which have been identified in the National Policy on Education, 1986 and these should form the agenda for the coming one or two decades.

7. In this regard, the first thing one has to notice is the quality of teachers and the procedure for their induction. It is common knowledge that the best students do not get into teacher training which is a pre-requisite for being recruited as teachers. This is confounded by well-known aberrations in the selection of teachers. It is ironic that in the large unemployment situation, the educational system continues to be unable to get good teachers. It seems fairly clear that recruitment of the teachers from out of fresh graduates and subsequent training to them through in-service courses would be an effective and no-cost answer to this problem but it requires the willingness to make a clean break with the past. The other area which is overdue for effective and drastic action is the field of examinations. Its aberrations and ills are well known and if anything they have been over-analysed over the years. The examinations in their present form are being abused on a wide scale and they have come to so dominate the system that these have pushed the non-cognitive aspects of personality development more and more into the background. However, the country does not seem to be moving in the direction of examination reforms beyond research study and seminars. The National Policy on Education clearly lays down the nature of reviews and what is needed is to effect those reforms at a planned point of time which will allow time for preparation but it will not be distant into the future.

8. It is generally accepted that education must perform three roles, firstly it should convey information, secondly it should help students in problem solving and thirdly it should improve the person. The system which we have developed over the last four decades is fairly acceptably effective in terms of the first attribute, it is weak in terms of the second attribute and it is very weak in terms of the third attribute. These objectives should indicate the design of improvement programmes for the future.

9. The system requires that opening of ill-provided schools should be discontinued now. The experience has sufficiently shown that the school having teachers and practically nothing else really is not worth much. The non-teacher costs should be provided at a certain minimum level. Instead of going for opening new schools which the country cannot afford with its limited resources, the Open School system should be developed in a large manner. The need of expansion should be largely looked after by the Open School system in coming years and the available resource should be concentrated on bringing up the existing schools to an acceptable level. After the National Policy on Education, a number of very welcome initiatives have been



taken by the Central Government, viz., in the areas of vocational education, science education, environment education, education technology, culture/art/value education, and Yoga education. What is needed now is to strengthen these programmes and to continue these programmes for at least 10 more years to allow the national system to benefit meaningfully from these programmes.

10. The National Policy on Education has very strongly emphasised the need to promote national identity among students. The experience in different parts of the country in last few years underscores this need. The effort in most parts of the country, however, for providing value education and to promote national identity has been anaemic. This should become one of the most high priority programmes in the overall interest of the country. During the 80s, the availability of the national satellite aided by the large chain of transmitters covering most of the country and availability of reasonably cheap computers has opened up unprecedented opportunity in using this technology for improving the content and process of education even in schools located in remote areas. A beginning has already been made in harnessing this technology for improving education in schools but what has been made is only a beginning and so far it affects the system only marginally. Nehru's vision of using science and technology to modernise the Indian society requires that the computer, the television, the VCR, the radio and related gadgetry should be used effectively and on a large scale in the schools all over the country. With the help of this, it is possible to improve the content and quality of education in a short period of time.

## Report of the Sub-group on Art & Culture

The meeting noted with satisfaction that considerable strides had been taken in fostering cultural resurgence in the country during the last 40 years. In a retrospective assessment it lauded the services of great founders and guardians like Pt. Jawaharlal Nehru, Dr. S. Radhakrishnan, Dr. Zakir Hussain who guided the destinies of institutions of cultural promotion. In its appraisal, the meeting highlighted achievements in the following spheres :

- a) Setting up and development of Departments and Directorates of Culture in the Government of India and in the States.
- b) Development of various autonomous institutions particularly Akademies devoted to the promotion of letters, graphics and performing arts in the States and the Centre.
- c) Increasing role being played by voluntary agencies in the promotion of culture.
- d) Recognition of culture as an important variable in Human Resource Development.
- e) The role played by cultural development as an integrative force.
- f) Promoting international projections of Indian culture through organisation of festivals and developing a process of cultural cross-fertilisation.
- g) Promotion of people's culture particularly through setting up of institutions like Zonal Cultural Centres cutting across territorial demarcations of States.

2. In a review of the strengths manifested during the four decades, the meeting particularly took note of media covering cultural performance and giving it pre-eminent focus. It was observed that new technology had also played a significant role in cultural promotion particularly through cinema, cassette reproductions and other means. An important aspect of the four decades was people's overwhelming response and sensitivity to cultural performance particularly in the countryside.

3. In a critical assessment of weaknesses and constraints, it was felt that not enough was yet being spent on culture in terms of budgetary allocations. Similarly, voluntary agencies in the field of culture were needed to get more support from the people and from the Government. The constraints obviously were overall scarcity of resources and the failure of corporate sector to participate in cultural development owing to existing taxation structure.

## Future Orientations

After a critical review of last four decades, some of the emerging priorities were highlighted in terms of concrete recommendations as follows :

- i) It was urged that cultural development should be a prominent sector of development particularly in the context of role played by culture as a binding and integrating force. It was urged that role of culture should be highlighted at all levels.
- ii) More specifically, it was recommended that atleast 1% of the National and State budgets should be set apart for cultural development.
- iii) While viewing cultural resurgence in the country it was felt that contemporary creativity should be further strengthened by sensitive utilisation of institutional and other incentives so as to awaken a cultural renaissance in the country.
- iv) It was recommended that greater help should be given to voluntary agencies. This should be in terms of financial help and support without, however, in any way undermining their own efforts at resource and community mobilisation.
- v) While stressing the need to develop linkages between education and culture, it was recommended that the comprehensive Programme of Action based on new Education Policy should be vigorously implemented and all requisite financial and institutional support should be provided.
- vi) It was recommended that the role of oral tradition in dissemination of culture should be particularly stressed. In this respect specific suggestions were made regarding role of traditional craftsmen, their utilisation within the community system and schools, the role of traditional cultural artefacts like toys and songs so as to build up cultural consciousness at the grassroots.
- vii) The vital role played by voluntary institutions in the field of museums was recognised and it was recommended that such voluntary bodies should be suitably encouraged to further expand their activities.
- viii) The need to set up a network of museums all over the country was highlighted and it was recommended that this should become a movement with all districts covered by district museums with further possibilities of exchanging works of art with other museums in other States and at the national level.
- ix) It was felt that the existing institutions in the Government, in the autonomous and voluntary sectors should play a more creative role by exploring innovative and creative dimensions to their activities and should draw up blueprints of their expansion and innovation plans.

- x) The need to draw funds from the corporate sector was highlighted and it was recommended that the taxation system should be suitably modified to encourage the patronage of arts by different sectors of economy. In this context, setting up of a National Cultural Fund particularly from the pool of resources available through entertainment tax was recommended.
- xi) The role of libraries was stressed in cultural promotion and it was urged that library movement should be strengthened and that network of libraries should be established at all levels including Panchayats.
- xii) It was felt that a National Cultural Policy should be evolved by drawing upon the exquisite diversity of our heritage with particular accent on cultural promotion for building up forces of integration in the country.

## Report of the Sub-group on Youth Affairs

Emergence of youth as a formidable and positive force was witnessed in the freedom struggle of India. Youth population 15-35 age group is an important and social group of modern India.

The Government of India have been organising youth programmes in the country in order to extend opportunities for youth to develop their personality, leadership, character, comradeship, spirit of sportsmanship, adventure, etc. The innate desire of youth to participate in various activities connected with society and National Development is genuine. The positive achievements during the last forty years can be summarised as follows. Major achievement in youth programmes started showing up during Sixth and Seventh Plan period :

- (1) Creation of a full-fledged Department of Youth Affairs and Sports within the Ministry of Human Resource Development in 1985;
- (2) Declaration of 1985 as International Youth Year as well as the "Year of Consultation with Youth", which provided Government an opportunity to focus attention on the problems faced by youth and to initiate and intensify programmes designed specially for young people in collaborative consultation;
- (3) 12 January, the birthday of Swami Vivekananda, was declared as the National Youth Day. The week commencing from 12th January has been designated as the National Youth Week.
- (4) Inclusion of 'New Opportunities for Youth' in the 20-Point Programme of the Government;
- (5) Adoption of a National Youth Emblem;
- (6) Holding of NAM Cultural Youth Festival - NAMIFEST;
- (7) Introduction of new schemes - National Youth Award, Training of Youth, Exhibition of Youth, exhibition for Youth and Assistance to Youth Clubs;
- (8) Transfer of the subject 'Youth Hostel' from Department of Tourism to Department of Youth Affairs and Sports;
- (9) Coverage of 1 million NSS students by the end of the VII Plan;
- (10) Bringing out a comprehensive Study on "Youth in India" and NSS Manual.
- (11) Setting up an autonomous organisation called "Nehru Yuva Kendra Sangathan" to give a thrust to the programmes of rural youth and to take up new innovative schemes for them;
- (12) Intensification of National Integration Programmes particularly in areas of N-E States, Border and sensitive areas;

- (13) Diversification of National Service Volunteer Scheme;
- (14) Finalisation of the National Youth Policy;
- (15) Significant youth participation in the Festivals between India and USSR; and
- (16) Enlargement of the scope of Cultural Exchanges of Youth with many countries.

## Challenges and issues and suggestive measures for the future

### 1. National Service Scheme (NSS)

With the inevitable expansion, NSS is faced with a number of challenges and issues which need to be examined in their perspective and dealt urgently.

- i) With the projected increase of volunteers from 10 lakhs to 16 lakhs by the end of Eighth Plan at the rate of 10% increase NSS will have 16,000 units to function in about 7,000 colleges/institutes;
- ii) To run these units NSS would require 16,000 teachers in colleges and at +2 stage;
- iii) Through MPFL (NLM) only, 6-8 lakh volunteers will need to be mobilised by the end of Eighth Plan;
- iv) Number of Special Camping Programmes would increase from 5000 to 8000 and every year 6-8 lakh students will move to the community situation to participate in the camp;
- v) Every year, 4000 new teachers will join NSS and as such about 8000 teachers will have to undergo Training and Refresher Course every year;
- vi) For MPFL, every year around 4000 teachers will have to undergo Master Trainer's Training and 6 to 8 lakh student volunteers will have to be trained in the colleges;
- vii) All these would put tremendous pressure and responsibility on the nodal Ministry and the implementing activities;
- viii) A programme with an estimated 16 lakh volunteers spread over 150 universities and 6000-7000 colleges all over the country cannot be managed without a thorough revamping of the existing organisational arrangements.

### Suggestive measures

- i) In view of the New Education Policy and the Programme of Action, wherein it is envisaged to give a fillip to the student youth activities like NSS, the Scheme will be rapidly expanding. Therefore, the rate of 10% additional expansion every year may continue to achieve the target of 16.000 lakh student volunteers involvement by the end of Eighth Five Year Plan period. NSS is already set to achieve the Seventh Plan target of involving one million student volunteers by 1990;
- ii) In view of this expansion with wider coverage, the students at +2 level also are to be enrolled into NSS. There are a

few states having NSS operated at +2 level at present. It is suggested that NSS should be introduced at +2 level throughout the country and also made as a substitute for Socially Useful Productive Work Programmes being in operation wherever it is in existence;

- iii) While allocating the strength of NSS Volunteers to various States, it is suggested to keep up a rationale that more and more volunteers would be allocated to backward areas, and States which are manifestly underdeveloped;
- iv) During this proposed expansion of the scheme during the Eighth Plan period, and keeping in tune with the New Education Policy, NSS is to be made a part of the educational system in the universities and colleges. NSS has been basically an educational programme and, therefore, it is to be identified under the Third Dimension of University Educational System and while making so, UGC should take the needed initiative to make it major extension programme in universities and colleges.
- v) There is every need for minimum credits or incentives to both students and teachers involved in the programme at both the systems of +2 and undergraduate level.
- vi) A programme like that of NSS with an estimated involvement of 16 lakhs volunteers, it is strongly felt that there is a need to have a strong ground level regional structure to operate the programme and a national level organisation to provide guidance and ensure coordination, programme planning and development.
- vii) It has been advanced that the present arrangement of finance in the ratio of 7:5 is not working well. Funds for the programme at the college level are not flowing in time resulting in the adverse programme implementation. Therefore, it is suggested that a new financial pattern with a higher central share would enable the States to make necessary budgetary provision to release the grants in time and to implement the programmes more effectively.

## 2. Nehru Yuva Kendras (NYKs)

Strengthening of the district level Nehru Yuva Kendras, expansion of this present net-work and 50,000 village youth clubs to 5.5 lakhs village clubs, harnessing of this net-work of the Government programmes for the masses. Particular emphasis will have to be given to priority sectors and employment generation, literacy and family welfare. Spearhead training groups to provide continuous and specialised training to village and youth leaders, setting up of village level youth centres to provide rural youth to educational sports and cultural facilities. Commencing of Computer Literacy courses for rural youth and setting up of Nehru Yuva Cooperatives as a subsidiary to NYK Sangathan. Self-employment through the upgradation of skills in order to improve the quality of life of the youth. 50%



of these programmes should be directed and specially meant for young women in the rural areas.

### 3. Adventure

Popularising the concept of adventure at low cost at grass roots level and lowering of the age group to 8 years to inculcate the spirit of adventure at an early age. Training of teachers, programme officers, college lecturers, voluntary organisations, etc., in the field of adventure so that large number of resource personnel will be available to take up programmes under the Adventure.

4. Strengthening of Schemes under Bharat Scouts and Guides, Youth Hostel Movement, National Integration Camps and Assistance to Voluntary Organisations.

5. National Service Volunteer Scheme to be strengthened Exhibition for Youth, Training of Youth Assistance to Youth Clubs has to be reviewed so that it will become more meaningful to meet the mandate of National Youth Policy.

6. Setting up of stadia - recreation centres/youth development centres in block of villages to cater for the young people in the rural areas.

7. Setting up of a National Committee to advise the Government for implementation of the mandates of National Youth Policy with a special reference to upgrading the skills of youth with a purpose of generating employment and self-employment. This Committee will have to be given adequate powers so that they will be able to advise the concerned departments which are directly dealing with the implementation of National Youth Policy.

8. State Government's participation in a meaningful manner is called for so that youth programmes can be vitalised and full participation of the State Governments called for in order to expand and enhance the number of beneficiaries from such programmes. State Governments will have to keep separate budget for youth under their Departments of Youth Affairs & Sports so that programmes like NSS, NYK, National Integration, etc., can be organised to cover large number of young persons. This should ensure a programme of equal partnership.

## Report of the Sub-group on Child Development

The main achievement in the evolution of child development policy over the decades has been in the integrated policy approach that was arrived at in the mid 70s with the sectoral approach giving way to a across-sectoral approach integrating nutrition, health and education as well as nutrition education and health education. This integrated approach was typified by the formulation and introduction of the Integrated Child Development Services in 1975. This programme expanded rapidly and grew from 33 projects in 1975 to 1952 projects by the end of March, 1989. With 500 projects being added in the last year of the Seventh Plan, nearly half the country would have been covered by this programme at the beginning of the Eighth Plan. Evaluation studies of the programme undertaken from time to time have shown appreciable reduction in levels of mal-nutrition and infant mortality rates. studies have also shown that a large majority of the beneficiaries are Scheduled Castes and Scheduled Tribes and other poorer sections of the population. This position was, of course, conceived in the very design of the programme, considering that tribal blocks, blocks covered by drought prone areas and blocks with large concentration of Scheduled Castes were the areas where the programme was to be started first, as a matter of policy priority. A significant achievement that came through dramatically in the recent past was the drought-proofing role that the ICDS played in the context of the unprecedented drought of the year 1987 as provide of nutrition and health to the affected women and children.

While the ICDS programme has been the flag programme of the child development efforts in the country, the creches and early childhood education programmes have also grown over the years, with the creches programme answering the needs of the child in the specific context of the ailing and working mother.

The group recommended that all these programmes should continue so as to strengthen and carry forward the results already achieved.

### II. WEAKNESSES AND SOLUTIONS

The Group identified the following as the weaknesses in the ICDS programme :

1. Children below three years are not being adequately reached;
2. The coverage of pregnant women required improvement;
3. The nutrition outlays provided by the States were not adequate, affecting nutrition delivery. Nutrition must be appropriate to the age group concerned, especially the children below 3 years;
4. The quality of coordination between the various Departments concerned with the objectives of the ICDS needs to be upgraded;

5. There was precious little community involvement in the ICDS programme.

The Group suggested the following solutions :

- i) Coverage of under 3 and pregnant women can be greatly improved through extension of day care services in the Anganwadis themselves. This would mean that atleast a certain percentage of the Anganwadi centres, to begin with, would require to be converted into day care centres so that it may be possible for under 3s to remain at the centres through the period of absence of the mother. This would also bring the pregnant women and nursing mothers to the centre at a time convenient to them so that they could receive all the services meant for them. This would obviously mean additional outlays to meet the additional number of personnel required to take care of the children, the additional nutrition to be provided etc. But these additional outlays are well worth making.
- ii) Nutrition must become the responsibility of the Centre in view of the inability of the States to adequately provide for the nutrition component of the ICDS. In order that supplementary nutrition begets the needed results, other kinds of household level nutrition security should be provided for targeted poor households through such measures as an affordable public distribution system. In other words, a National Nutrition Policy, on which the Women and Child Development Department has already initiated action, has to be quickly finalised involving coordination of policies of Departments such as Agriculture, Food, Civil Supplies, Health, Rural Development, and women and Child Development.
- iii) The Group endorsed the integrated training programme evolved by the Women and Child Development Department involving the Department of women and Child Development, Health, Education and rural Development and recommended that its implementation be taken up vigorously so as to cover the entire country, thereby strengthening the efforts of the Technology Missions.
- iv) Community Involvement

The Group commended in this regard :

- (a) the programme evolved by the Women and child Development Department for the involvement in the ICDS programme of the adolescent girls and
- (b) called for a greater level of trust in voluntary organisations through closer Centre-State Collaboration so as to involve voluntary organisations more effectively and on a larger scale than at present in the operation of the ICDS programme.

### III. STRENGTHS OF THE CHILD DEVELOPMENT PROGRAMMES

The Group acknowledged the ICDS as the lead programme in Child Development efforts and agreed that the integrated approach which is basic to this programme, with its potential for bringing together efforts of a large number of departments and non-Governmental agencies in delivering services to the child, is its main strength. The group acknowledged that the fact the agent of change and delivery in the ICDS programme is a local woman is the other strength of this programme.

### IV. FUTURE CONCERNS

- i) The ICDS concept, its shortcomings and strengths highlight the need for the evolution of a National Nutrition Policy, in its most comprehensive form, as different from a food policy, meaning that all households should have full food security backed by the requisite health support and health and nutrition education services. This would call for close collaboration between all concerned departments.
- ii) A single Department which deals with the whole child - including the delinquent child, child labour, the handicapped child, in addition to the concerns dealt with by the Department of Women and Child Development at present, should be brought into existence so that all the problems of children are responded to by a unified agency under a single roof. Such an Agency would also be able to mobilise better, non-Governmental efforts in the cause of the child.

## Report of the Sub-group on Women's Development

### Achievements

I. The constitution of India guarantees equality to women. Since independence a large number of legislative measures have been undertaken to make this constitutional guarantee a reality. These include :

- a) The Factories Act 1948, Mines Act 1952, and Plantation Labour Act 1951 which prohibit the employment of women between 7 p.m. to 6 a.m. in factories, mines and plantations, regulate the working hours and contain provisions for the safety and welfare of women employees.
- b) The Factories (Amendment) Act 1976 which provides for the establishment of creches where 30 women are employed.
- c) The Maternity Benefit Act 1961 which is applicable to all establishments including plantations, mines and factories and provides for payment of maternity benefits at the rate of average daily wages for the period of employee's actual absence for child delivery. It has been amended in 1976 to cover women who do not fall within the purview of the Employee's State Insurance Act 1948.
- d) The Contract Labour (Regulation) Act 1978 which regulates the working conditions of contract labour including women and provides for welfare facilities and creches for the children of working women engaged in construction work.
- e) The Equal Remuneration Act 1976 which provides for equal remuneration to men and women workers and the prevention of discrimination against women in matters of employment on the ground of gender.
- f) The Dowry Prohibition Act 1961 amended in 1984 and again in 1986 makes the offence under this Act cognizable and provides for minimum punishment of upto five years imprisonment and a fine of Rs. 15,000/-. A new offence of "Dowry Death" has been included in the Indian Penal Code as a result of the amendments under this Act.
- g) The Indian Evidence Act, the Indian Penal Code and the Criminal Procedure Code have been amended to make crimes against women more stringent and effective and also to make cruelty against women by husbands or other relatives punishable. The onus of proof of innocence rests on the accused in these offences.
- h) The Commission of Sati (Prevention) Act 1987 provides for effective prevention and glorification of Sati. This Act not only defines Sati comprehensively but also anyone who abets the commitment of Sati, etc. The Act of glorification

includes the observance of ceremonies, collections of funds and construction of temples, punishable by imprisonment which may extend upto 7 years.

- i) The Medical Termination of Pregnancy Act 1971 legalises abortion by qualified doctors on medical grounds. This is primarily a welfare measure to protect the health of women.
- j) The Indecent Representation of Women (Prohibition) Act 1986 was passed with the objective of having separate legislation to prohibit the indecent representation of women through advertisements, books, pamphlets, etc. Indecent representation has been defined in detail and offences under this Act are punishable with imprisonment upto two years and fine upto Rs. 2,000/-.
- k) The Employees' State Insurance Act 1986 which provides for sickness benefits, disablement benefit, medical and other benefits.
- l) The Immoral Traffic (Prevention) Act 1986 covers all persons whether male or female who are sexually exploited for commercial purposes. The period of imprisonment has been enhanced from the earlier punishment under SITA and more comprehensive clauses have been introduced under this Act.
- m) The Child Marriage Restraint (Amendment) Act 1976 raises the age of marriage for girls from 15 to 18 years and for boys from 18 to 21 years. Under this Act offences have now been made cognizable.
- n) The Family Courts Act, 1984 has been passed with a view to setting up family courts in the country to promote conciliation in and securing speedy settlement of disputes relating to marriage and family affairs.

II. A large number of development programmes have been drawn up and are being implemented for the socio-economic development of women. These cover various sectors such as Education, Health, Employment, Rural Development, etc. To facilitate the increased participation of women in these programmes a large number of programmes providing supportive services to women have also been initiated.

In the Rural Development sector for example programmes such as the DWCRA is being implemented all over the country. Under IRDP also 30 per cent beneficiaries are supposed to be women. In the Education sector non-formal education programmes are being run exclusively for girls. The Labour Ministry provides grants to State Governments for the setting up of ITIs for women and for strengthening of existing RVTIs. In the Science and Technology sector a full fledged scheme for promoting the application of science and technology for women is being implemented. In the social forestry sector it has been decided to register free pattas in the joint names of husband and wife. Under the Department of Women and Child Development, a whole host of schemes for the training of women in different activities so as to strengthen

their earning capacity are being implemented. attention is being paid to the generation of awareness regarding legal issues as also regarding steps that women can take to prevent atrocities and crimes against them. Supportive services exist in terms of provisions of working Women Hostels, Creches, short stay homes, etc. Schemes such as the setting up of Women Development Corporations, STEP, etc. are intended to involve rural women more productively in agriculture and agro-based industries and also encourage women's entrepreneurship.

III. The National Perspective Plan for women upto the year 2,000 AD in its recommendations aims at outlining an overall policy for Indian women over a long term period. It is the first comprehensive report on Women and Development since the report of the Committee on the Status of Women in India which came out in 1975. The NPP has the advantage of projecting a long term policy for the development of women integrated with national development goals. This document is at present being examined by a group of Ministers at the Central level.

#### Deficiencies

While one of the major achievements in the last few decades since independence relating to women's development is the increasing recognition of women as a crucial component in human resource development, women are still not considered equal to men and to this extent their status has not improved. This is specially true of their social and economic status. Three areas in which particular attention to women, therefore, needs to be paid are Health, Education, and Employment. Women are still looked upon primarily as mothers or wives or sisters and not as women in their own right. It is, therefore, important that the issue of women development is considered as an integrated part of the general development of this country and that we avoid the pitfalls of marginalisation of women.

#### FUTURE DIRECTIONS

As already mentioned the three major areas in which efforts have to be concentrated as far as women's development is concerned are Health, Education and Employment. Experience also tells us that Government's efforts alone are insufficient in view of the somewhat rigid and inflexible style of government functioning as also the fact that Government policies seem to be formulated on a top down basis. In this regard, there is every need to encourage NGOs in their efforts at area specific and group specific planning and implementation. NGOs have the added advantage of having a regular and flexible feed-back mechanism and adequate flexibility to adapt their programmes according to the felt needs of the area and the groups they are dealing with. If therefore development of women is to be taken up on a priority in the next few decades it is imperative that NGOs involvement is constantly and regularly ensured. There has to be clarity and determination on the issue of women and their access to property whether it is land or water or any other natural resource. Without this women's development is not likely to become a reality.

## Educational Planning and Finance

The Education system in India is much maligned, with everybody complaining about its real or imagined deficiencies. Admittedly there are a number of failings but to condemn the entire system is most unfair.

In its numerical coverage the education system is second only to China but in its complexity it is second to none. Given the stresses and pulls of a Parliamentary Democracy, an explosive population growth, poverty and financial constraints - to mention just a few intervening variables - an objective assessment would admit that the Indian education system has made considerable progress since Independence.

### Achievements

The pace of progress in all fields of development was accelerated with the advent of the Five Year Plans starting with the First Five Year Plan in 1951. Since then seven Five Year Plans and three Annual Plans (1966-69) have been formulated and implemented. The Seventh Plan has entered into its final year in 1989-90. Development plans for education were included in all the Five Year Plans and Annual Plans.

In 1951, when the First Five Year Plan was launched, the literacy rate in the country was 16% and number of children enrolled in elementary classes was only 32% of the total number of children in 6-14 age-group. The education of girls was far behind with a gross enrolment ratio of only 17%. The first plan gave importance to education and allocated 7.2% of the total plan outlay for this sector. The emphasis was largely maintained in the 2nd and 3rd Five Year Plans when 5.8% and 7.5% of the total plan outlay was apportioned for education.

During the past forty years infrastructural facilities have increased manifold and with it there has been substantial additional enrolment. Listed below are some of the physical achievements since Independence.

- Number of Primary and Middle Schools increased from 1,41,000 and 9000 in 1947 to 5,29,393 and 1,38,687 in 1986 increasing by 3.75 times, and 15.40 times respectively.
- Elementary Education coverage expanded in the rural areas, and 4,75,938 out of 5,29,392 Primary Schools (89.90%) were located in rural areas in 1986.

According to the Fifth Education Survey (1986), 94.60% of the rural population was served by a Primary School/section within a distance of one Km.

- In 1986, 85.37% of rural population was covered by a middle school/section within 3 Km. distance.



- Total enrolment in Primary Classes increased from 105 lakhs in 1947 to 867 lakhs in 1986 showing an increase by 8.26 times.
- Girls enrolment in Primary Classes increased by 12.28 times.
- SC/ST enrolment increased from 47 lakhs in 1947 to 220.35 lakhs in 1986 marking an increase of 4.69 times.
- SC/ST enrolment increased from 10 lakhs to 70 lakhs between 1947 and 1986 at the primary stage, and from 30,000 to 15.44 lakhs over the same period at the middle stage.
- Gross enrolment ratio at primary stage increased from 35% in 1947 to 93.5% in 1986.
- At the middle stage, gross enrolment ratio increased from 9% to 48.5% during the same period.
- Number of Secondary/Higher Secondary Schools increased from 4214 in 1947 to 68895 in 1986 showing an increase by 16.3 times.
- Enrolment at the Secondary/Higher Secondary stages increased from 6.7 lakhs to 175.6 lakhs in 1986.
- Number of Degree Colleges/General Courses increased from 263 to 4151 in 1986 - an increase of 16 times.
- Number of Universities which were 16 in 1947 increased to 147 (including deemed Universities and Institutions of National Importance) in 1986.
- Number of Technical Institutes (degree course) increased from 38 in 1947 to 255 in 1986.
- Enrolment at Degree and Post Graduate stage (General Course) was 1 lakh in 1947 which increased to 31.79 lakhs in 1986.
- Enrolment in Engineering Course (degree level) increased from 2940 in 1947 to 1.82 lakhs showing an increase of 62 times.

### Strengths of the Present System

The planning process for education, like other sectors of development, is multi level in nature. The Planning Commission decides the national priorities. On the basis of availability of resources, the sectoral allocations are decided. Outlays for the education sector are determined likewise.

In the education sector, planning aims at achieving quality, quantity and equity. This is an extremely complicated process but some success has been achieved.

Educational Planning is reasonably dynamic and has been changing according to the demands of the situation. It offers scope for new

ideas, experimentation and innovative methods to achieve goals. Non-formal education and involvement of voluntary agencies are two examples of flexibility in the planning process.

The education system has produced persons of international calibre and repute. India has first rate technical manpower which is among the largest in the world.

The planning process works within the framework of a parliamentary democracy. Views of the State Governments and eminent educationists, economists etc. are always elicited and discussed before final decisions are taken. In most cases, through the CABE, a consensus is arrived at first and then policy matters are processed for implementation.

Planning is based on declared policies of the Government and programmes are formulated within the broad framework stipulated in the policy directions.

#### Weaknesses of the Present System

- More emphasis on macro planning both at the Central and State levels. Micro planning at the block, village and school levels is very weak.
- Lack of coordination between the various development Departments and within the Department of Education itself. This leads to over-lap and wastage. Even within the Ministry of Human Resource Development there is very little coordination and one of the achievements of this Conference is that it has brought together functionaries from the various Departments under the Ministry of Human Resource Development.
- Data base is frequently inadequate. The accuracy of much of the data is questionable and the implications of planning with inaccurate data particularly when the numbers involved run into millions, is a cause for concern.
- Education is a concurrent subject which implies partnership between the Centre and State Governments. However, the Centre cannot force a State Government to implement a Centrally Sponsored Scheme if it does not want to. This is not to make out a case for coercion but rather to make the point that even when the Centre starts certain programmes with the objective of reducing inequalities it cannot succeed in these programmes without the cooperation of the State Governments.
- Monitoring of programmes is inadequate and feedback is received so late that planning and forecasting on current data is frequently not possible.
- Planning at the school level is on enrolment data which does not reflect the actual position regarding retention and attendance. Number of posts of teachers are based on these figures and sometimes we get the situation where teachers posts are

sanctioned where there are no students and where posts are needed there are insufficient teachers.

- Because of ineffective monitoring both at the State and Central levels, unnecessary programmes are continued even after their usefulness is ended, thereby wasting scarce resources.
- Apart from quantitative monitoring, qualitative monitoring is seldom seriously done.
- There has been emphasis on expansion rather than on consolidation especially at the higher education level. This has resulted in creation of non-viable colleges with sub-standard instruction which swallow scarce funds.
- Public participation in the education system is not adequate. As people in general are not involved at the planning stage they lose interest and do not contribute either monetarily or in physical terms to improve the education system.
- We do not allow a scheme sufficient time to run its course. Hasty and premature evaluation can wreck the progress of a scheme. Any educational programme has a long gestation period but we are impatient for quick results.
- Planning for education requires a vision of what we want the scenario to be 10, 15 even 20 years from now taking into consideration the constraints that are bound to be there. Such planning requires assured funding. Even the NPE which aroused such enthusiasm is now being viewed with scepticism because adequate funds are not provided. Field functionaries tend to become cynical and indifferent and when asked for achievement particulars - either do not respond or give us data which is questionable in its accuracy.
- Since the Third Five Year Plan the plan outlays for education maintained a declining trend reaching an all-time low 2.6% of the total plan outlay during the VI Plan. Consequent to the introduction of NPE 1986, the Central Plan outlay was given a big step-up from Rs. 352 crores in 1986-87 to Rs. 800 crores in 1987-88. But in the next few years viz. 1988-89 and 1989-90 the outlays have been virtually pegged at the 1987-88 level. The increase which has been allowed in 1989-90 is just marginal and will not cover the escalation on account of annual inflation rate. Taking the inflation into account, the outlays for 1988-89 and 1989-90 are less than the outlay for 1987-88 in real terms.
- The procedure followed for release of funds is a major weakness in the planning process. Most of the funds are released to States in the second half of the financial year. The funds released in the last quarter, which generally constitute a major portion of yearly releases, cannot be utilised in the current financial year. The utilisation of funds which gets delayed by at least one quarter reduces the real worth of funds due to increase in costs.

## Future Course of Action

As Dr. Kapila Vatsyayan had mentioned, we need a Vision for India - 10, 15, 20 years from now, and work backward from that.

While planning we need to seriously consider the implications of a national system of education some of whose elements are a common educational structure, Equality of Educational facilities, micro-level planning, strengthening of National Level institutions.

While formulating schemes and starting on their implementation, there should be the confidence that once started we will be able to reach the end. This implies assured infrastructure, and financial support.

We should have more confidence in our programmes and give them time to prove their worthiness. We should not get unduly influenced by ad-hoc suggestions and criticisms and waver. We can alter course but we should not falter.

Alternate sources of funding must be seriously explored particularly at the secondary and higher education levels. Government cannot take the full responsibility.

There should be more selectivity in introducing new schemes. New schemes alone, no matter how well-conceived, cannot work miracles when the persons implementing them are lukewarm or cynical. Confidence in the system needs to be restored.

Education programmes have a long gestation period and even five years is a comparatively short span of time. However at least when a five year plan for education is drawn up it should run its course with the minimum of mid-term ad-hoc interventions.

## Conclusion

It is always helpful to take time off to do some introspection and soul-searching. This conference has provided such an opportunity. The achievements listed in the paper are by no means exhaustive. As has been shown, there are weaknesses, but there are also substantial strengths in the system of Planning for Education in India. Many of the weaknesses are manifestations of a developing country and not unique to India. The problems of the Indian system of education are by and large known. So also are some of the solutions. What is needed now is to face the issues squarely, decide the plan of action, and to go ahead with confidence and perseverance.

COMPENDIUM

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(b) Background Papers

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STRIDES IN EARLY CHILDHOOD CARE AND EDUCATION  
AND UNIVERSALISATION OF ELEMENTARY EDUCATION  
SINCE INDEPENDENCE

1. INTRODUCTION

Universalisation of elementary education has been one of the most cherished goals of educational development in India since independence. At the time of attainment of independence in 1947, the level of achievement in elementary education was fairly low in almost all respects. Thousands of villages and rural habitations were without schools. Only one child out of three in the age group 6-11 and only one child out of eleven in the age group 11-14 were enrolled in schools. Educational inequalities were very large, especially between one region and another, between urban and rural areas, between boys and girls and between the advanced and intermediate castes on the one hand and the Scheduled Castes, Scheduled Tribes and other backward classes on the other. The quality of elementary education was unsatisfactory and the rates of drop-out and stagnation were very high.

Mention needs to be made of the fact that the young child and mothers were an utterly neglected lot. Mortality rate was very high and morbidity rampant in the young population due to lack of proper health care and adequate nutrition. Early childhood education was hardly given any thought except for some efforts made by spirited and dedicated individuals and voluntary organisations. It was not realised that such care and education could go a long way to help attain the goal of universalisation of elementary education.

After achieving independence, India undertook the gigantic task of national reconstruction aimed at bringing about socio-economic transformation and at creating a new social order based on the principles of democracy, social justice and secularism. That without providing education to masses, it is wellnigh impossible to achieve economic development and to establish a just and egalitarian society came to be accepted as an indisputable fact. Realisation of this fact had dawned on the Education Commission (1964-66) and hence the articulation of the slogan 'education for national development'.

Sufficient research evidence exists around the world to support a hypothesis of relationship between health and educational status of young population and economic development of the country. Studies of India's growth rate in 1960s indicate that nearly one-third is accounted for by India's investments in education, particularly primary education in 1950s. Rates of return analyses of investments in physical and human capital in India consistently show higher returns of investments in primary education than physical capital.

In the context of Indian conditions, early childhood care and education and elementary education acquire special significance. For many years to come, a large proportion of young population would discontinue education after eight years of elementary education to join the world of work. Thus, implementation of developmental programmes will depend on the effective participation of these

individuals. It is only through elementary education they could be equipped with knowledge, skills, interests, attitudes and values required for social and economic reconstruction.

It is not an exaggeration to state that no mean contribution is made by early childhood care and education to the efforts of universalisation of elementary education. That the scenario of early childhood care and education and universal elementary education in the country has changed for better during the last 40 years is indeed a fact of which the country can be proud.

## 2. EARLY CHILDHOOD CARE AND EDUCATION (ECCE)

### 2.1 Background and Development Since Independence

Organized early childhood care and education was unknown in India uptill the end of the 19th century. The early 20th century witnessed its beginning with the setting up of Nutan Bal Shikshan Sangh in Maharashtra. With Madame Montessori's visit to India, early childhood education got a boost. As a consequence, Tarabai Modak and Gijubhai Badheka in the Western India and Arundales in the South started pioneering work in early childhood education and teacher training. However, these efforts were sporadic and were undertaken by either individuals or voluntary organizations. No co-ordinated action was taken by the Government to reach out to young children, particularly those belonging to socially and economically deprived sections of the society.

The first step in this direction was taken by the Government when it set up the Central Social Welfare Board (CSWB) in 1953. The CSWB started a grant-in-aid scheme for voluntary organizations running pre-school centres. It also sponsored a composite programme of Welfare Extension Projects in rural areas. By the Third Five Year Plan period, CSWB was aiding nearly 6000 pre-schools. During the Fourth Five Year Plan, the scheme of Family and Child Welfare was introduced, but it was only during the Fifth Five Year Plan period that a major breakthrough in the programmes for young children was achieved. The National Policy for Children was formulated and approved by the Parliament in 1975 and, in pursuance of the Policy, the Integrated Child Development Scheme (ICDS) was launched. The ICDS package of services comprised health, nutrition and pre-school education for children in the age group 0-6 years and nutrition and health education for women. This was a holistic scheme of care and education which got rapidly expanded and now includes 1659 projects in which 48.53 lakh of children are being given both early health care and pre-school education.

In addition to ICDS, the Creches and Day-Care Centres Scheme was started in 1975 to provide day-care services for the children (0-5 years) of mainly casual, migrant, agricultural and construction labourers. About 2.62 lakhs of children are beneficiaries under this scheme. Early Childhood Education was another scheme that was started under the Sixth Five Year Plan as a distinct strategy to improve the rate of retention of children in primary schools. Under this scheme central assistance is given to voluntary organizations for providing



pre-school education. At present 4365 such centres are functioning in the nine educationally less developed states.

In addition to these schemes that reach out to the rural areas, there are a large number of private nursery schools which cater to the needs of the parents living in urban and semi-urban areas. As these do not need any recognition, no accurate estimate can be made regarding the actual number of such schools. Municipal Corporations of metropolitan cities like Delhi, Bombay, Bangalore and some others also run pre-schools attached to their primary schools.

## 2.2 Progress Achieved and Present Status

### 2.2.1 Provision of Facilities and Enrolment

Though early childhood education has been by and large left to the voluntary organizations, yet the facilities for the same have been considerably expanded particularly after the introduction of the ICDS Scheme. ICDS is a direct attempt to reach out to the children belonging to the vulnerable sections living in remote areas and give them a 'head-start' by way of providing early childhood health care, nutrition and education. Table 1 shows the various schemes and their present coverage.

The main organizations working towards qualitative improvement of Early Childhood Care and Education (ECCE) are :i. National Council of Educational Research and Training (NCERT), ii. National Institute of Public Cooperation and Child Development (NIPCCD), iii. Home Science Colleges and iv. Indian Association for Pre-school Education (IAPE). In addition, voluntary organisations like the Indian Council for Child Welfare; Gram Bal Shiksha Kendra at Kosbad, Maharashtra; Bal Niketan Sangh, Indore, Gandhigram, Tamil Nadu; Mobile Creches at Delhi, Bombay and Pune, etc. have also done considerable work in strengthening pre-school education in the country.

#### 2.2.2.1 National Council of Educational Research and Training (NCERT)

Early Childhood Education and Children's Media Laboratory Projects (ECE/CML) of NCERT implemented since 1976 with financial assistance from UNICEF have been functioning in 10 states, namely,

Table 1

## Early Childhood Care and Education Programmes in India

S. No.	Programme	Objectives	Services	Beneficiaries	Present coverage	Sponsoring agency	Budget (in crores)
1	2	3	4	5	6	7	8
1.	Integrated Child Development Services	To- i.improve the nutrition and health status of children in the age group of 0-6 years ii.lay the foundation for proper physical and social development of the child iii.reduce the incidence of mortality, morbidity, mal-nutrition and school dropouts iv.achieve effective coordination of policy and implementation among various departments to promote child development. v.enhance the capability of the mothers to look after the normal health and nutritional needs of child through proper health and nutrition education.	i.Supplementary nutrition ii.Immunisation iii.Health Check-up iv.Referal services v.Treatment of minor illness vi.Nutrition and health education vii.Pre-School education(age group 3-6 years) viii.Convergence of other supportive services like water supply sanitation etc.	i.Pregnant mothers ii. Lactating mothers iii.Children in the age group 0-6 years iv.Women in the age group 15-45 years	i.1,659 projects. supplementary nutrition to 87.78 lakh children ii.Pre-school education to 48.53 lakh children iii.Supplementary nutrition to 16.87 lakh pregnant and nursing mothers	Central Government Department of Women and Child Development	135.00 1987-88

S. No.	Programme	Objectives	Services	Beneficiaries	Present coverage	Sponsoring agency	Budget (in crores)
1	2	3	4	5	6	7	8
2.	Scheme of Assistance to Voluntary agencies for early childhood education centres 1983	i.promote overall development of children ii.improve school enrolment and retention and reduce drop-out.	i.Non-formal pre-school education to children between 3-6 years of age ii.improve school enrolment and retention and reduce drop-out.	Children in the age group of 3-6 years	4365 centres	Department of Women and Child Development	2.462 1987-88
3.	Scheme of creches for children of working and ailing mothers	provide day-care services for children in the age group 0-5 years	i.Health care ii.Supplementary nutrition iii.Sleeping iv.Play and recreational facilities	Children in the age group of 0-5 years	2,62500 children in 10500 creches	Central Social Welfare Board	8.999 1986-87
4.	a.Welfare Extension Project (original pattern)	i.provide basic minimum services for rural women and children ii. create awareness among rural people of the needs of children and basic services for them	i.Balwadi and creches ii.Infant health iii.Supplementary nutrition for infants and pre-school children iv.Pre-natal and post-natal services v.Art and Craft classes for women and recreational and cultural activities	Infants, pre-school children and women in rural, border and urban slums	3 Projects, 20 centres	State and Central Social Welfare Board	0.018

S. No.	Programme	Objectives	Services	Beneficiaries	Present coverage	Sponsoring agency	Budget (in crores)
1	2	3	4	5	6	7	8
	b.Welfare Extension Project (Coordinated Pattern) 1958	iii. provide pre-primary education supplementary feeding, nutrition and health services for children	i.Creche ii.Pre-primary school		44 projects 33 centres		0.340
	c.Welfare Extension Projects (Urban) 1958	iv. provide pre-natal and post-natal services; arts and crafts training;			8 institutions		5.873
	d.Welfare Extension Project in Border areas	and elementary medical aid services v. provide recreational and cultural activities			92 projects		1.438
5.	Balwadis in the erstwhile Integrated Child Welfare Demonstration Projects (1964)	i.offer integrated services for child welfare ii.coordinate the services of medical public health, education, social welfare and other departments	i.Recreational activities ii.Nutrition and health education	Children of 3-6 years, Mothers	11 projects 24 centres		0.364 1986-87

Source :

1. Annual Report, part iv, Department of Women and Child Development, Ministry of Human Resource Development, 1987-88.
2. Annual Report of Central Social Welfare Board, 1987-88. (Extracted from the Report of the National Workshop on Pre-school Education Programme NIPCCD, 1988).

Bihar, Goa, Karnataka, Madhya Pradesh, Maharashtra, Nagaland, Orissa, Rajasthan, Tamil Nadu and Uttar Pradesh. During this period, these projects have helped

- develop prototypes of inexpensive materials of educational and entertainment value for children;
- develop expertise at the State level in early childhood education; and
- serve as a clearing house for the latest developments in ECE, both at national and international levels.

NCERT has published a variety of materials for young children and ECE workers in various Indian languages under these projects. These materials are distributed free of cost to all organizations working in ECE all over the country. Thus, substantial progress has been achieved in developing educational toys, games and other play materials/methods as well as creating human resources at the grassroots levels.

#### 2.2.2.2 National Institute of Public Cooperation and Child Development (NIPCCD)

NIPCCD is primarily responsible for strengthening of services under ICDS. The Institute, through its regional divisions of Training, Monitoring and Evaluation, implements programmes for strengthening pre-school care and education programmes under ICDS. It is directly responsible for the training of Child Development Project Officers and Middle Level Functionaries. The Anganwadi Workers' training is also planned by NIPCCD and training materials are devised by them, but actual implementation is done by other agencies.

#### 2.2.2.3 Home Science Colleges

Home Science Colleges through their Departments of Child Development have contributed a great deal towards qualitative improvement of ECE in the country. Their main contribution has been in personnel-preparation. They have also been participating effectively in the evaluation of ECE programmes.

#### 2.2.2.4 Indian Association for Pre-school Education

IAPE is a professional body of ECE workers at all levels -- from the grassroots functionaries to the policy planners. It has branches all over the country, and, its branches organize various programmes for the qualitative improvement of ECE. Its annual conference is normally attended by 400 to 500 workers from all over the country where vigorous quality-improvement programmes are organized for the workers.

#### 2.2.2.5 Voluntary organizations

Voluntary organizations have played an important role in strengthening pre-school education in the country. In fact much of the

foundation work at the grassroots level in ECE has been done by these organizations. Mobile Creches for example has shown the way as to how to reach out to the children of migrant labourers and how an effective on-the-job training can be imparted to the workers. Gram Bal Shiksha Kendra, Kosbad has demonstrated how to work with the tribal children and the ways and means of retaining them in school.

### 2.3 Training of Teachers

A variety of training programmes are in existence in ECE. They range in duration from 3 months to 2 years. Table 2 gives a variety of training schemes that have been in existence in the country.

In addition to the courses indicated in the table, there are also many short-term unrecognised courses in Early Childhood Education. As mentioned earlier, Mobile Creches run an on-the-job training where they train their own workers. Not much weightage is given to the pre-service training of the workers. Under the ECE project of NCERT, a two-month training to functionaries is given initially which is backed up by refresher courses.

### 2.4 National Policy on Education - 1986

For the first time, the NPE, 1986 brought ECCE under the umbrella of Education. It spelled out the need to invest in the development of the young child and recommended a holistic approach of providing a programme aimed to foster nutrition and health, social, mental, physical, moral and emotional development of the child. It emphasised the importance of play in ECE and cautioned against the dangers of using formal methods of teaching and the introduction of 3 R's at the early childhood stage.

The ECCE programme is conceived both as a human resource development programme and also as a feeder service to strengthen primary education. The NPE makes a commitment that 'day-care' centres will be provided so as to enable girls engaged in taking care of siblings to attend school and also to provide support for working women belonging to the poverty groups.

Table 2

## Schemes for Training of Teachers

Training Scheme	Qualifications	Duration
Anganwadi Workers Training	No prescribed qualifications (Mostly middle class pass)	3 months
Nursery Teachers Training	10th Class	1 year
Nursery Teachers Training including Classes I and II (Delhi)	12th Class	2 years
Nursery Teachers Training Vocationalisation Scheme of CBSE	10th Class	2 years
Bal Sevika Training of Indian Council for Child Welfare	10th Class	11 months
Montessori Training of Association of Montessori International	10th Class	1 year
Post-graduate Diploma in Early Childhood Education	Bachelors' Degree	1 year

#### 2.4.1 Measures and Strategies Envisaged

##### 2.4.1.1 Targets and Phasing

Though every child is entitled to the ECCE facilities, keeping the realities in view, the action plan envisages a coverage of 70% of children by 2000 A.D. It is envisaged that 2.50 lakh centres would be established by 1990 to cover all tribal development blocks, blocks having a large scheduled caste population and urban slums. These would be expanded to 10 lakh centres by 1995 and 20 lakh by 2000. Though most of the coverage will be through ICDS, diverse kinds of pre-primary education centres and day-care centres will also be encouraged and supported.

The programme of action is to consist of

- i. strengthening of pre-school education component in ICDS.
- ii. providing health and nutrition inputs in ECE centres run under the Government schemes and also providing for training of teachers employed in these centres.
- iii. converting Balwadis run by Voluntary Organizations into total child development centres.
- iv. providing health care, nutrition and advocating playway methods in pre-primary schools of the State Governments and Municipalities.
- v. strengthening day-care centres.
- vi. evolving new, low-cost models such as Home-based model, Family Day-care centres, etc.

#### 2.4.1.2 Training and Media Support

In all schemes, the component of training will be strengthened by including a strong component of supervised field placement. Media support will be obtained for training of workers, and also for creating awareness in parents. Therefore adequate emphasis is to be given on development of software in all major regional languages.

#### 2.4.1.3 Monitoring and Evaluation

A Management Information System will be evolved for monitoring all ECCE programmes. Assistance will be sought from professionals to conduct objective and independent evaluation.

#### 2.4.1.4 Actions Initiated

Actions have been initiated on the following lines :

- a. development of training materials in regional languages;
- b. development of prototypes of instructional and play materials for children;
- c. setting up Resource Centres in CDPO's offices and also developing Regional Resource Centres;
- d. opening more ICDS Centres and training of functionaries; and
- e. strengthening pre-school education component in ICDS.

### 3. UNIVERSALISATION OF ELEMENTARY EDUCATION (UEE)

According to the Constitution of India, the goal of universalisation of elementary education should have been attained by



the year 1960. However, this target date had to be first revised to 1970, then to 1976 and later to 1988. The present target date, according to the NPE-86, is 1990 and 1995 for the primary and upper primary stages respectively.

Provision of universal elementary education has been accorded the highest priority in programmes of educational development. During the post-independence period, especially after the adoption of the Constitution of India in 1950, the Government of India initiated well-planned, intensive and sustained efforts for achieving the goal of universal elementary education. Considerable resources were invested in expanding the facilities for elementary education as well as for its qualitative improvement. The financial outlay for elementary education rose from Rs. 930 crores in the First Five Year Plan (1951-56) to Rs. 1830.45 crores in the Seventh Five Year Plan (1985-90). The outlay earmarked for elementary education in the Seventh Five Year Plan constitutes 28.68 per cent of the total outlay of Rs. 6382.65 crores allocated for education.

### 3.1 Progress Achieved in Respect of Major Components

Since the initiation of economic and social planning in 1951, India has been confronted simultaneously with the four major tasks of universalising elementary education, viz., i. provision of educational facilities within easy walking distance from the home of every child in the age group 6-14, ii. enrolment of all children in the age group 6-14, iii. retention of enrolled children for the full cycle of eight years of compulsory schooling and iv. improvement of quality of education at the elementary stage. The progress achieved in respect of these is indeed substantial and consequential, although a great deal still remains to be done.

#### 3.1.1 Provision of Educational Facilities

Substantial progress has been achieved in the provision of schooling facilities since 1950. Table 3 indicates the growth of recognised primary and upper primary schools in India from 1950-51 to 1986. The number of primary schools increased from 2,09,671 in 1950-51 to 5,29,392 in 1986, thus recording an increase of about 152 per cent. The number of schools with primary sections showed 10.77 increase over that recorded in 1978. During the same period the number of upper primary schools increased from 13,596 to 1,38,687, thereby recording more than 920%, or a ten-times increase. The schools with upper primary sections recorded a simultaneous increase of 27.01% over that recorded in 1978. Needless to mention, the increases in the upper primary sector should be considered as phenomenal, for they strongly indicate substantial progress in enrolling and retaining children after they have completed primary schooling, i.e., in the age group of 11 to 14 years.

#### 3.1.2 Provision of Educational Facilities in Rural Areas

In order to assess the progress achieved and the position regarding the provision of educational facilities at various stages of school education in rural and urban areas, five All India Educational

Surveys have been conducted during the years 1957, 1965, 1973, 1978 and 1986. Information collected in each survey was on a census basis and attempts were made to enumerate all the rural habitations with and without schooling facilities, particularly at the elementary stage, and to identify clusters and habitations where new schools were required to be established or existing schools upgraded.

In respect of elementary education, the basic unit adopted for enumeration was the habitation and not the village which is a unit for administration and revenue collection. A habitation is a distinct cluster of contiguous houses with a local name. A village may comprise one or more habitations, one of which may have its name as the name of the village itself.

Table 3  
Growth of Primary and Upper Primary Schools in India  
During 1950-51 to 1986

Year	Primary School		Upper Primary School		Total	
	% increase		% increase		% increase	
1950-51	2,09,671	Base	13,596	Base	2,23,267	Base
1955-56	2,78,135		21,730		2,99,865	
1960-61	3,30,399		49,663		3,80,062	
1965-66	3,91,064		75,798		4,66,862	
1970-71	4,08,378		90,621		4,98,999	
1975-76	4,54,270		1,06,571		5,60,841	
* 1978	4,74,636		1,12,404		5,87,040	
** 1986	5,29,392		1,38,687		6,68,079	
		152		920		199

Source :

1. A Handbook of Educational and Allied Statistics, Ministry of Human Resource Development, Government of India, 1987.
2. Fourth All India Educational Survey, NCERT, 1980.
3. Fifth All India Educational Survey, NCERT, 1989.

The Fifth All India Educational Survey (reference date : September 30, 1986) indicated that the number of primary schools in the country was 5,29,392. Of these 4,75,938 (89.90 per cent) schools were located in rural areas. The number of upper primary schools in 1986 was 1,38,687 out of which 1,12,836 (81.36 per cent) were located in rural areas.

### 3.1.3 Habitations Served by Primary and Upper Primary Sections

The Fifth All India Educational Survey (1989) had indicated that there were 9,790,65 rural habitations in the country with population slabs ranging from below 100 to 5,000 and above. Primary Schools/Sections were available in 80.34 per cent of the habitations (Table 4). In the case of 14.26 per cent of habitations, Primary Schools/Sections were available in the neighbouring habitations within a distance of 1 km. Thus, 94.60 per cent of habitations had Primary Schools/Sections either within the habitations or in the neighbouring habitations upto a distance of 1 km.

In 1986, 54.81 per cent of the habitations had upper primary schools/sections either within the habitations or in the neighbouring habitations upto a distance of 1 km (Table 5). The percentage of habitations which had upper primary schooling facility either within or in the neighbouring habitations upto a distance of 3 km was 85.39. In the case of only 4.72 per cent of the rural habitations, upper primary schools/sections were available at a distance more than 5 km.

### 3.1.4 Rural Population Served by Primary and Upper Primary Sections

The percentage of population served by primary schools/sections either within the habitation or in the neighbouring habitations upto a distance of 1 km was 92.82 in 1978. In 1986, 94.6 per cent of the rural population had primary schooling facility within the habitation of residence or upto a walking distance of 1 km (Table 6).

Similarly the percentage of rural population served by upper primary schools/sections either within the habitation or in the neighbouring habitations upto a distance of 3 km rose from 78.83 in 1978 to 85.39 in 1986 (Table 7). Coverage of population by schooling facilities has become more or less universal as far as education at the primary stage is concerned, while upper primary schooling facility has been made available within a walking distance of 3 km to more than 85 % of the population of the country.

Table 4

Habitations in Various Population Slabs  
Served By Primary Schools/Sections  
(As on September 30, 1986)

Distance at which primary schools/sections are available	Below 100	100-199	200-299	300-399	400-499	500-999	1000-1999	2000-4999	5000 & above	Total
Within the habitation	11525	33529	49578	53569	48384	156383	101262	42321	6255	502806 (80.34)
In the neighbouring habitation within a distance of 0.5 km	39506	41986	26256	15047	9129	16027	3961	772	71	152755 (7.04)
In the neighbouring habitation up to a distance of 1. km	45012	50158	30859	16503	9454	15355	3301	594	38	171274 (7.22)
In the neighbouring habitation at a distance of 1.1 to 1.5 km	12280	12384	7226	4789	1916	3507	965	170	10	43248 (1.75)

Distance at which primary schools/sections are available	Below 100	100-199	200-299	300-399	400-499	500-999	1000-1999	2000-4999	5000 & above	Total
In the neighbouring habitation at a distance of 1.6 to 2.0 km	19653	17248	10051	5326	2479	4263	890	158	6	60074 (2.22)
In the neighbouring habitation at a distance of more than 2.0 km	20997	14186	6454	3177	1407	2084	481	96	26	48908 (1.43)
<b>T O T A L</b>	148973	169492	130424	98411	72769	197619	110860	44111	6406	979065 (100.00)

Note : Figures within parentheses indicate percentage of habitations in various population slabs served by primary schools/sections in them or in the neighbouring habitations at various distances.

Source : Fifth All India Educational Survey, National Council of Educational Research and Training, New Delhi, 1989.

Table 5

**Habitations in Various Population Slabs  
Served by Upper Primary Schools/Sections  
(As on September, 1986)**

Distance at which Upper Primary Schools/Sections are available	p o p u l a t i o n      s l a b s					Total & above
	Below 500	500-999	1000-1999	2000-4999	5000	
Within the habitation	22261	29584	42657	29579	5629	129710 (36.98)
In the neighbour- ing habitation within a distance of 1.0 km	145439	45248	20530	5127	330	216674 (17.83)
In the neighbour- ing habitation within a distance of 1.1 to 2.0 km	149817	47582	20084	4515	207	222205 (17.64)
In the neighbour- ing habitation at a distance of 2.1 to 3.0 km	121405	35330	14055	2587	119	173496 (12.94)
In the neighbour- ing habitation at a distance of 3.1 to 4.0 km	64067	16972	6088	1059	33	88219 (6.07)
In the neighbour- ing habitation at a distance of 4.1 to 5.0 km	41584	11042	3893	628	36	57183 (3.82)
In the neighbour- ing habitation at a distance of more than 5 km	75496	11861	3553	616	52	91578 (4.72)
<b>T O T A L</b>	<b>620069</b>	<b>197619</b>	<b>110860</b>	<b>44111</b>	<b>6406</b>	<b>979065</b> <b>(100.00)</b>

Note : Figures within parentheses indicate percentages of habitations in various population slabs served by upper primary schools/sections in them or in the neighbouring habitations at various distances.

Source : Fifth All India Educational Survey, National Council of Educational Research and Training, New Delhi, 1989.

Table 6

Percentage of Rural Population Served by  
Primary Schools/Sections in 1978 and 1986

S.No.	Distance at which Primary school/sections is available	Percentage of population served by primary sections/schools	
		1 9 7 8	1 9 8 6
1.	Within the habitation	78.53	80.34
2.	In the neighbouring habitation upto a distance of 0.5 km	6.60	7.04
3.	In the neighbouring habitation at a distance of 0.6 to 1.0 km	7.69	7.22
		92.82	94.60
4.	In the neighbouring habitation at a distance of 1.1 to 1.5 km	2.20	1.75
5.	In the neighbouring habitation at a distance of 1.6 to 2.0 km	2.83	2.22
6.	In the neighbouring habitation at a distance of more than 2.0 km	2.15	1.43
T O T A L		100.00	100.00

Source :

1. Fourth All India Educational Survey, National Council of Educational Research and Training, New Delhi, 1980.
2. Fifth All India Educational Survey, National Council of Education Research and Training, New Delhi, 1989.

Table 7

## Percentage of Rural Population Served by Upper Primary Schools/Sections in 1978 and 1986

S.No.	Distance at which Upper Primary schools/sections are available	Percentage of rural population served by Upper Primary schools/sections	
		1 9 7 8	1 9 8 6
1.	Within the habitation	33.47	36.98
2.	In the neighbouring habitation within a distance of 1.0 km	13.10	17.83
3.	In the neighbouring habitation at a distance of 1.1 to 2.0 km	17.78	17.64
4.	In the neighbouring habitation at a distance of 2.1 to 3.0 km	14.48	12.94
5.	In the neighbouring habitation at a distance of 3.1 to 4.0 km	7.90	6.07
6.	In the neighbouring habitation at a distance of 4.1 to 5.0 km	5.37	3.82
7.	In the neighbouring habitation at a distance of more than 5.0 km	7.90	4.72
T O T A L		100.00	100.00

Source :

1. Fourth All India Educational Survey, National Council of Educational Research and Training, New Delhi, 1980.
2. Fifth All India Educational Survey, National Council of Educational Research and Training, New Delhi, 1989.



### 3.2 Enrolment at the Primary and Upper Primary Stage

Although it has not been possible to attain the goal of universal enrolment, the progress achieved in increasing enrolment so far has indeed been remarkable. The total enrolment in classes I-V increased from 19.155 million in 1950-51 to 86.683 million in 1986 (Table 8). The total enrolment in classes I-V rose by 4.53 times during the same period. Special note needs to be taken that the gross enrolment ratio rose from 42.6% in 1950-51 to 93.6% in 1986.

Substantial increase in the enrolment at the upper primary stage (classes VI-VIII) was also achieved during the past four decades of planned economic development. The enrolment in classes VI-VIII increased from 3.120 million in 1950-51 to 27.200 million in 1986 (Table 9), thereby registering an increase of 8.72 times. The increase of 18.06 times in girls enrolment, by any measure, can be considered a truly commendable achievement.

#### 3.2.1. Increase in Enrolment in Rural Areas

The enrolment of children at the primary stage in rural areas increased a great deal during the past years. All India Educational Surveys have provided data on the enrolment in rural areas. The enrolment in classes I-V in rural areas increased from 38.151 million in 1965 to 66.798 million in 1986 (Table 10). The total percentage increase in enrolment during 1965-86 was 75.09. Again in the case of rural girls the percentage increase was 104.01, a remarkable growth indeed. It needs to be highlighted that the percentage increase for rural girls through 1978-86 was 41.79 against the total increase of 35.90 and only 21.07 for urban girls (See Tables 10 & 11).

At the upper primary stage, the enrolment in rural areas increased from 5.907 million in 1965 to 17.80 million in 1986 (Table 12). While the total enrolment increased by 201.33 per cent, the enrolment of rural and urban girls in classes VI-VIII during the period 1965-86 increased by 376.75 per cent and 158.36 per cent respectively. Mention needs to be made that over 1978, the percentage increase for the rural areas was 62.38 (against the total of 51.46) and that for rural girls was 86.98 (against the total of 64.21); (see Table 11). Thus the overall growth in enrolment of girls should be considered nothing but phenomenal.

Table 8

## Enrolment in Classes I-V (1950-51 to 1986)

Year	Enrolment ( in millions )			Percentage of children enrolled in Classes I-V to total population in the age group 6-11.		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.770	5.385	19.155	60.8	24.9	42.6
1955-56	17.528	7.639	25.167	72.0	32.8	52.8
1960-61	23.593	11.401	34.994	82.6	41.4	62.4
1965-66	31.160	17.675	48.835	96.3	56.5	76.7
1970-71	35.739	21.306	57.045	92.6	59.1	76.4
1975-76	40.649	25.011	65.660	95.7	62.0	79.3
* 1978	42.351	26.251	68.602	77.0	54.2	81.7
** 1986	51.006	35.677	86.683	106.4	79.9	93.6

Source :

1. A Handbook of Educational and Allied Statistics, Ministry of Education and Culture, Government of India, 1987.
- \*2. Fourth All India Educational Survey, NCERT, 1980.
- \*\*3. Fifth All India Educational Survey, NCERT, 1989.

Table 9

## Enrolment in Classes VI-VIII (1950-51 to 1986)

Year	Enrolment (in millions)			Percentage of children enrolled in classes VI-VIII to total population in the age group 11-14.		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	2.586	0.534	3.120	20.8	4.3	12.9
1955-56	3.426	0.867	4.293	25.4	6.9	16.5
1960-61	5.074	1.630	6.704	32.2	11.3	22.5
1965-66	7.523	2.721	10.244	44.2	17.0	30.9
1970-71	9.426	3.889	13.315	46.5	20.8	34.2
1975-76	10.990	5.034	16.024	47.0	23.3	35.6
* 1978	12.086	5.872	17.958	53.44	29.29	37.9
** 1986	17.558	9.642	27.200	60.6	35.6	48.5

Source :

1. A Handbook of Educational & Allied Statistics Ministry of Education and Culture, Government of India, 1987.
- \*2. Fourth All India Educational Survey, NCERT, 1980.
- \*\*3. Fifth All India Educational Survey, NCERT, 1989.

Table 10  
Enrolment in Classes I-V (Rural and Urban Areas)

(in millions)

Year	Enrolment in rural schools				Enrolment in urban schools			
	Boys	Girls	Total	percentage increase in enrolment of girls through 1965-86	Boys	Girls	Total	Percentage increase in enrolment of girls through 1965-86
1965	25.019	13.060	38.151	Base	6.068	4.615	10.683	Base
1973	30.233	16.891	47.125	29.33	7.913	6.218	14.131	34.73
1978	33.141	18.791	51.932	43.88	9.21	7.461	16.671	61.67
1986	40.154	26.644	66.798	104.01 (75.09 % increase)	10.857	9.033	19.885	95.73

Source :

1. Second All India Educational Survey, NCERT, 1967
2. Third All India Educational Survey, NCERT, 1977
3. Fourth All India Educational Survey, NCERT, 1980
4. Fifth All India Educational Survey, NCERT, 1989

Table 11  
Enrolment and % Increase during 1978-86

	1978		1986		% Increase	
	Total	Girls	Total	Girls	Total	Girls
Total Enrolment						
Classes I-V						
a. Total	68602224	26251230	86683289	35676643	26.36	35.90
b. Rural	51931700	18790758	66797907	26644318	28.63	41.79
Classes VI-VIII						
a. Total	17958477	5872208	27200656	9642537	51.46	64.21
b. Rural	10960204	3049879	17795293	5702682	62.36	86.98
S.C. Enrolment						
a. Classes I-V	10106897		15039683		48.81	
b. Classes VI-VIII	2012412		4064405		101.97	
S.T. Enrolment						
a. Classes I-V	4309060		6995848		62.35	
b. Classes VI-VIII	609154		1377992		126.21	
Gross Enrolment Ratio						
a. Classes I-V	81.65		93.63			
b. Classes VI-VIII	37.94		48.51			
Enrolment of Class V as % of Class I Enrolment	36.46		49.28			

Table 12

## Enrolment in Classes VI-VIII (Rural and Urban Areas)

(In Million)

Year	Enrolment in rural schools				Enrolment in urban schools			
	Boys	Girls	Total	percentage increase in enrolment of girls through 1965-86	Boys	Girls	Total	percentage increase in enrolment of girls through 1965-86
1965	4.710	1.196	5.907	Base	2.813	1.525	4.338	Base
1973	6.299	2.136	8.436	78.59	3.353	2.161	5.514	41.70
1978	7.910	3.050	10.960	155.01	4.176	2.822	6.998	85.04
1986	12.09	5.702	17.800 (201.33 % increase)	376.75	5.460	3.940	9.400	158.36

Source :

1. Second All India Educational Survey, NCERT, 1967.
2. Third All India Educational Survey, NCERT, 1979.
3. Fourth All India Educational Survey, NCERT, 1980.
4. Fifth All India Educational Survey, NCERT, 1989.

### 3.2.2 Increase in Enrolment in SC/ST Children

Percentage increases in the enrolment of SC and ST children during 1978-86 are presented in Table 11. Compared to the total percentage increases of 26.36 and 51.46 for classes I-V and VI-VIII during 1978-86, those for SC, i.e., 48.81 and 101.97 and for ST, i.e., 62.35 and 126.21 respectively are doubled. It is interesting to note that the gross enrolment ratio of SC at the primary stage in 1982 was greater (86.0) than that of general population (83.7) (see Table 13). And yet, the percentage increase of 48.81 SC enrolment in 1986 outweighs that registered for general population, i.e., 26.36. In comparison with SC, the percentage gains registered by ST are far more substantial. In totality, they vindicate the policy of positive discrimination for these groups followed by the country. These groups have indeed come up at par with the other so called advantaged groups.

### 3.3 Universal Retention

Prior to the publication of the Fifth All India Educational Survey, the write-ups on the subject have been unanimous in saying that the problem of stagnation and dropout has been plaguing the country and negating the progress achieved in attracting children to school. It has been universally accepted and widely quoted that about 60% children leave the school before they complete class V. The data in students flow presented in Table 14 corroborates that the retention of children has been stagnating between 33.0% to 38.9% during 1964-78, i.e., for the last 14 years. The figures in the second bracket, representing the enrolment of class V as % of class I enrolment, also support the same conclusion (range 27.2 to 39.6). Redundant to state, these two % indices are highly correlated.

However the overall increases in enrolment reported during 1978-86, have been accompanied with substantial increases in retention of children both at class V and class VIII, i.e., 49.2% and 31.11%. This movement in the upward direction is evident in the indices of 40.4, 42.6, 48.1 during the year 1979-80, 80-81 and 81-82. While it is conceded that in terms of attaining the goal of universalisation of elementary education, these figures of retention look puny, it is most encouraging to note that the country has been able to break away from the static past by recording the percentage increases of 12.8% and 8.31% in retention over 1978 at the primary and upper primary stages respectively. Some people would like to consider these gains as a break-through. There is hardly any doubt that the country has started moving up.

Table 13

Enrolment Ratio of Students Belonging to  
Scheduled Castes and Scheduled Tribes  
During the year 1981-82

Population Group	Enrolment ratio at the primary stage classes I-V			Enrolment ratio at the upper primary stage classes VI-VIII		
	Boys	Girls	Total	Boys	Girls	Total
			(59.7 in 1970-71)			(20.5 in 1970-71)
Scheduled Castes	109.2	61.4	86.0	45.9	18.5	32.6
			(48.0 in 1970-71)			(12.9 in 1970-71)
Scheduled Tribes	95.8	50.2	73.7	30.8	12.6	21.9
General Population	99.4	66.9	83.7	54.2	29.1	41.9

Source : Selected Educational Statistics, 1981-82, Ministry of Education and Culture, Government of India, 1983



Table 14

Students Flow in Classes I-VIII and Retention Rate  
During 1960-61 to 1986

Y e a r s	N u m b e r       o f       S t u d e n t s		
	Class I	Class V	Class VIII
1960-61	1,33,91,347 (100.0)	--	--
1961-62	1,57,46,164 (100.0)	--	--
1962-63	1,64,04,417 (100.0)	--	--
1963-64	1,69,05,528 (100.0)	--	--
1964-65	1,82,40,602 (100.0)	49,64,247 (37.1)(27.2)	--
1965-66	1,88,83,970 (100.0)	53,81,366 (34.2)(28.5)	--
1966-67	1,95,33,259 (100.0)	57,10,325 (34.8)(29.2)	--
1967-68	1,97,50,974 (100.0)	59,20,639 (35.0)(30.0)	32,44,645 (24.2)(16.4)
1968-69	1,98,35,890 (100.0)	60,42,209 (33.1)(30.5)	34,59,461 (22.0)(17.4)
1969-70	1,99,42,055 (100.0)	62,49,417 (33.1)(31.3)	36,16,774 (22.0)(18.1)
1970-71	2,04,38,788 (100.0)	64,55,109 (33.0)(31.6)	37,43,951 (22.1)(18.3)
1971-72	2,11,18,992 (100.0)	66,23,731 (33.5)(31.4)	38,35,751 (21.0)(18.2)
1972-73	2,21,83,109 (100.0)	69,49,504 (35.0)(31.3)	39,55,524 (20.9)(17.8)
1973-74	2,15,50,516 (100.0)	71,79,048 (36.0)(33.3)	40,40,378 (20.7)(18.7)
1974-75	2,19,75,542 (100.0)	75,15,743 (36.8)(34.2)	42,14,680 (21.3)(19.2)

Y e a r s	N u m b e r   o f   S t u d e n t s		
	Class I	Class V	Class VIII
1975-76	2,19,87,533 (100.0)	78,48,656 (37.2)(35.7)	44,36,764 (22.4)(20.2)
1976-77	*2,27,24,536 (100.0)	81,86,777 (36.9)(36.0)	45,54,847 (22.8)(20.0)
1977-78	2,11,27,331 (100.0)	83,74,954 (38.9)(39.6)	47,21,813 (23.1)(22.3)
1978-79	2,16,39,468 (100.0)	84,78,011 (38.6)(39.2)	50,12,525 (23.7)(23.2)
1978-79 (Fourth Survey Figures)	2,15,52,717 (100.0)	84,05,726 (38.2)(39.0)	49,71,234 (24.3)(23.0)
1979-80	2,15,93,833 (100.0)	88,93,290 (40.4)(41.2)	53,58,703 (24.2)(24.8)
1980-81	2,30,52,579 (100.0)	96,85,712 (42.6)(42.0)	58,42,759 (27.1)(25.3)
1981-82	2,21,65,341 (100.0)	1,01,60,185 (48.1)(45.8)	62,08,509 (28.3)(28.0)
1986-87	2,51,18,584 (100.0)	1,23,78,084 (-)(49.2)	78,13,556 (-)(31.1)

Note :

1. Figures in the first bracket indicate the retention of children in classes V and VIII over those enrolled five years before. These may be construed as cohort data.
2. Figures in the second bracket indicate percent of children in classes V and VIII over those enrolled in class I during the same academic year.
3. The figures in the row are apparently doubtful. Since they are from an authentic source, they have been kept intact.

Source :

1. Selected Educational And Allied Statistics, Ministry of Human Resource Development, Government of India, 1987.
2. Fourth and Fifth All India Educational Surveys, NCERT, 1980, 1989.

### 3.4 Qualitative Improvement

The two main thrusts namely expansion of educational facilities for elementary education and the equalisation of educational opportunities have characterised the entire period of planned development in India since independence. The expansion of educational facilities, which had been given top priority during the first two decades since independence, has adversely affected the programmes for bringing about qualitative improvement in elementary education. Due to constraints of resources, adequate inputs for qualitative improvement have not been available. While the number of good schools increased and some of them became better, a number of substandard schools came to be established in order to meet the increasing demand for education.

Some of the factors which have been hindering qualitative improvement of educational practices are inadequate physical facilities such as buildings, furniture, library etc., inadequate number of teachers in schools, untrained and under-qualified teachers, curricula and instructional programmes which are not relevant to the needs, aspirations and life situations of children.

#### 3.4.1 Types of Buildings for Schools

At the time of the Fourth All India Educational Survey (1978), 40.10 per cent of primary schools in the country were housed in unsatisfactory structures. The position has changed in 1986. The data in Table 15 shows that 72.75% primary schools were with pucca/partially pucca buildings, thereby recording an increase of 12.85% over that of 1978 (see Table 15). There has been a marginal percentage increase in schools with pucca/partially pucca building at the upper primary stage.

#### 3.4.2 Number of Teachers in Primary and Upper Primary Schools

The total number of primary and upper primary school teachers has increased substantially during the past four decades. The number of primary school teachers increased from 5,37,918 in 1950-51 to 15,30,145 in 1986 (Table 16). However, 15,99,182 and 18,65,503 teachers were available in 1978 and 1986 at the primary stage. At the upper primary stage, the figures for 1978 and 1986 were as follows : 7,44,918 and 9,21,612. Thus, the percentage increases registered were 16.65 and 23.72 for the primary and upper primary stages during this period. It is gratifying to note that the percentage of female teachers increased from 27.37 and 27.76 to 30.56 to 32.18 at the primary and upper primary stages respectively (Table 17). Attention needs to be drawn to the fact that these consistent increases correspond with the percentage increases of enrolment and retention of children during 1978-86.

Table 15

## School Buildings at Elementary Stage

	1978	1986
% of Primary Schools		
a. Without Building (open space/tents/ thatched huts)	18.75	13.50
b. With kachcha building	21.35	13.75
c. With pucca/partly pucca building	59.90	72.75
% of Upper Primary Schools		
a. Without Building (open space/tents/ thatched huts)	3.65	4.11
b. With kachcha building	10.53	8.13
c. With pucca/partly pucca building	85.82	87.76

Source : Fifth All India Educational Survey, NCERT, 1989.

Table 16

Number of Teachers in Primary School in India  
(1950-51 to 1986)

Y E A R	Number of teachers in Primary Schools		
	Men	Women	Total
1950-51	455637	82281	537918
1955-56	574182	117067	691249
1960-61	614727	126788	741515
1965-66	764062	180315	944377
1970-71	835340	224610	1059950
1975-76	964311	283242	1247553
1978			1287499
1986			1530145

## Source :

1. A Handbook of Educational and Allied Statistics Ministry of Education and Culture, Government of India, 1983
2. Selected Educational Statistics, 1981-82, Ministry of Education and Culture, Government of India, 1983
3. Fourth and Fifth All India Educational Survey, NCERT, 1980 and 1989.

Table 17

## Teachers in Elementary Schools

	1978	1986	% increase
Teachers In Schools			
a. Total Teachers	2940337	3692751	25.59
b. Teachers in P Schools	1287499	1530145	18.85
c. Teachers in UP Schools	814559	1011049	24.12
% of S.C. Teachers in			
a. P Schools	9.00	11.22	
b. UP Schools	6.96	8.60	
% of S.T. Teachers in			
a. P Schools	4.82	5.99	
b. UP Schools	3.53	4.61	
Teachers at School Stages			
a. Primary	1599182	1865503	16.65
b. Upper Primary	744918	921612	23.72
% of Female Teachers			
a. Primary Stage	27.37	30.56	
b. Upper Primary Stage	27.76	32.18	
% of Trained Teachers			
a. Primary Stage	86.27	86.66	
b. Upper Primary Stage	86.67	87.33	
Pupil Teacher Ratio			
a. Primary Stage	41	44	
b. Upper Primary Stage	25	29	

	1978	1986	% increase
% of Primary Schools with			
a. Zero Teacher	0.62	0.50	
b. One Teacher	34.75	27.96	
c. Two Teachers	27.27	32.38	
d. Three Teachers	15.10	15.18	
e. Four Teachers	8.16	8.91	
f. Five or more than Five Teachers	14.10	15.07	

Source : Fifth all India Educational Survey, NCERT, 1989.

In spite of the substantial increase in the number of teachers at the primary stage, there still exist a large number of schools without adequate number of teachers. However, the comparative data reported in Table 17 for 1978 and 1986 demonstrate that primary schools with zero and one teacher declined by 6.91 per cent, whereas the percentage of two teachers schools rose from 27.27 to 32.38, thereby registering an increase of 5.11 per cent. Increases, though marginal, have also been registered in three, four, five or more teachers schools. All the same, the quantity and quality of teachers need to be improved.

The number of trained teachers has also been increasing steadily over the years. The percentage of trained teachers in primary schools increased from 58.8 in 1950-51 to 86.66 in 1986. In the case of upper primary schools it increased from 53.3 per cent in 1950-51 to 87.83 in 1986 (Table 18).

### 3.5 Development and Renewal of Curriculum

A major thrust of the efforts to improve quality of education at the elementary stage has been on development and renewal of curriculum. The content of syllabi in all subjects has been upgraded. A much larger variety of subjects with more enriching information has been introduced. Each subject has been brought to a higher standard. Simultaneously, textbooks and other teaching-learning materials have been improved in all aspects to match the upgraded content and standard.

The Education Commission (1964-66) had underlined national development as one of the most important concerns of education. It visualised education as the only instrument of peaceful social change on a grand scale. It laid emphasis on the internal transformation of education so as to relate it to life, needs and aspirations of the people. It stressed the need to provide children with an education which would help them to participate effectively and productively in the on-going process of development.



Table 18

Percentage of Trained Teachers in Primary and  
Upper Primary Schools ( 1950-51 to 1986 )

Year	Percentage of trained teachers	
	Primary Schools	Upper Primary Schools
1950-51	58.8	53.3
1955-56	61.2	58.5
1960-61	64.1	66.5
1965-66	70.5	76.9
1970-71	80.6	83.8
* 1978	86.27	86.67
** 1986	86.66	87.33

Source :

1. A Handbook of Educational and Allied Statistics, Ministry of Education and Culture, Government of India, 1983.
2. Fourth & Fifth All India Educational Surveys, NCERT, 1980 & 1989.

The report was followed by attempts to develop a corresponding school curriculum which by way of its objectives, content and methodologies aimed at meeting the current and emerging needs of the Indian society. In 1973, Ministry of Education and Social Welfare, Government of India, constituted an expert group to develop a framework for school curriculum. The group made a thorough study of the existing educational practices in the country and held discussion at different levels involving experts from various fields. The endeavours of the expert-group resulted into developing a first ever national framework entitled "The Curriculum for the Ten-Year School -- A Framework" for development of curricula by the States/UTs at the primary and upper primary stages of education in the country.

The framework stressed the need to develop a curriculum which was socially and personally relevant and emphasised flexibility within a framework of acceptable principles and values in order to make the curriculum in tune with the rapidly expanding frontiers of knowledge in science and technology and the changing socio-economic conditions. It envisaged the study of science and mathematics as an integral part of school education upto Class X in order to give children modern knowledge, develop their curiosity, teach them the scientific method of inquiry and prepare them for effective participation in the changing society and culture increasingly dependent on rational outlook and requiring better utilisation of science and technology. Work experience as a source of learning at all levels of school education was also emphasised. The need to formulate a curriculum which would facilitate awakening of social consciousness, the development of democratic values and of a feeling of social justice and national integration was also highlighted.

The framework brought to focus the need to provide children with opportunities of artistic experience and expression in order to preserve and develop one's talents. It recommended that the curriculum should provide for adequate weightage for physical education and should have a core centering around character building and human values. Due emphasis was laid upon the process of learning, particularly self-learning or learning to learn at every stage of school education. Emphasis was also laid on language learning and mother tongue was recommended as the medium of instruction at the primary stage.

The framework emphasised national integration as an important aim of education. Social sciences were expected to play a significant role in promoting this. It stated that in the matter of national integration, the children at the upper primary should develop an understanding based on knowledge, through a proper study of history, geography and other subjects. It highlighted the study of Indian Constitution and the values enshrined as well as the democratic process, structures and institutions in the country. The framework also pointed out that children's understanding should be deepened and widened by their knowledge of world culture and civilisation.

As regards language learning, the framework observed that the upper primary "is the stage when a second language should be learned so that the child is prepared for wider participation in society and the nation".

The framework stated that "in the sciences, physical and life sciences should be introduced. At the same time, environmental education, nutrition, health and population education should receive adequate attention so that science is related meaningfully to life". It also pointed out that during the middle stage "work experience should emphasise agricultural and technological processes and tools to help the integration of science, mathematics and technology with production and with the life of the community".

Thus, while providing sufficient flexibility for implementation required for catering to the needs of culturally and linguistically diverse groups in the wide country of ours, the curriculum proposed by NCERT in 1975, has tended to bring about a much needed uniformity in the structure, content and standards in the national system of education which were hither-to missing.

#### 4 THE NATIONAL POLICY ON EDUCATION -- 1986

##### 4.1 Formulation

The new government, which took over the country's administration in 1985, focussed urgently its attention to the question of reforming the stagnating education system. It directed the then Ministry of Education and Culture to initiate the process to formulate a new educational policy which would help not only solve the problems faced by the country but was also commensurate with the needs and aspirations of the nation entering the twentyfirst century. This indeed indicated on the part of the government the priority and importance given to the area of education, thereby exhibiting the political will to revamp the educational system.

Paramount significance needs to be attached to steps taken by the ministry towards developing the new policy. The first step initiated was to call upon the functionaries working at all levels of education such as educational planners, teachers, students, parents, intellectuals and citizens to offer their comments, views, suggestion, etc. on the state of affairs existing then in education. This exercise helped in developing a document entitled "Challenge of Education", which was widely circulated for a nation-wide debate both at the macro and micro levels. The foreword of the document highlighted the following major conclusions :

- i. The desired improvements have not materialised because neither the resources nor the measures for restructuring were commensurate with the imaginative and purposeful thrust of the education policy adopted in 1968.
- ii. Whatever the organisation, the resources or policy framework, the ultimate determinants for success or failure in education are the

commitment of society to it and the sense of purpose and integrity of the participants in the process of implementation.

- iii. The new education policy will succeed to the extent it reflects the unfragmented and total commitment of the nation to accord priority to the development of our human resources."

It is necessary to point out here that this document was acclaimed by one and all for its frank and open admission of past failures, weaknesses and impediments in achieving the goals of education set as a follow up of the Education Commission's Report in 1964-66. The document did provide the basis for a nation-wide debate which helped obtain voluminous data in the form of reactions, comments, suggestions, etc. National apex institutions like NCERT, NIEPA, UGC, DAE, and many others were asked to analyse the data so obtained, prepare discussion papers and organise national seminars to thrash out the fundamental issues emerging out of the analysis in order to arrive at viable recommendations for formulating the new policy.

Assimilation of all these efforts resulted into preparing the document entitled "National Policy on Education -- 1986". Since from the very beginning the basic cord of concern was inadequate implementation of the previous policy and recommendations of important commissions and committees, the declaration of the NPE was followed up by preparation of a document entitled "Programme of Action -- 1986 (POA)" for time-bound execution of actions spelled out in it on selected recommendations.

#### 4.2 Recommendations Regarding UEE

For the first time a bold and clear-cut policy statement was made to cover the entire young population up to the age of 14 years under the gamut of universalisation of elementary education. It declared :

"A full integration of child care and pre-primary education will be brought about, both as a feeder and a strengthening factor for primary education and for human resource development in general".

In the beginning of this paper, it was remorseful that prior to independence the young child and mothers were a terribly neglected lot. One should consider this declaration as a singular achievement that once for all the new policy has set aside the narrow interpretation of the constitutional commitment which kept the care and education of children under the age of five/six out of the provision of free and compulsory education. Indications received so far strongly suggest that ECCE has already started receiving due attention and assistance from the central and state governments. The full account of the progress attained has already been presented in the earlier sections.

#### 4.2.1 A Resolve

The New Education Policy will give the highest priority to solving the problem of children dropping out of school and will adopt an array of meticulously formulated strategies based on micro-planning, and applied at the grassroots level all over the country, to ensure children's retention at school. This effort will be fully coordinated with the network of non-formal education. It shall be ensured that all children who attain the age of about 11 years by 1990 will have had five years of schooling, or its equivalent through the non-formal stream. Likewise, by 1995 all children will be provided free and compulsory education upto 14 years of age.

#### 4.2.2 Minimum Levels of learning (MLL)

Minimum levels of learning will be laid down for each stage of education.

#### 4.2.3 National System of Education (NSE)

The concept of a National System of Education implies that, upto a given level, all students, irrespective of caste, creed, location or sex, have access to education of a comparable quality.

#### 4.2.4 National Curricular Framework and Common Core Components

The National system of Education will be based on a national curricular framework which contains a common core alongwith other components that are flexible. The common core will include the history of India's freedom movement, the constitutional obligations and other content essential to nurture national identity. These elements will cut across subject areas and will be designed to promote values such as India's common cultural heritage, egalitarianism, democracy and secularism, equality of sexes, protection of the environment, removal of social barriers, observance of the small family norm and inculcation of the scientific temper. All educational programmes will be carried on in strict confirmity with secular values.

#### 4.2.5 Operation Blackboard

Provision will be made of essential facilities in primary schools, including at least two reasonably large rooms that are usable in all weathers, and the necessary toys, blackboards, maps, charts, and other learning material. At least two teachers, one of whom a woman, should work in every school, the number increasing as early as possible to one teacher per class. A phased drive, symbolically called "Operation Blackboard" will be undertaken with immediate effect to improve Primary Schools all over the country.

#### 4.2.6 Child-centred Approach

A warm and encouraging approach in which all concerned share a solicitude for the child to attend school and learn. A child-centred and activity-based process of learning should be adopted at the primary stage.

#### 4.2.7 DIETs

District Institutes of Education and Training (DIETs) will be established with the capability to organise pre-service and in-service courses for elementary school teachers and for the personnel working in non-formal and adult education.

#### 4.3 Implementation

In May 1986 the document NPE was published, while the POA became operative in November, 1986. Hardly three years have lapsed. And yet, administrative and academic actions that have been initiated until now demonstrate the pace of movement towards set targets hitherto unseen in our system. This is not to imply that everything is well and smooth in our efforts of implementation. Far from that. Even then, there is no denial of the fact that the progress which has been achieved within less than three years is no mean achievement, considering the fact that no drastic changes have taken place either in our system or in the people manning the system.

##### 4.3.1 Mass Orientation of School Teachers (MOST)

It is common knowledge that there exists a gap between the macro level policy intentions and the micro level implementation. In the field of education, the most crucial functionary at the grassroots level is the teacher. It was thought necessary to reach the main messages of the new policy first to teachers. Consequently a massive teacher orientation programme was conceived in the MHRD and NCERT was assigned the task of planning, organising, monitoring and evaluating the PMOST with close cooperation and involvement of the State/UT governments. During 1986-88, orientation was given to 9,31,101 (89.69% of the targetted number) primary teachers in 27,397 camps organised by the States/UTs for the duration of 10 days.

##### 4.3.2 Operation Blackboard

It was committed in the policy that "a phased drive symbolically called Operation Blackboard would be undertaken with immediate effect. A centrally sponsored scheme was designed during 1986-87 and the States/UTs were invited to prepare project proposals by conducting a survey of existing facilities. In the first phase during 1987-88, 20% of their blocks municipal area 1724 blocks and 304 municipal areas in 27 States/UTs were provided with funds to the tune of 110 crores for engaging one more teacher (preferably a women) in 36891 single teacher schools and for procuring essential facilities such as teacher's material, classroom teaching materials, play materials and toys, games equipment, library books, primary science kit, mathematics kit, mini tool kit, musical instruments, etc for 113417 primary schools. The

second phase of the scheme covering 30% more blocks in each of the State/UTs is in the process of being sanctioned.

#### 4.3.3 National Curricular Framework

It was envisaged that NCERT would undertake the preparation and dissemination of the documents related to the content and process reorientation. As on today, the following documents have been prepared and circulated to the States/UTs and the concerned agencies around the

country as sample, model materials for adoption or adaptation within the duration of a year or two :

- i. National Curriculum for Elementary and Secondary Education -- A Framework
- ii. Minimum Levels of Learning at the primary stage -- Syllabi including Common Core Components.
- iii. Textbooks, Teacher's Guides, and Exemplary instructional materials on Common Core Components in a phased manner for classes I, III and VI in 1987, for classes II, IV and VII in 1988 and for classes V and VIII in 1989 (in press while this is written), covering all areas of learning, viz., languages, mathematics, environmental studies, science, social sciences, work experience and art education. This new package of instructional material has been introduced in the central schools of the country. Special training programmes for the key teachers of the central school teachers were also organised to expose them to the new package.
- iv. As pronounced in the policy, in order to overhaul teacher education, a centrally sponsored scheme for establishing DIETs was mooted in 1987 and, during 1987-89 (upto 14.3.1989), sanctions have been issued to States/UTs to create 152 such institutes around the country. Mention needs to be made that the old teacher education curriculum -- a framework has also been modified in the wake of drastic changes initiated in the school curriculum.
- v. The non-formal approach, which was generated to cater to the needs of the dropouts and non-enrolled children as an alternative strategy to formal education in 1978-79, has now taken root and has begun to be accepted as a viable mode of spreading elementary education. The earlier centrally sponsored NFE scheme was evaluated, suitably modified and revised to give impetus to agencies and institutions, particularly voluntary agencies to undertake the execution of the scheme in a big way. So far, about 2.4 lakh centres have been sanctioned under the centrally sponsored scheme of NFE, which may cover upto 60 lakh children. By 1990, optimistically assuming 100% target achievement and retention in NFE programmes, about 79.9 lakh children would be covered in the primary stage.

To sum up, concerted efforts have been made and continue to be persuade to invigorate early childhood care and education and elementary education since the declaration of the NPE. Having achieved some notable breakthroughs as highlighted above, the pace of progress is bound to be accelerated, for, the high energy inputs are forthcoming and the centre and states are joining hands as equal partners in implementating the major recommendations of the NPE. One would only wish that the tempo and enthusiasm, which have spontaneously been generated in people and workers during these three years may not again get dampened or slackened. If it happened for whatsoever reasons, the only loser will be the child who seems to have taken though small but steady first steps to enter "the (so called) two-room all weather school." One only wishes that this small two-room school blossoms into a full-fledged eight-room school with optimum facilities, manned by teachers under whose care the child may find the warmth and solicitude ensured in the policy.



## SECONDARY EDUCATION : PROGRESS ACHIEVED AND PRESENT STATUS

### INTRODUCTION

Secondary education occupies a unique position in the system of education in India. It is of great significance for the country's social and economic development. Secondary education provides the foundation for the pursuit of the scholarship at the tertiary stage. It also constitutes the most appropriate stage of interface between education and the world of work. A large preparation of students, after completing secondary education, enter the world of work, while a substantial number of students join institutions of higher learning to pursue education further. Thus, any efforts for bringing about improvement in the secondary education not only leads to improvement in the quality of the work force in the country, but also improve the standards of education at the tertiary level of education. Therefore, special attention was paid for the development of secondary education since Independence.

### SECONDARY EDUCATION AT THE TIME OF INDEPENDENCE

After achieving Independence, India undertook the task of national reconstruction aimed at bringing about socio-economic transformation and at creating a new social order based on the principles of democracy, social justice and secularism. It was, therefore, inevitable that the Government of India, faced with the new challenges and the responsibilities to direct free India on the path of steady progress and prosperity, should turn to education as an instrument of socio economic transformation.

At the time of Independence in 1947, the achievement in respect of secondary education was low in almost all respects. Thousands of villages were without schools. Not even one youth in every twenty in the age group 14 to 17 was enrolled in secondary school. Vocational education at the school stage was poorly developed. Educational inequalities were alarming, especially between one region and another, between urban and rural areas, between boys and girls and between the general population on the one hand and the scheduled castes and scheduled tribes on the other. The quality and standards of education were quite unsatisfactory. There existed too much emphasis on English and there was a very little stress on science and mathematics and Indian languages.

### SECONDARY EDUCATION IN THE POST INDEPENDENCE PERIOD

Systematic development of education was taken up with the attainment of Independence in 1947, particularly with the enactment of the Constitution of India in 1950 and initiation of a country-wide economic and social planning in 1951. Jawaharlal Nehru, the first Prime Minister of India had realised that the educational system required radical changes in its structure, objectives, contents, processes and organisation. He wanted to transform the Indian society by initiating a process of modernisation in every sphere of human

endeavour. His vision of a new society was essentially that of a modern, free, egalitarian and democratic society which is socialist in spirit, secular in content and scientific in temper. He recognised the crucial role of education in building a modern society and, therefore, initiated a series of measures for developing large scale programme of educational reform.

#### POLICY DIRECTIONS

The problems pertaining to development of education at different stages have been reviewed from time to time by several Commissions and Committees appointed by the Central and State Governments in addition to the reviews made by the Central Advisory Board of Education (CABE). The process of reconstruction of the educational system in India was initiated by setting up of the University Education Commission in 1948, under the Chairmanship of Dr. S. Radhakrishnan, to review the state of university education in the country with a view to suggesting strategies for meeting the requirements of scientific, technical and other manpower needed at the higher level for the socio-economic development of India. The University Education Commission while focussing attention on the shortcomings of university education, also brought out the deficiencies in the secondary education set-up. Therefore, in 1952, the Government of India set up the Secondary Education Commission under the Chairmanship of Dr. Laxmanaswamy Mudaliar. The Secondary Education Commission was entrusted with the specific task of inquiring into the state of secondary education in India and suggesting measures for its reorganisation and improvement. The Commission in its Report submitted in 1953, recommended 11 years of schooling followed by 3 years of the first degree course. It also suggested diversification of courses after the middle stage, establishment of multi-purpose schools, adoption of comprehensive schemes on health and physical education, appointment of guidance and career masters in schools, improvement of textbooks, library facilities and setting up of special libraries.

The Commission also stressed the need to bring about qualitative improvement in teacher training programmes, including the need for inservice training for the professional growth of the teachers and of improving their status and conditions of service.

The Secondary Education Commission had emphasised the need for character building of the students through moral instruction, co-curricular activities, NCC, Scouts, Girls guides etc. In the field of examinations, the Commission recommended that the number of external examinations be reduced, objective tests be introduced, cumulative record cards of pupils be maintained, grading be adopted as against the numerical marking and one public examination be held on the completion of the secondary course.

The Report of the Secondary Commission was followed by a series of measures for expansion of educational facilities at the secondary stage during the first three Five Year Plans. However, satisfactory progress regarding impowerment in the quality of education as a whole could not be achieved despite serious attempts made to analyse the situation by various Commission and Committee appointed by the

Government. It was realised that the earlier Commission appointed by the Government of India had looked at only one particular level of education while the educational process was as an integrated whole and functioned as a system. It was under these circumstances that the Government of India appointed the Education Commission in 1964 under the Chairmanship of Dr. D.S. Kothari, to review all aspects and levels of education from primary to tertiary and advise the Government regarding the formulation of a national policy on education. The Education Commission (1964-66) examined all levels and aspects of education in depth and formulated comprehensive recommendations for reconstruction of the educational system. The Commission conceived of education as a powerful instrument for the socio-economic and cultural transformation of the country. It underlined the national development as the most important concerns of education. The Commission brought to focus the need to transform the educational system to relate education to the life needs and aspirations of the people and suggested that education ought to be linked with productivity by way of improving science education, introduction of work experience upto the secondary stage and vocationalisation of education at the higher secondary stage to meet the developmental needs of the country. The Commission suggested adoption of the 10+2+3 pattern of education without any diversification during the school cycle of 10 years, organisation of senior/higher secondary education as a unique stage from the point of view of diversification of courses after 10 years schooling and vocationalisation of education at the +2 stage with a view to diverting 50% of the students to vocational courses.

While discussing the reorganisation of school curriculum, the Commission emphasised the need to improve the standards of the teaching of science and mathematics in schools. A three-language formula was suggested in the context of India being multi-lingual society. The Commission also gave considerable thought to the problem of production of textbooks, teaching aids and other teaching materials and made some pertinent recommendations. With regard to examinations, the Commission felt that the examinations should be considered a part of educational process and should be based on more frequent periodical assessment of the students instead of being rigidly structured on annual basis for grading purposes only.

The Commission expressed the view that in order to bring about qualitative improvement in the standards of education, it was necessary to improve in the standards of education, it was necessary to improve the general condition of the teachers and their status in society. The need for the improvement of facilities for inservice training of school teachers qualitatively and lack of adequate professional preparation of teachers in preservice education were some of the other areas of teacher education which attracted the Commission's special attention.

Based on the recommendations of the Education Commission and the debate that followed, a Resolution on National Policy on Education was formally issued by the Government of India in 1968. The Resolution enunciated seventeen principles for guiding educational development in the years ahead.

On the provision of facilities for secondary education, the Commission stated that 'Educational opportunity at the secondary (and higher) level is a major instrument of social change and transformation. Facilities for secondary education should accordingly be extended expeditiously to the areas of classes which have been denied these in the past'. The resolution also stressed the need to increase facilities for technical and vocational education at the secondary/higher secondary stage. It stated that "provision of facilities for secondary and vocational education should conform broadly to the requirements of the developing economy and real employment opportunities. Facilities for technical and vocational education should be suitably diversified to cover a large number of fields such as agriculture, industry, trade and commerce, medicine and public health, home management, arts and crafts, secretarial training etc. with regard to the educational structure, the Resolution stated that "the ultimate objective should be to adopt 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to the local conditions".

Although, the Indian Education scene has been characterised by phenomenal quantitative expansion at all levels and by efforts directed to qualitative improvement of education, the general formulations incorporated in the Resolutions on the National Policy on Education 1968 were not, however, accompanied by the required financial and organisational support. Problems of access, quality and utility still remained to be overcome and it was recognised neither normal linear expansion nor the existing pace and nature of improvement could meet the changing needs of the society. This, together with a variety of new challenges and social needs, made it imperative to evolve a new design for educational development and new policy directions in the context of the contemporary realities and future concerns. It was in this context that a new National Policy on education was adopted by the Government of India in 1986.

The National Policy on Education - 1986 envisages consolidation of the existing facilities for secondary education and widening access to secondary education in order to cover areas unserved by it at present. The NPE also visualises establishment of pace-setting schools in various parts of the country in order to make good quality education available to children with special talent or aptitude. The broad aims of these schools, according to the NPE, are to serve the objective of excellence, coupled with equity and social justice, to promote national integration by providing opportunities to talented children, largely rural, to develop their full potential and, most importantly, to become catalysts of a nation wide programme of school improvement. The NPE also envisages the introduction of systematic, well-planned and rigorously implemented programmes of vocational education directed to enhance individual employability, to reduce the mis-match between the demand and supply of skilled manpower, and to provide an alternative for those pursuing higher education without particular interest or purpose. The Policy envisages that vocational courses cover 10% of higher secondary students by 1990 and 25% by 1990-95.

The National Policy on Education - 1986 envisages a national system of education based on the fundamental principles embodied in the Constitution of India. The concept of national system of education implies that "up to a given level, all students, irrespective of caste, creed, location or sex, have access to education of a comparable quality". The Policy visualises education to be fundamental to all-round development, material and spiritual. It highlights the acculturating role of education, and its role in refining sensibilities and perceptions that contribute to national cohesion, in creating a scientific temper and independence of mind and spirit. The policy also recognises the role of education in developing manpower for different levels of the economy. Education is viewed as the substratum on which research and development flourishes, and as an instrument for national self-reliance. Thus, the NPE visualises education as a unique investment in the present and the future.

The NPE-1986 visualises the reorientation of the content and processes of education at the school stage in order to give concrete shape to the emerging national system of education. The Policy articulates the need to bring about the fine synthesis between the change-oriented technologies and the country's continuity of cultural tradition. It envisages enrichment of the curricula and processes of education by cultural contents in as many manifestations as possible. To relate education with work and productive processes, work experience has been considered as an essential component at all stages of school education. Integration of environmental consciousness into the entire educational process is considered essential to create a consciousness of the environment among all sections of the society. The NPE visualises strengthening of teaching of science and mathematics in order to enable the learners to acquire problem solving and decision making skills. Sports and physical education are considered as an integral part of the learning process and are sought to be included in the evaluation of the performance. A learner-centred approach to education is envisaged to be the key to the new strategy in the transaction of the curricula. Educational technology is proposed to be employed in the spread of useful information, the training and re-training of teachers, to improve the quality, sharpen awareness of art and culture, inculcate abiding values etc, both in the formal and non-formal sectors. The NPE also stresses the need to recast the examination system so as to ensure a method of assessment that is a valid and reliable measure of student development and powerful instrument for improving teaching and learning. In order to ensure that the present wide ranging disparities in educational standards in different parts of the country are effectively reduced, the NPE envisages upgradation of standards in all schools by introducing norms of minimum levels of learning at all stages of school education.

#### PROGRESS ACHIEVED

Since the initiation of economic and social planning in 1951, India has been working simultaneously in two major areas of educational reconstruction, viz., expansion of educational facilities to facilitate equality of educational opportunities and improvement of

the quality of education at the school stage. Substantial progress has been achieved in respect of these, although a great deal still remains to be done.

#### EXPANSION OF SECONDARY AND HIGHER SECONDARY EDUCATION

Substantial progress had been achieved in the provision of schooling facilities for secondary and higher secondary education since 1950. The number of secondary/higher secondary schools increased from 7288 in 1950-51 to 67706 in 1986-87. The number of secondary and higher secondary schools in rural areas also registered appreciable increase during the past few years. For instance, the number of secondary schools in rural areas increased from 22900 in 1973 to 38720 in 1986. During 1973-76, the number of higher secondary schools in rural areas increased from 4097 in 1973 to 7225 in 1986. During this period, the total number of secondary schools increased from 33116 to 52208 while the number of higher secondary schools increased from 9505 to 15498.

At the time of the Fourth All-India Educational Survey (1978) there were 36675 secondary schools and 10429 higher secondary schools in the country. The number of secondary and higher secondary schools at the time of the Fifth All-India Educational Survey (1986) was 52208 and 15498 respectively. Thus, the percentage increase in the number of secondary and higher secondary schools during 1978-86 were 42.35 and 48.60 respectively. The number of secondary schools in rural areas increased by 46.08 per cent over the period 1978-86 while the number of higher secondary schools in rural areas increased by 57.58 per cent during the same period.

The enrolment at the secondary and higher secondary stages increased from 121997 in 1950-51 to 14915825 in 1986-87. During 1950-51 to 1986-87, the enrolment of boys in secondary and higher secondary classes increased from 1057549 to 10216966 while the enrolment of girls increased from 162368 to 4698859.

The total enrolment and enrolment in rural areas for classes IX & X were 11474962 in 1986. The enrolment in rural areas constituted 56.55 per cent of the total enrolment in classes IX & X in 1986. Girls constituted 31.74 per cent of the total enrolment in classes IX & X in 1986. The percentage increase in total enrolment in classes IX & X over the period 1978-86 was 63.03, while in respect of enrolment of girls it was 74.23. During 1978-86, the enrolment in classes IX & X in rural areas increased by 80.81 per cent while for girls in rural areas it increased by 112.99 per cent.

The total enrolment in classes XI & XII in 1986 was 3440863 including 1056592 (30.71 per cent) girls. The total enrolment in rural areas in classes XI & XII was 1345589 in 1986, including 325039 girls. The percentage increase in total enrolment in classes XI & XII over the period 1978-86 was 87.66, while it was 132.32 in respect of the enrolment of Girls. During 1978-86, the total enrolment in classes XI & XII in rural areas increased by 127.49 per cent while for enrolment of girls in rural areas, it increased by 329.36 per cent.

The enrolment of scheduled castes and scheduled tribes in classes IX to XII have been increasing steadily during the past few years. The enrolment of scheduled castes in classes IX & X increased from 697378 in 1978 to 1539301 in 1986, thus registering an increase by 120.73 per cent during 1978-86. The enrolment of scheduled castes in classes XI & XII registered an increase from 169835 in 1978 to 394023 in 1986. The percentage increase in the enrolment of scheduled castes was 132 during 1978-86.

The enrolment of scheduled tribes in classes IX & X increased from 219564 in 1978 to 492708 in 1986, thus registering an increase by 124.40 per cent during 1978-86. The enrolment of scheduled tribes in classes XI & XII increased from 32446 in 1978 to 92533 in 1986. The percentage increase in the enrolment of scheduled tribes in classes XI & XII during 1978-86 was 185.19.

In spite of the increase in enrolment of scheduled castes and scheduled tribes in classes IX & X and XI & XII, the percentage of SC/ST enrolment continues to be lower than the percentage of SC/ST in total population. While the scheduled castes constituted 15.75 per cent of the total population in the country in 1981, the percentages of SC in total enrolment in classes IX & X and XI & XII in 1986 were only 13.41 and 11.45 respectively. Similarly, while the scheduled tribes constituted 7.76 per cent of the total population in the country in 1981, the percentages of ST in total enrolment in classes IX & X and XI & XII in 1986 were only 4.29 and 2.69 per cent respectively.

#### VOCATIONALISATION OF SECONDARY EDUCATION

The Education Commission (1964-66) had suggested vocationalisation of education at the plus-two stage with a view to diverting 50 per cent of the students at the higher secondary stage to vocational courses.

The main aim was to provide diversification in educational opportunities to enable the students to choose subjects and programmes of study in accordance with their aptitudes, interests and abilities, to increase their employability and to develop their capacity for self-employment, and to ensure steady flow of skilled workers in existing and emerging areas by developing necessary occupational competence.

As a follow-up of the recommendations of the Education Commission (1964-66) regarding vocationalisation of education at the higher secondary stage, the National Council of Educational Research and Training (NCERT) brought out a document on "Higher Secondary Education and its Vocationalisation" in 1976. The document provided to broad framework for vocationalisation of education at the higher secondary stage. In 1977, the Government of India appointed a National Review committee under the Chairmanship of Dr. Malcolm S. Adisheshaiah to review the curriculum of the +2 stage of school education with special reference to vocationalisation of education and to recommend a plan of action for introduction of vocationalisation of education at the secondary/higher secondary stage.

The Report of the National Review Committee on Higher Secondary Education with Special Reference to Vocationalization entitled 'Learning to Do-Towards a Learning and Working Society' was published by the then Ministry of Education and Social Welfare, Government of India in 1978. This report provided appropriate guidelines for vocationalisation of education at the higher secondary stage.

Vocationalisation of education at the higher secondary stage was included as one of the important reforms in the Sixth Five Year Plan. Vocationalisation was introduced as an essential component of the 10+2 pattern of school education in some of the States and Union territories. Six States and three Union territories had introduced vocationalisation of higher secondary education between 1976 and 1979. Five States and two Union Territories introduced vocational courses at the higher secondary stage between 1983 & 1985.

In 1985-86, the total number of institutions offering vocational courses at the higher secondary stage was 1900, spread over 10 States and five Union Territories. The total enrolment in vocational courses during 1985-86 was about 1,35,00 (72,000 in Class XI and 63,000 in class XII). During the year 1987-88, the total enrolment in the first year of the programme is about 1,20,000. To promote vocationalisation of education at the +2 stage measures have been initiated to establish the necessary links between vocational education at the higher secondary stage and skill training, planned apprenticeship and placement in gainful employment as a part of the efforts to raise the level of utility of the programme and its wider acceptance and success.

#### PROGRAMMES FOR QUALITATIVE IMPROVEMENT

The need to evolve systematic programmes for improvement of quality of education at the school stage was recognised soon after Independence. A major thrust of the effort to improve quality of education at the secondary stage was towards development and renewal of curricula. Attempts were made to upgrade syllabi in all subjects and to introduce much larger varieties of subjects with enriching information. Textbooks and other teaching-learning materials have been improved simultaneously in all aspects to match the upgraded content and standards.

A number of Central Institutes were established for improving the quality of school education immediately after Independence. The important ones were the Central Institute of Education (1947), the Central Bureau of Educational and Vocational Guidance (1954) and All India Council for Secondary Education (1955), the Directorate of Extension Programmes for Secondary Education (1955-59), National Institute of Basic Education (1956), National Fundamental Education Centre (1956) and the National Institute of Audio-Visual Education (1959).

In September 1961, all these central institutes were brought together under an autonomous organisation known as the National Council of Educational Research and Training (NCERT) to assist and



Advice the Government of India and the State Governments in implementing policies and formulating major programmes and innovations directed to qualitative improvement of school education and teacher education. The Council has since been making significant contributions to the effort for qualitative improvement of school education. The major functions of the Council are research, development, training and extension. The development of curricula and preparation of textbooks for school education have been among its main activities. The Council has been preparing teachers guides, student's workbooks, supplementary reading materials, and undertaking publications of research monographs and several periodicals.

The Council has also been engaged in developing teaching-aids, science kits, laboratory equipment, educational films, and instructional television and radio programmes for school children. Serious attention has been paid to experimentation and improvement of instructional processes/practices and to innovations related to curriculum and development, learning process and examination practices.

The National Institute of Educational Planning and Administration (NIEPA) was set up in 1972; mainly to improve educational planning and administrative services in the country. The NIEPA has been engaged in research and development activities related to educational planning and administration in the country. It has been organising training/orientation courses, workshops, seminars and conferences directed to enhance the professional competence of educational administrators in States/UTs. The NIEPA has contributed significantly to the improvement of educational planning process and educational administrative services in the country.

The scheme of Kendriya Vidyalayas was launched in 1962 for catering to the educational needs of the children of transferable Central Government employees including Defence personnel who are liable to frequent transfers. The Vidyalayas are controlled at the national level by the Kendriya Vidyalaya Sangathan which is an autonomous body under the Union Ministry of Human Resource Development. The Kendriya Vidyalayas have been making concerted efforts to improve the quality of school education.

## RENEWAL OF CURRICULUM

A notable development after the adoption of the Resolution on the National Policy on Education 1968 has been the acceptance of a common educational structure and introduction of the 10+2+3 pattern of education in the country. All the States/UTs have now adopted the 10+2 pattern of school education.

With the adoption of the National Policy on Education in 1968, the efforts to improve the quality of school education took a new direction. In 1973, the then Ministry of Education and Social Welfare, Government of India, constituted an expert group to develop a framework for school curriculum. The group made a thorough study of the existing educational practices in the country and proposed a framework for development of curricula at the primary, middle and

secondary stages of education in the country, and the Curriculum for the Ten-Year School-A Framework was brought out by the NCERT in the year 1975.

The framework emphasised flexibility in curriculum within a set of acceptable principles and values in order to develop the curriculum in tune with the rapidly expanding frontiers of knowledge in science and technology and the changing socio-economic conditions in the country. It envisaged the study of science and mathematics as an integral part of the school education up to Class X. This was to expose the children to modern knowledge, develop their curiosity, teach them the scientific method of enquiry and inculcate in them rational outlook and scientific temper. Work experience as a source of learning at all levels of school education was also emphasised. As regards curriculum, the framework highlighted the importance of awakening the students' social consciousness, developing in them democratic values and sense of social justice and national integration.

In June 1977, a Review Committee was appointed to assess and re-examine the objectives and schemes of studies, including syllabi and textbooks, developed on the basis of the Curriculum for the Ten-Year School - A Framework. Having reviewed the objectives and content of school education, the Committee made certain recommendations regarding the structure, curriculum pattern and time allocation for the different subject areas taught at different stages of school education. The Committee suggested that the curriculum should be developed in tune with the local situations, while providing for a core of basic content for comparability of educational attainment and the acquisition of further skills and knowledge. The Committee also recommended that Socially Useful Productive Work should be given a central place in the curriculum at all stages of school education and the content of the academic subjects should be related to it as far as possible.

The Committee recommended that the units to be studied under a given subject area should, by and large, remain the same for all, but stressed the need for flexibility so that the details of the units in a subject area could be worked out by the Boards of School Education to suit their requirements. The Committee also recommended the study of one optional subject from a prescribed list so that the pupils may develop special interests or talents. The introduction of different levels of courses in mathematics and science at the secondary stage was recommended by the committee. The practice of providing different levels of courses in science and mathematics was, however, given up later on. The guidelines provided in the Curriculum for the Ten-Year School - A Framework and the report of the Review Committee on the curriculum for the ten-year school formed the basis for the development of school curriculum at different levels in the States/UTs in the country. However, the implementation of the curriculum framework remained uneven among the States and Union Territories. One of the reasons for this was the lack of a comprehensive plan to link the curriculum changes with the processes of teaching and learning, teacher training and examination reform. Another reason was the widespread disparities in the physical and human resources necessary

for effective transaction of the curriculum in schools. The mismatch between the curricular objectives and the actual transaction of the curriculum in the classroom led to wide-spread disparities in the levels of students' attainment and in the standard of teaching in schools in different parts of the country.

In 1983, the NCERT constituted a working group to make a quick appraisal of the existing curricula at the school stage in different States and Union Territories and to assess these from the point of view of instructional load. The report of the Working Group, Curriculum Load at the School Level - A Quick Appraisal, published in 1984, defined the nature of the problem and identified the basic causes leading to the perception of curriculum load. The report indicated that the curriculum load was not so much a problem of curriculum development as that of perception and management, accentuated by resource constraints. Various factors like lack of essential physical facilities and academic inputs, lack of pedagogical innovations, poor quality of instructional materials, inadequate preparation and management, accentuated by resource constraints. Various factors like lack of essential physical facilities and academic inputs, lack of pedagogical innovations, poor quality of instructional materials, inadequate preparation and orientation of teachers, and the domination of public examination were found to be responsible for depriving the pupils of the joy of learning. As a follow up of the study on curriculum load, the NCERT in 1984 constituted a steering group to evolve a National Curricular Framework for Elementary and Secondary Education, keeping in view the emerging concerns and imperatives. The curriculum concerns and issues identified by this group were deliberated in a national seminar and four regional seminars held during 1985 and on the basis of the suggestions and recommendations made in these seminars, the National Curricular Framework for Primary and Secondary Education was brought out by the NCERT in January 1986. This was later revised to incorporate the major thrusts and recommendations highlighted in the National Policy on Education - 1986 and published in April 1988.

## TEACHING OF SCIENCE

Since Independence, serious efforts have been made to improve the teaching of science in schools. The Secondary Education Commission (1952-53) had recommended the strengthening of science and mathematics education at the school stage. It recommended the introduction of certain broad aspects of science at the middle stage and introduction of physics, chemistry, biology and mathematics as elective subjects at the higher secondary stage. As a follow-up of these, efforts were made to provide facilities for teaching of science as an elective subject in as many schools as possible, and general science to all students at the middle stage.

Systematic efforts for improving science education was made after the report of the Education Commission (1964-66) was submitted. While discussing the reorganisation of school education, the Commission emphasised the need to improve the standards of the teaching of science and mathematics in school. Several projects were implemented with a view to improving teaching/learning of science in schools.

Simultaneously, projects for improving science and mathematics curriculum at the secondary and higher secondary stages were also undertaken. These projects consisted of programmes for the development of comprehensive instructional packages consisting of updated syllabi, activity and experiment based textbooks, teachers guides, laboratory manuals, science kits, films/filmstrips and other teaching aids and supplementary reading materials, etc. The NCERT organised summer institutes to expose the science teachers to the advances made in various branches of science and the latest techniques in the science teaching. The Council organised several programmes at the national/regional/state levels for training key resource persons from the States : from the State Institutes of Education/State Council of Educational Research and Training/State Institutes of Science Education. The Council also started publication of the journal, School Science to disseminate innovative ideas and new developments, and to provide a forum for exchange of ideas among science educators and teachers. For popularising science, a scheme of national science exhibition for children was launched. A scheme of science talent search was also launched to identify talented students in science and mathematics and to nurture the talents during their academic career up to the Ph.D. level.

#### EXAMINATION REFORM

Several steps were taken to improve the procedures and techniques for evaluating the performance of learners including examination practices. The major activities in respect of examination reform included development of innovative approaches and strategies for educational evaluation, research and developmental programmes directed to improve public examinations and training of teachers and other key personnel engaged in developing evaluation procedures and techniques. Other activities included preparation of sample evaluation materials in the form of question banks and unit tests in different subject areas, development of schemes for comprehensive and continuous evaluation, development of schemes for alternative evaluation procedures such as open book examination and oral examinations, and a system of grading for declaration of results. As a result of these, many Boards of Secondary and Higher Secondary Education have made significant improvements in the setting of question papers, procedures of evaluation and mechanism of conducting examination.

#### UTILISATION OF EDUCATIONAL TECHNOLOGY

A significant development in recent years has been the effort to deploy the resources of educational technology for bringing about qualitative improvement in school education and teacher education, widening access to education and reducing existing disparities between different regions of the country as well as different sections of the population.

The early developments in educational technology in the country saw the emergence of Audio-Visual (AV) Units and Film Libraries in various States. The AV Units were engaged in production and acquisition of and training of teachers for using charts, maps, models

and other aids. The Film Libraries sought to popularise educational films and filmstrips among the schools. Educational technology in the sense of a science of learning and management of instruction moved in a positive direction with the introduction of programmed learning in the country in the early sixties. The NCERT Took the lead in introducing programmed instructional materials, where each student could learn at his/her speed, and achieve the educational objectives predetermined for the purpose.

To bring qualitative improvement and quantitative expansion in educational technology, the then Ministry of Education and Social Welfare launched a scheme in the Fifth Five Year Plan. The scheme was formulated to initiate expansion of television facilities. The intention was to stimulate the use of television as well as other instructional media like radio and films for improving the quality of education. Under the scheme, the Centre for Educational Technology (CET) was set up in 1975 at the national level in the NCERT and Educational Technology Units in each of the four Regional Colleges of Education of the Council. Later, the CET and the erstwhile Department of Teaching Aids of the NCERT were merged to form the Central Institute of Educational Technology (CIET). Simultaneously, Educational Technology Cells were established in a phased manner all over the country. The ET Cells in some States have grown into the State Institutes of Educational Technology (SIET) with expanded facilities and infrastructure for software development in radio and television. The availability of satellite and future plans for expansion of satellite technology for TV and radio network in the country have opened new avenues for a large scale use of the mass media in education.

The history of school broadcast in India can be traced back to the year 1932 when All India Radio (now known as Akashvani) offered programmes for schools for the first time. At present, several stations regularly produce programmes for the schools and a large number of auxilliary stations relay these programmes to reach children and teachers in remote areas. There are programmes for the primary and secondary schools children and the teachers. Some stations broadcast programmes to support the correspondence courses conducted by the universities.

Unlike radio, television was introduced in the country with the main objective of using it for educational purpose. The first experimental television service was inaugurated in Delhi in 1959. Beginning with a series of social education programmes, curriculum-based school programmes at the secondary level were launched in 1961. This was followed by three more centres, namely, Bombay, Madras and Srinagar, taking up production and telecast of syllabus-based programmes at the school level.

The year-long Satellite Instructional Television Experiment (SITE), using American satellite during 1975-76, marked the beginning of a large-scale media-based system for education of the masses living in remote rural areas. The SITE programmes covered a rural population of about 3.5 million in 2330 villages scattered in 20 districts, spread over six States. Encouraged by the success of SITE, steps were

initiated in 1979 to develop a plan to utilize television and other capabilities for educational purposes.

With augmented TV capabilities as a result of launching of INSAT-IC, and the proposed second generation group of satellites (INSAT-II) in early 1990s, the medium would be used more extensively for education of various categories of audience, so far unreached.

#### COMPUTER LITERACY AND STUDIES IN SCHOOLS (CLASS)

Another significant development in recent years has been the introduction of computer education in schools. Under the project Computer Literacy and Studies in Schools (CLASS), efforts are made to develop in the pupils an understanding of computers and their use, to provide hands on experience, to demystify computers to children and to familiarise pupils with the wide range of computer applications and the computer potential as a controlling and data processing tools.

The programme of Computer Literacy and Studies in Schools (CLASS) was started in 248 schools in 1984-85. The programme was extended to 496 more schools in 1985-86 and another 498 more schools in 1986-87. During 1987-88, the programme was extended to cover an additional 700 more schools. Thus, by 1987-88, 1942 Secondary/Higher Secondary Schools were covered under the CLASS projects.

#### TEACHER EDUCATION

There has been a phenomenal increase in the number of teachers in secondary and higher secondary schools in the country during the last four decades. The number of teachers in secondary and higher secondary schools increased from 126504 in 1950-51 to 1151557 in 1986-87. The number of teachers teaching at the secondary stage (Classes IX & X) and higher secondary stage (Classes XI & XII) in 1986 was 682204 and 223432 respectively. During 1978-86, the number of teachers at the secondary stage (Classes IX & X) increased by 48.98 per cent and the number of teachers at the higher secondary stage (Classes XI & XII) increased by 61.54 per cent.

Several measures aimed at enhancing the competence of teachers, both pre-service and in-service, have been initiated since Independence. Prominent among them were the correspondence-cum-contact courses for in-service teachers and deputation of untrained inservice teachers to undergo full time institutionalised teacher training courses offered by recognised teacher institutes. These helped in reducing the number of untrained and under qualified teachers in primary and middle schools.

The percentage of trained teachers at the secondary stage in 1986 was 90.23 per cent while the percentage of trained teachers at the higher secondary stage was 88.55 per cent.

Several organisations and agencies are engaged in the organisation of in-service training courses for secondary and higher secondary schools teachers. At the national level, the NCERT organises training courses for key personnel and resource personnel

engaged in training of in-service teachers. At the regional level, training courses for resource persons and key persons at the State/UT level are also organised by the four Regional Colleges of Education which are run by the NCERT. They organise training courses on a regional basis or for a particular State on specific demands. At the State/UT level. The State Council of Educational Research and Training (SCERT)/State Institute of Education (SIE) organises short-term training courses for in-service teachers.

## IMPLEMENTATION OF THE NATIONAL POLICY ON EDUCATION - 1986

The National Policy on Education - 1986 indicated the initiatives and priorities which are considered essential in the context of the efforts to restructure the country's educational system in order to enable it to equip pupils to face future challenges. Subsequently, in August, 1986, a Programme of Action for the implementation of the NPE was adopted. The POA provides an indication of the nature and actions which are required for implementing the Policy Directives. It provides a broad strategy within which detailed schemes could be drawn up by various departments and agencies associated with formulation and implementation of educational programmes. Thus, the NPE along with the POA provides the base for a comprehensive educational reform in the coming year.

The National Policy on Education - 1986 outlines the major initiatives and priorities in the field of secondary education in the coming years. These include :

- Removal of disparities and equalisation of educational opportunity by attending to the specific needs of scheduled castes, scheduled tribes, educationally backward minorities and the physically and mentally handicapped.
- Re-orientation of the content and process of education so as to make education a key instrument of social transformation and national development, and to make education a forceful tool for the cultivation of social, cultural and moral values, and values enshrined in the Indian Constitution.
- A long-term nation-wide programme of school improvement, and to support and stimulate it by setting up pace-setting schools which would endeavour to serve as catalysts in the programme of qualitative improvement of school education.
- Vocationalisation of education to enhance individual employability, to reduce the mismatch between the demand and supply of skilled manpower, and to provide an alternative to those pursuing higher education without particular interest or purpose.
- Enhancing general access to education through use of mass media and setting up institutions for open and continuing systems of learning.
- Overhauling of teacher education programmes to make them relevant to the changing demands of school curriculum along with creation of conditions which would help motivate and inspire teachers on constructive and creative lines.
- Overhauling of the system of planning and management of education, involving effort to evolve a long-term planning and management perspective of education, and its integration with the country's development and manpower needs; decentralisation and the creation of a spirit of autonomy for educational institutions



and involvement of people, including association of non-governmental agencies and voluntary efforts, in planning and implementation of educational programmes.

In pursuance of the National Policy on Education - 1986, the Ministry of Human Resource Development, Government of India, has launched several schemes/programmes for implementation of the different Policy directives. Some of the major programmes/scheme initiated since the adoption of the Programme of Action include the following.

#### Reorientation of the Content and Processes of Education

As part of the efforts for reorientation of the content and processes of education at the school stage, several measures have been initiated since the formulation of the Programme of Action for implementation of the NPE. In view of the fact that the reorientation of the content and process of education at the school stage manifest itself in the design of the curriculum and the ways in which it is transacted, the NCERT has been in the process of implementing a series of coordinated measures for renewal of school education curriculum, development of instructional packages, including textbooks based on the national curricular framework, training of teachers and other educational personnel to improve the professional competence and for improving the evaluation practices at all levels of school education. The major steps taken by the NCERT for reorientation of the content and processes of education at the school stage include the following :

- The National Curriculum for Primary and Secondary Education - A Framework which was developed by the Council in the 1986 with the help of Departments/Directorates of Education, SCERTs/SIEs, Boards of Secondary/Higher Secondary Education, University Department of Education and other agencies at the State level was revised in the light of the NPE-1986. The revised document entitled, 'National Curriculum For Elementary and Secondary Education - A Framework' was published in April 1988.
- The draft guidelines for the development of the curriculum at the primary stage prepared by the Council in 1986-87 were revised in the light of the suggestions received from the various agencies in the country. In the revised document entitled, 'Minimum Levels of Learning at the Primary Stage - Syllabi Including Common Core Components', the minimum levels of learning in respect of each curricular area and for all classes at the primary stage have been indicated. In addition to these, curriculum guidelines and syllabi were developed for all curricular areas at the upper primary and secondary stages. The curriculum guidelines and syllabi developed by the Council were sent to the State level agencies for facilitating development of instructional packages in different curricular areas at the State level.

- The revised instructional packages, including textbooks for classes I, III and VI were published in the year 1987 and introduced into the Kendriya Vidyalayas and some of the schools affiliated to the Central Board of Secondary Education (CBSE) during the academic session 1987-88. The new textbooks developed by NCERT for classes II, IV, VII, IX and XI have been published and introduced into the Kendriya Vidyalayas during the academic session 1988-89. The manuscripts of the new text-books for classes V, VIII, X and XII have been finalised and sent for publication. The new textbooks for classes V, VII, X and XII will be introduced into the Kendriya Vidyalayas during the academic session 1989-90. The new textbooks developed by NCERT for classes IX and XI will be introduced into all the schools affiliated to the CBSE during the academic session 1989-90. The manuscripts of all the textbooks were reviewed meticulously by groups comprising eminent scholars, practising teachers, teacher educators and curriculum specialists before they were sent for publication. The textbooks in Science and Mathematics for the upper primary, Secondary and Higher Secondary stages were prepared by a team comprising eminent scientists and mathematicians and experts from universities, NCERT and other national and State level institutions.
- The Council has developed exemplar instructional materials related to the common core components indicated in the NPE - 1986 and the National Curricular Framework. A publication entitled, 'Exemplar Materials on Core Curricular Areas' was brought out. In addition to this, syllabi and guidelines for the teaching of the history of India's Freedom Struggle at all levels of school education were developed. The Council has undertaken a programme for evaluation of textual materials on Indian National Movement, as well as a project for preparation of dictionary of national bibliography. The Council has published the bibliography entitled, 'Govind Vallabh Pant - A Profile in Courage' and has prepared scripts for audio programmes on themes related to Indian National Movement. Two supplementary readers entitled, 'Thinking Together' and 'Contours of Courage' were published as part of the effort to promote value orientation to school education.
- Instructional materials on 20 work experience activities related to Agriculture, Commerce, Home Science, and Technology were developed for introducing the revised work experience programme in schools. The Council organised several orientation programmes for State officials/principals/education officers and other key persons on work experience.
- Steps have been taken to improve the evaluation practices in schools. A scheme of continuous and comprehensive evaluation covering all aspects of the pupil's growth and development has been evolved. Guidelines for the introduction of grading and scaling in examinations

conducted by different boards of Secondary and Higher Secondary Education were prepared. A national seminar and two regional seminars were conducted to discuss the different aspects related to the introduction of grading and scaling in the examinations conducted by the Boards of Secondary and Higher Secondary Education. In addition to this, the NCERT continued its activities related to the development of alternative evaluation procedures such as oral examinations, open book examinations and project work. It is also engaged in the task of development of conceptual materials related to educational evaluation, preparation of criterion referenced tests and training of test items writers in different subject areas. The Council has also developed a sample cumulative card along with procedures for maintaining records of pupils' achievement in all curricular areas.

### Improvement of Science Education in Schools

The National Policy on Education - 1986 has emphasised the need to strengthen science education programmes "so as to develop in the child defined abilities and values such as the spirit of enquiry, creativity, objectivity, the courage to question and an aesthetic sensibility" as well as "to enable the learner to acquire problem solving and decision making skills and to discover the relationship of science with health, agriculture, industry and other aspects of daily life". To improve the quality of science education, as envisaged in the NPE and the POA, the Government of India launched a scheme of improvement of science education in schools. The scheme envisages provision of science kits to 90,000 upper primary schools, upgradation and strengthening of science laboratories in 22,500 secondary and higher secondary schools, provision of assistance to strengthen libraries in 40,000 secondary and higher secondary schools, setting-up of District Resource Centres for Science education for teachers' training and development of instructional materials etc., training of science and mathematics teachers and provision of assistance on 100% basis to voluntary organisations for undertaking innovative projects and resource support activities in science education. The implementation of the Scheme was started in 1988-89. As part of the work on the implementation of the scheme, the NCERT has designed the functional science kits for upper primary schools.

The NCERT has also prepared a list of science equipment/apparatus needed in laboratories in secondary and higher secondary schools. A list of recommended books has also been prepared by the NCERT. The list of recommended books and the list of equipment with specification for science laboratories prepared by the NCERT were circulated to all States/Union Territories. A provision of Rs. 20 crores has been made in the Plan budget during the year 1988-89 for implementation.

### Environmental Orientation to School Education

The National Policy on Education visualises environmental consciousness to permeate all stages of education. In order to implement the Policy directives, a Centrally Sponsored Scheme was

prepared in consultation with the Department of Environment, Wild Life and Forest in 1987. The scheme envisages about 100 Projects to be taken up during the 7th Plan. Each project is expected to cover an ecologically homogeneous area and comprising a few blocks or upto 3-4 districts. The scheme envisages review of syllabi and textbooks to include the local environmental concerns and to use locally relevant illustrations and exercises, redesigning of the work experience programme in order to make it relevant to the local environmental concerns and provision of assistance to schools having land and water facilities to raise nurseries and to take up plantation. The scheme was approved for implementation from the year 1988-89 onwards. A provision of Rs. 2.7 crores has been made for this scheme under the Plan budget for 1988-89.

### Establishment and Management of Navodaya Vidyalayas

In order to provide good quality education to the talented children predominantly from the rural areas, the Government of India have launched a scheme to establish Navodaya Vidyalayas, on an average, one in each district of the country. The total number of Navodaya Vidyalayas established upto 1988-89 is 256. During 1988-89, selection tests were administered in 18 languages and conducted at 3241 centres situated in 2980 community development blocks of 256 districts. 3.71 lakh candidates appeared in the test. Girls constituted about 32% of the selected candidates. Children belonging to scheduled castes and scheduled tribes constituted 18.78 and 11.10% respectively of the selected candidates. About 75% of the candidates selected in 1988-89 belong to rural areas. The tests are designed by NCERT. The NCERT is also entrusted with the task of conducting the examination and selection for admission to the Navodaya Vidyalayas.

### Vocationalisation of Education

The NPE 1986 has laid down the target of diversification of 10% students at the higher secondary stage to the vocational stream by 1990 and of 25% by 1995.

The POA envisages formulation of vocational programmes for various target groups, strengthening of infrastructure at various levels, apprenticeship training for the students of vocational courses, revision of recruitment rules/employment policy and evaluation and monitoring of the programme. The scheme envisages setting up of a Joint Council of Vocational Education at the National Level with counterpart organisations at the state level for laying down policy guidelines, planning and coordination of vocational programmes conducted by different agencies/organisations. The scheme also envisages strengthening of the administrative structure at the central, state, district and institutional levels. Other components of the scheme include area vocational surveys in the districts not surveyed earlier, development of curriculum and textbooks, work books, curriculum guides and training manuals for various types of vocational courses; organisation of training programmes for full time vocational teachers, strengthening of the technical support system for research, development, training and evaluation and designing and organisation of a variety of pre-service and inservice programmes for

vocational teachers. A provision of Rs. 50 crores has been made in the Plan budget for the year 1988-89 for implementation of the scheme of vocationalisation of education.

#### Computer Literacy and Studies in Schools

The Programme of Computer Literacy and Studies in Schools (CLASS) was started in 1984-85. At present 1942 schools are covered by the Programme. The Programme of Computer Literacy and Studies in Schools (CLASS) was evaluated by the Space Application Centre, Ahmedabad.

Based on the evaluation, the Programme has been modified and a revised scheme has been prepared. The revised scheme envisages provision of micro computers in all higher secondary schools in a phased manner. Under the revised scheme, each school is expected to be provided with systems comprising of five micro computers each. The scheme envisages transaction of the programme with the curriculum. It also envisages resource support to schools through the regional and district level resource centres and a programme of software generation with emphasis on Indian languages.

#### Restructuring and Re-organisation of Teacher Education

As part of the effort for restructuring and reorganisation of teacher education, a Centrally Sponsored Scheme was launched in 1987. The Scheme envisages orientation of about 5 lakh teachers every year till 1990 to increase the motivation of teachers for implementation of the NPE and to better equip them to play their role in the process of educational reform, setting up of about 400 District Institutes of Education and training (DIETs) as the pivotal institutions for improving the quality of education at the elementary stage, strengthening of 250 secondary teacher training colleges for reorganisation of training of secondary level teachers and development of about 50 of them as institutions of advanced studies in education, reorganisation and strengthening of the State Councils of Educational Research and Training to enable them to serve as a catalytic resource agency for qualitative improvement of school education and establishment and strengthening of departments of education in universities in order to encourage research, educational studies and to prepare manpower needed for the reorganisation of teacher education.

Under the Programme of Mass Orientation of School Teachers (PMOST), during 1986, 4.42 lakh teachers were oriented. The content of the orientation programme was reviewed keeping in view the experience gained during the years 1986 and 1987. On the basis of the feedback received, the content of the orientation programmes conducted during the year 1988 was re-designed to include components directed to enhance the professional components for creating an awareness about the major thrusts envisaged in the NPE. For this purpose a revised training package comprising separate volumes for primary school teachers and secondary school teachers were prepared. Guidelines for the faculty/resource persons of the orientation camps were also prepared. The television support to the programme was also strengthened by including certain new programmes related to emerging

curriculum concerns. The orientation programmes conducted during 1988 were evaluated by three universities, namely, Kurukshetra University, Patna University, and Pondicherry University and based on the suggestions made in the evaluation reports, the content and methodology of the orientation programmes proposed to be conducted during 1989 have been further modified to make it relevant to the requirements of the teachers.

During the period 1986-88, under the PMOST 416786 secondary school teachers were trained. The number of secondary school teachers trained during 1986, 1987 and 1988 was 140551, 134951 and 141284 respectively.

The NCERT undertook the task of training about 1400 primary teachers of the Kendriya Vidyalayas for properly implementing the new set of instructional materials. In the training programmes conducted in collaboration with the Kendriya Vidyalaya Sangathan during August - October 1987, child-centred and activity-based teaching strategies were demonstrated to show how learning could be made an enjoyable experience for children.

## Secondary Education in India

By Dr. P.D. Shukla

### Introduction

At the time of its independence in 1947, India took over a simple, single-track and small system of secondary education. That educational system was not directed towards development of the country. This had to be so, because the system had been established by a foreign trading company, which was primarily interested in preparing some personnel to continue its own officers in India rather than the education of the Indian people for any social, cultural or economic betterment. Briefly speaking, secondary education at that time like other stages and aspects of education, was facing mainly three types of problems : The problem of expansion, the problem of making secondary education relevant to social, economic and other needs of the country and the problem about raising the standard and quality of education generally. Continuous effort at resolving these problems has been made during the post-independence period. While reasonable good progress has been achieved in expanding secondary education facilities, the other two problems continue to face us. Education being a sub-system of the larger social system, the problem of relevance may perhaps never be solved. Efforts at resolving this problem may, therefore, continue perennially. This paper is an attempt to look at the developments in secondary education in India in a retrospective and summary manner during the last 40 years or so.

### Expansion

Before the independence, secondary education was mainly available in cities and towns, and the rural population, which constitutes about 80% of the total population, was bereft of secondary education. Through the successive five-year plans, we have made considerable progress in expanding the facilities. The middle schools have been up-graded to secondary and higher secondary levels, new such schools have been established, where needed, and more and more students have enrolled. Physical facilities like school buildings, hostels, play-fields, libraries and laboratories have also been created to the extent the limited financial resources permitted. Some lee-way, however, remains to be made up in this regard. Also, the enrolment of girls and that of children from the tribal, scheduled caste and other backward communities is still to be pushed up.

Today, India is operating a fairly large-sized system of secondary education with about 70,000 schools and about 2 crore enrolment of students. The cooresponding figures in the year 1950-51 were 7,300 and 12.2 lakhs. Speaking more specifically, on 31st March 1987,\* there were 68,895 secondary and higher secondary schools of various types as under :-

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\* Selected Educational Statistics, 1986-87, Ministry of Human Resource Development (Department of Education, Government of India, 1988, Tables IV and V.

Intermediate and Jr. Colleges	4,655
Higher Secondary Schools (10+2 pattern)	10,170
Higher Secondary Schools (old pattern)	898
Higher and Post-Basic Schools	53,172
Total	68,895

On the same date the distribution of the enrolment was as in the table.

Table

Type of Institution	Enrolment		
	Boys	Girls	Total
Intermediate and Jr. Colleges	12,80,706	3,97,662	16,78,368
Pre-University Classes	2,25,387	1,63,742	3,89,129
Higher Secondary Schools (10+2 pattern)	19,26,885	9,40,500	28,67,385
Higher Secondary Schools (old pattern)	1,28,174	32,708	1,60,882
Higher and Post-Basic Schools	86,21,512	28,51,420	1,24,72,932
Gross Total	1,21,87,664	53,86,032	1,73,68,696

Another important fact to be mentioned here is that secondary schooling facilities have become available within a reasonable distance of most of the habitations. For the rest and for the benefit of employed persons, house-wives and others, the secondary and higher secondary schooling facilities have been made available through correspondence and distance education. On consideration of equity, the tuition fees have been completely abolished in the case of scheduled tribes and castes. In a few states, such fees have been dispensed with in respect of all students upto the end of the high or higher secondary stage. The various state governments have been expanding secondary education with an aim that no student seeking admission to that stage will be denied the admission. I think this aim continues to be achieved.

#### Science Education

A number of measures have been taken during the post-independence period to make secondary education more meaningful and relevant to the needs of the country. One such measure relates to the introduction of science teaching. Before independence, science was taught as an optional subject at the secondary stage of education. Due to the optional character and limitation of seats, very few students could



take advantage of science education. Taking into consideration and importance of science in our lives, the facilities for science education were expanded in the secondary and higher secondary schools, thanks to the boost given to this subject by the first Prime Minister of India, Pandit Jawahar Lal Nehru. During the sixties, when Shri M.C. Chhagla was the Union Education Minister, a crash programme for science education was launched by the central government. It was directed to increase the facilities for science education, improve science laboratories and appoint science teachers in the schools. The scheme was financed on 100% basis by the central government. Later, as a follow-up of the report of the All India Education Commission of 1964-66, science was made a compulsory subject right from class I upto the end of high school all over the country. It occupies that position today. It is likely to continue to have the same position in future too.

### Computer Education

Now that the use and importance of computers are emerging in a big way, courses in computer education are being introduced in more and more secondary and higher secondary schools of the country. This programme is expected to expand in an increasing measure.

### Vocational Education

Vocationalisation today has become an integral part of the education as a process. Some students can learn best through work only. What they learn through work by hands or on a machine can be of equal value as compared to the intellectual work. Vocationalisation also becomes necessary to give employment to the school leavers on one hand and to provide middle-level manpower to the various sectors of development of the nation on the other. Turning out unemployed and unemployable educated persons not only implies a wasteful system of education but it also causes tension and unrest among the youth. The latter may create political turmoil or law-and-order situations. General education has continued to be bookish, academic and insulated against practical concerns inspite of some efforts to change this character. There is considerable mismatch between the requirements of the economy and education.

### Multipurpose Schools

The first effort at vocationalisation started in mid-fifties through implementation of the All Indian Secondary Education Commission of 1953-54. The commission recommended an 11-year higher secondary school with the provision of 7 streams in classes IX, X and XI. These streams were Humanities, Science, Technical Stream, Commerce stream, Agriculture, Fine Arts and Domestic Science. Those higher secondary schools, which provided three or more of these streams, were called Multipurpose schools. We gave these schools a curriculum with bias towards practical work in the hope that it would provide employment-oriented secondary education. But we did not succeed. The school leavers were not acceptable to industry and other sectors of employment because of their insufficient training for work. They were also not given any preference in admission by the

professional colleges, the argument being that they were weak in the basic sciences. Further, we started the Multipurpose schools around 1955, but we thought of training special teachers for them through the Regional Colleges of Education of NCERT much later. I think we lacked, at the time, experience. In any case, the whole philosophy and planning of the Multipurpose schools were defective. The schools have, therefore, faded out gradually.

#### Post-basic Schools

The post-basic schools had been started from about the year 1950 onwards as the secondary stage of the then nationally accepted Basic System of Education. They were only 66 in number and located in rural areas. Most of them were run by established voluntary organisations, which had done notable work in the field of basic education with considerable zeal and conviction. But these schools also could not organise practical courses of a type that would ensure successful employment of the students. Efforts were made to integrate these and the Multipurpose schools without success. Gradually, the post-basic schools also disappeared along with the basic education system.

#### Vocational Stream

The pressure to diversify secondary education, however, continued. The first (1968) national policy on education introduced the 10+2+3 structure with the stipulation that at the +2 stage there would be two stream; Academic and Vocational. The latter stream was to provide courses, largely terminal in character, leading to effective self-employment or service in agricultural, industrial, commercial or other types of establishments. It was desired that 50% of the students would get diverted to the vocational courses. Tangible results have not yet emerged in this area too, but the efforts are continuing.

In view of a felt need to provide middle-level trained man-power, some vocational institutions had already grown up in the country. A survey conducted by the Indian Institute of Applied Man-power Research in 1977 revealed that there were at that time 6052 technical, vocational and training institutions, where the admission requirement ranged from a pass at the middle or secondary or higher secondary examination. The distribution of such institutions, speciality-wise, is given in the table. This table does not, however, include about 1200 schools of education, where teachers for primary and middle stages are trained. The number given in the table would have gone up to some extent during the last 12 years. The suggested vocationalisation of the +2 stage has, therefore, to be taken to supplement the existing facilities for vocational education. This will strengthen general education and make the social-leavers, who do not wish to go in for higher education, or are not capable of making full use of that education, more employable.

Ever since the scheme of vocationalisation of the +2 stage was launched, I have been pleading that : (i) the duration of the courses should vary from 1 to 3 years, depending upon the requirements of the particular courses, (ii) The course-content and practical experience

should be such as to equip the student fully to get a job or to establish himself as a self-employed person; and towards that end, the syllabus and the on-the-job training should be determined in collaboration with the potential employers of the students and some part-time teachers also secured from them, and (iii) Every vocational courses should be locality oriented and mostly non-engineering in character. The country has accepted the last suggestion. It is trying to implement the second suggestion. But the first suggestion is under consideration and is yet to be implemented.

Table

1. Polytechnics	327
2. Industrial Training Institute	365
3. Jr. Technical Schools	266
4. Craft and Handicraft Schools	470
5. Industrial and Technical Schools	1,394
6. Agricultural Schools	105
7. Forestry Schools	37
8. Vet. & Animal Husbandry Schools	21
9. Nursing, A.N.M. & Health Visitors Schools	526
10. Pharmacy Schools	24
11. Other Para-Medical Schools	68
12. Schools for Training in Cooperation	73
13. Commercial Training Schools	63
14. Recognised Commercial Waching Institute	1,827
15. Schools for Village Level Officials	97
16. Fishery Schools	51
17. Schools for Music, Dance etc.	194
18. Schools for Drawing and Painting	62
19. Other Schools	82
Total	6.052

Started in 1976, the scheme of vocationalisation of the +2 stage, has so far been introduced by about 15 states and union territories only. The program is slow. I think the factors responsible for lack of adequate success include these : (i) The selection of the vocational courses is largely ad-hoc. It is not based on any survey of the employment of the area around the school, (ii) Involvement of the potential employers of the students is not adequate, (iii) Non-existence or inadequacy of text and reference books for the courses, (iv) Poor or no emphasis on entrepreneurship training as an integral part of the vocational course, (v) Absence of a follow-up programme for the vocational students to help them secure financial and other assistance in order to settle down as self-employed persons, (vi) Poor facilities of vertical growth of the vocationally trained persons, (vii) Insufficient stress, in the recruitment rules in the government and other sectors, on specialised training, (viii) The Department of Education in the Union Ministry of Human Resource Development which guides and monitors the programme in the country, does not have even one specialist in vocational education. The NCERT, as an autonomous body, cannot discharge that responsibility effectively, and (ix) Traditionally intellectual work in India has had better social status

than physical, manual or machine work. The 1986 national policy on education has reinforced reorganisation of secondary education through introduction of the Vocational Courses. It may be hoped that a more serious and systematic effort at vocationalisation of secondary education will now be made so that notable results accrue. This is important for both the present and the future.

### The Teacher

In education, the general standard and quality is based on a complexity of factors. Among them, the teacher is the most important one. He is the delivery agent for all that is desired to be done in the schools and, therefore, special attention needs to be paid to him. It has been a deliberate and wise policy on our part that with the perennial shortage of funds for education, we have given priority to the teacher, his economic and social status, his preparation and his professional refreshment. The salaries of the school and college teachers in India have been raised four or five times since the independence. As a consequence, the average emoluments of a secondary school teacher has risen from about Rs. 100/- p.m. to about Rs. 3000/- p.m. Although the purchasing power of the latter amount is not much, yet it compares well with the employments in many other comparable services. It is not enough to keep the teacher above want. He should be offered the highest possible wages in-order to attract the best talent to the teacher profession. That alone will contribute to build the future generation. The teacher is also being helped, to some extent, with facilities like housing, medical aid and travel. The outstanding among them are also being honoured through national and state level awards. The national awards are presented personally by the President of India at a ceremonial function. Such teachers are also given an extension of two years in their service.

The minimum qualification for a secondary school teacher is a university degree and professional training. The same for a higher secondary school teacher is a post-graduate degree and professional training. A controversy has been going on for many years whether in the case of a higher secondary school teacher the regular one year's professional training was essential or preference should, instead, be given to better achievement in the concerned academic subject. Many Public schools in India prefer a first division Post-graduate teacher to one who is professionally trained but has secured a third division in the academic subject of his speciality. I also favour this view with the provision that a short duration orientation, say of three months, should be given to the untrained teachers. About two decades back, an opinion was pressed that every one cannot be a good teacher and, therefore, the pupil-teacher should be selected after the higher secondary schooling and given a longer duration training in both the academic and professional subjects simultaneously. An experiment conducted in a special institute set up at Chandigarh about two decades back is reported to have failed. A similar integrated course given in the regional colleges of NCERT also does not appear to have created any distinguishing impact. But the programme is continuing with continuous efforts at re-organisation.

Knowledge is exploding. As such, every person needs professional and intellectual re-orientation. The need of the teacher in this regard is apparently the greatest. Accordingly, large scale programmes of refresher courses for the school (and college) teachers have been launched in the country. Effort is also being made to make use of educational technology in the conduct of this programme. In this regard, contribution of the organisations like, State Institutes of Education, State Institutes of Science Education, NCERT, and UGC are worthy of notice.

I should like to state that the country has made significant progress in the field of teacher education. The huge backlog of untrained school teachers has been cleared and today there is no dearth of trained teachers. There is, however, some shortage of trained teachers in subjects like English and Mathematics. Some of our secondary and higher secondary school teachers have been selected for appointment by the various countries in Africa and Asia and they are working there successfully.

In the past, several efforts were made to re-organise and improve the quality of our pre-service training of teachers. But not much could be achieved. As a result, many of the teachers continue to say that a good deal of what they learnt during their training is of no avail in their teaching work. This is an area which continues to need attention and improvement.

### Medium of Instruction

The medium of instruction is another parameter affecting standard of education and achievements of the students. I think there is no country in the world, with a developed language of its own, where the medium of instruction at school stage is a foreign language. In India too, the general policy is to use the mother tongue or the regional language as the medium of instruction at the school stage. The government and the aided school system is mostly following this policy. There are, however, a small number of public schools and convent schools which continue to teach through English, which is neither the mother tongue of most of their students there nor the regional language of the area. Such schools are generally located in big cities and towns. They charge heavy fees and are thus exclusive in character. Some of them, however, show good result in the public examinations. Some of them also have better physical facilities and programmes for co-curricular activities. The medium of instruction in the colleges of engineering, medicine and management, which provide higher potential for employment to their students, continues to teach through English only. For these considerations, the English medium schools are popular among the parents. As a result, English medium schools are getting opened in smaller towns too. All of them are financially self-sufficient, and some of them make good earnings.

### Three-Language Formula

This formula was determined soon after the independence by the CABE the supreme advisory body for education. It was an attempt to compromise the positions of the mother tongue, the national language

and English, each of which is important in its own way in a multi lingual country, like India. The formula provides for the study of the just mentioned three languages in the non-Hindi speaking states and of English, Hindi and another modern Indian language, preferably a south Indian language in the Hindi states. These three languages, preferably a south Indian language in the Hindi states. These three languages were to be studied compulsorily by all children during the middle and high school stages. This arrangement equalises the load of language-study on the students all over the country. The education policy of 1986 has reiterated this same formula.

The above formula was adopted by all the states. After some years, however, it acquired a political overtone. Some opposition was expressed against the study of Hindi, and in one state only two languages, namely the regional language and English are taught in the state system of education. It has also been complained that the Hindi states have not been implementing the formula correctly. It is true that in these states, Hindi, English and Sanskrit have mostly been taught. It must, however, be mentioned that in the Hindi areas, say in Uttar Pradesh, intermittent efforts have been made to arrange for the teaching of a south Indian language in some schools; and for that purpose, some school teachers were got trained in language-teaching in the concerned states. But the progress in these regard has not been significant. In modern times, the more languages one knows the better it is for him. In the Indian context, I think it is in the interest of every educated person to know at-least the regional language, Hindi (if it is different from his mother tongue), and English.

I have been holding the view that in order to find sufficient time for the study of other subjects like science and social studies, which are no less important at the school stage, the introduction of languages under the 3 language formula should be staggered from class V or VI to class X with the condition that every language is studied for atleast three years. I have also been pleading, towards the same end, to provide for the study of each language at two levels through alternative syllabi and to permit every student to study each of the three languages at any of the two levels according to his aptitude and future needs. The CBSE has been following this policy for the last two decades or so.

I should also like to say that due to its special position in Indian culture, Sanskrit too should be accepted as one of the three languages under the formula. This will also be in harmony with the importance given to the teaching of Sanskrit in the 1986 education policy. This will also introduce greater elasticity and feasibility in the formula. In the Hindi areas, encouragement should be given to the study of a south Indian language by as many students as possible; and for that purpose, all necessary facilities should be made available in the school system. But I think that if we take a realistic view, these states should not be criticised if many children there do not offer to study a south Indian language because (i) most children in these states have little opportunity to use the south Indian languages and therefore, they have little motivation to study them, and (ii) it is not reasonable to equate Hindi, the constitutionally accepted national language with other languages of

the country although it is true that every Indian language is equally important is also a national language, language of the nation deserve to be developed and popularised in every possible manner. Thus I think that in the Hindi areas language combinations like (a) Hindi, English and Bengali, or (b) Hindi, English and Punjabi or (c) Hindi, English and Oriya, or (d) Hindi, English and Gujarati, or (e) Hindi, English and Marathi, or (f) Hindi, English and Kashmiri should also be fully acceptable under the formula.

In this connection, I should also like to add that we should treat the language and its script as two separate entities. For example, Urdu, which was born and developed in India only, has traditionally been written in the Persian script, but now it is written in devanagari script as well. Similarly, Sindhi is largely written in devnagari script, but some persons continue to write in the persian script. it is possible to write any language in any script. it seems worthwhile to suggest, therefore, that the third modern India language under the formula should be taught through the script of the mother tongue of the student or that of the regional language, whichever is known to him. This will reduce to about half the strain on the student to study the third language. Through this arrangement, the student will also start speaking the third language earlier than before. The concerned script can be learnt later in life by those students who feel the need for it or are interested in learning it because of their linguistic aptitude or otherwise.

English has largely become the international language. It has also established itself as an important library language in the sense that bulk of literature on specialised and other important subject is available in English only. As a consequence, the teaching of English has been gradually introduced even in countries like Japan, the two Germanies, France and USSR, when it was never taught in any big way and where all work, including teaching, was done through the concerned national language alone. The treasure of English language, which India has acquired through its long contact with the British should, therefore, be preserved; and wherever English is taught as a subject of study, it should be done well.

#### Text Books

With the large-scale expansion of educational facilities and the consequential enrolment, need was felt to make available good text books at low prices, which all the students could afford. Earlier, such books were written by individual authors and published by private publishers, which were commercial establishments and worked mainly for profit. These books were costly and they were sometimes selected on considerations other than the quality. Government hand, therefore, to nationalise the text books. As a consequence, there were some teaching troubles in the beginning like delayed supply and the publication of spurious editions. But these were gradually resolved. The contents of the nationalised books are good and their prices very low. In this field, NCERT has made a praiseworthy contribution through the production of model text books which have been willingly adopted or adapted by the various state governments and other organisations running the schools. So also the production of the

Central Institute of English and Foreign languages, Hyderabad in respect of the English language series of text books. Mention in this regard may also be made of the National Book Trust (a government undertaking), the Children's Book Trust and a number of private publishers who have brought out supplementary reading material for the secondary and other stages of education. Some of the Indian text and other books on various subjects in English are being imported by other countries too.

Generally speaking, India has become self-sufficient in producing its own reading material for general education at the school stage. Of course, some reference books like dictionaries or encyclopedias continue to be brought from outside as well.

### Curriculum

Continuous efforts to reconstruct the secondary education curriculum have been made from the beginning of the post-independence period. The object has been to modernise the curriculum, to make it more meaningful and relevant to the needs of the students, to equip it to meet better the social and other needs of the country, and to raise the standard of education generally. This work has largely been done by the boards of secondary education, which are generally autonomous in character and are not an integral part of the government secretariat. The Central Board of Secondary Education has been playing a leading role in this field. The Council of Boards of Secondary Education, popularly known as COBSE and born in 1970, has contributed to coordinate the work of curriculum reconstruction in various states and pass on the best experience from the board to the other boards.

In the year 1963-64, CIBE introduced an All India syllabus for its member schools, which were spread all over the country and abroad. In fact, introduction of this all India syllabus could be considered to be an educational reform. Previously, the boards or universities, conducting the secondary school examination had laid down their own curricula for the schools in their jurisdiction. The proposal for an all India Syllabus, with suitable variations in each state, was then incorporated in the 1968 national policy on education. This was reinforced by the 1986 policy. The latter policy has actually visualised the introduction of a national curricular framework in the schools all over the country. Such a curriculum is desired to fulfil certain important requirements. In its preparation, the socio-economic considerations are to include principles of equity, strengthening of national identity, and development of scientific temper, art and creativity. Other elements like explosion of knowledge and the appropriate technology to cope with it, interface between work and education, value education, and global perspective are also to be duly emphasised. Centrality of the student, professional role of the school, and focus on learning instead of teaching are to be the pedagogic concerns.

The national curriculum also visualises a common core as an essential feature. The core is to include elements like history of India's freedom movement and constitutional and other elements which



are essential to nurture national identity. This component is also to be centered around certain learning outcomes, which are the same for all learners. In this manner, the new curriculum hopes to secure a basic uniformity in the attainments of all learners and the standard of education all over the country.

#### Examination Reform

The pre-independence system of education in India has been examination-ridden as well. Accordingly, various measures were taken during the post-independence period, to reform the examinations and make our system of evaluation more scientific in character. They should also minimise the impact of change factor and the subjectivity of the examiner and contribute to raise the standard of education. The efforts made in these regard have brought about these improvements in our examination system :-

1. Increasing emphasis is now laid on internal evaluation, for the teacher is the best evaluator of his pupils.
2. The questions and question-papers have been improved by (a) basing the questions on appropriate objectives of education so as to secure their validity, (b) ensuring their reliability, (c) controlling options in the question papers to the extent of abolishing the over-all options, (d) introducing short answer questions in a fair proportion, leading to greater coverage of the syllabus, (e) making both essay type and short answer type questions more specific and pointed in scope, and (f) requiring the paper setter to submit outlined answers and the marking scheme.
3. The evaluation procedure have been bettered by (a) supplying outlined answers and marking schemes to the co-examiners, (b) providing the latter with detailed instructions to ensure uniformity in evaluation, and (c) introducing central evaluation.
4. Adding oral examination to evaluate oral expression as well.
5. Introducing grades in place of percentage of marks.

#### Scheme of School Classes

The first attempt at changing the on-going structure or scheme of school and college classes and introducing a broad uniformity in the same all over the country was made in mid-fifties with the introduction of the 11 year higher secondary school and the 3 year degree course in arts, science and commerce. But for various reasons, these attempts further complicated the on-going scheme. In the mid-sixties, therefore, another attempt in the same direction was made by introducing the 10+2+3 pattern of education. The same pattern has been reiterated by the 1986 education policy. In fact, this policy has moved a step further in the direction of uniformity by breaking the first 10 years of schooling into 5 years of primary education, 3 years of middle education and 2 years of high school education. Thus the suggested structure should become (5+3+2)+2+3 all over the

country. At the time the 10+2+3 structure was recommended, the on-going structures in different states were as under :-

#### The 15-year Group

Andhra Pradesh	(10+2)+3
Assam	(12+1 or 13)+3
Bihar	(11+1 or 12)+3
Gujarat	(11+1)+3
Karnataka	(10+2)+3
Kerala	(10+2)+3
Nagaland	(12+1)+3
Maharashtra (Western Region including Bombay city)	(11+2)+2
Meghalaya	(12+1)+3
Orissa	(11+1)+3
Tamil Nadu	(12+1 or 13)+3
Arunachal Pradesh	(11+2)+2 and
Goa	(11)+3 (one school only)
Pondicherry	(11+1)+3

#### The 14-year Group

Haryana	(10+1 or 11)+3
Himachal Pradesh	(10+1 or 11)+3
Jammu and Kashmir	(10+1 or 11)+3
Madhya Pradesh	(11)+3
Maharashtra (Marathwade and Vidharba Regions)	(10+1 or 11)+3
Manipur	(10+1 or 11)+3
Punjab	(10+1 or 11)+3
Rajasthan	(10+1 or 11)+3
West Bengal	(10+1 or 11)+3
Uttar Pradesh	(10+2)+2
Tripura	(10+1 or 11)+3
A & N Islands	(11)+3
Chandgiarh	(10+1 or 11)+3

Gradually, the 10+2+3 structure has been introduced or is being introduced everywhere in the country.

An integral part of the 10+2+3 pattern has been the introduction of science teaching right from class I. In fact, it visualises the study of the same subjects in all classes upto class X all over the country. That is, the element of optionality in the subjects for study was taken away from the school stage between classes I and X. In other words, an all India scheme of school studies was introduced for the whole country.

The structure also contributes to raise the standard and quality of education, although it is not basic to that rise. The All India Education Commission of 1964-66, on whose recommendation the 10+2+3 structure was introduced, had actually aimed at transforming the whole system of Indian education through the structure. As already stated,

this structure provides for a clear stage of 2 years, the +2 stage, in which the traditional general education should be supplemented with vocational courses. A uniform structure all over the country also strengthens national and emotional integration. It makes it easier to produce textbooks and other reading material for the students and price them low, it also facilitates improvement of our programmes of pre-service and in-service training of teachers as also their mobility and employment. The inter-regional movement of the people for trade, commerce, industry and other purposes is also made easier through a uniform pattern of education all over the country.

### Kendriya and Navodaya Vidyalayas

Following the recommendations of the 2nd Central Pay Commission, the government of India decided to set up, in mid-sixties, a network of schools called Kendriya Vidyalayas in different places where there was concentration of central government employees. These schools were intended to provide schooling facilities to the transferable central government employees, including the defence personnel. The balance of the seats, if available in any vidyalaya, could be given to other categories of children in a specified order of priority. This was a kind of welfare measure for the central employees; because with the adoption of regional language as media of instruction at the school stage, the education of their young children suffered when they were transferred from one state to another. All the Kendriya Vidyalayas, therefore, provided the same curriculum and activities and adopted the same media of instruction, namely Hindi for social studies and English for science and mathematics. They provided classes I to XII and were affiliated to CBSE. Gradually, these Vidyalayas have become very popular and they are in great demand. They are administered by an autonomous organisation which is presided over by the Union Minister of Education and which has sixteen regional offices located in different parts of the country. I think more and more Kendriya Vidyalayas will be established as time passes.

In order to accelerate the growth of talent among the children, which have been neglected in the past, launching of a special scheme of model schools, one in each district, was incorporated in the 1986 policy on Education. About 250 such schools have already been established. These vidyalayas are to have classes VI to XII and the students to be enrolled in class VI are to be selected from out of those passing out from class V in the district. 75% of the seats in class VI are reserved for children from rural areas. Each of these schools is residential and fully financed by the Central Government. When the framework of the Scheme was made known, I had a discussion with the then Union Minister of Education, Shri K.C. Pant. I expressed the view that in education nothing could be a "model" and therefore the proposed schools should not be characterised as model in character. The medium of instruction, as announced at that time, was to be the same as in the Kendriya Vidyalayas. I pointed out to the Hon'ble Minister that since most of the children to be admitted in class VI would have studied through languages other than English and Hindi, it would be difficult for them to adjust to the proposed media. I later found that the name of the schools was changed to Navodaya

Vidyalayas and the media of instruction in classes VI and VII was changed to the mother tongue of the students or the regional language.

Both the Kendriya and Navodaya Vidyalayas have been planned as pace-setter institutions. In this manner, apart from serving the specific causes, for which they have been established, they are also to contribute to raise the standards of school education in the country. While the Kendriya vidyalayas have created a good impact, the Navodaya Vidyalayas have just started and their impact will, therefore, be watched with interest by all of us.

## 1. The Origin and Role of the University Grants Commission

The University Grants Commission was set up in 1956 under a Central Act with a comprehensive role "to take in consultation with the universities or other bodies concerned all such steps as it may think fit for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities".

The rapid growth of universities without proper infrastructure in the States became a matter of concern for the University Grants Commission. It, therefore, laid down guidelines for the establishment of new universities.

The UGC Act was amended in 1972 with a view to regulating the unplanned proliferation of universities by adding a proviso which said, "No grant shall be given by the Central Government, the Commission, or any other organisation receiving any funds from the Central Government, to a university which is established after the commencement of the UGC (Amendment) Act, 1972, unless the Commission has, after satisfying itself as to such matters as may be prescribed, declared such university to be fit for receiving grants".

Another important power invested in the Commission under the Act is to enquire into the financial needs of the universities, to allocate and disburse grants for the maintenance and development of universities and to recommend to any universities the measures necessary for the improvement of university education and to advise the university concerned upon the action to be taken for the purpose of implementing such recommendations.

The University Grants Commission Act was further amended in September, 1984 to enable it to establish institutions for providing common facilities, services and programmes for group of universities or for the universities in general.

## 2. Plan Programmes

The Commission formulated its programmes and guidelines for the universities for preparing their plan proposals.

The development assistance to the universities during the plan periods related to the stage of their growth, keeping in view the need for the qualitative improvement and to remove as much as possible regional imbalances in the development of facilities for higher education.

Universities which have already reached a critical size were advised to exercise utmost restraint in expansion of enrolment. It was suggested that demands for additional enrolments in undergraduate courses should as far as possible be met through correspondence

courses, extended/evening classes, and by allowing students to appear as private candidates.

It was also visualised that developed universities with strong departments would establish relationships by which they could help the academic growth of less developed universities and departments. Efforts would also be made to bring about greater coordination amongst the universities within the same states for purposes of collaboration, avoidance of duplication, setting up of non-viable departments and to encourage student mobility to institutions with better or more adequate facilities.

Colleges received basic grants for purposes of augmenting their library services by purchase of books, journals, etc. improvement of laboratory facilities required for undergraduate instruction, and for faculty improvement to enable teachers from the colleges to improve their competence as teachers by participation in a variety of programmes, such as working towards M.Phil with the help of teacher fellowships. These basic grants would be payable by the Commission on 100% basis without requiring any matching contribution from the college or the state government.

Development grants were available, over and above the basic grants, to colleges which satisfy the prescribed qualifying criteria. Assistance for development of postgraduate departments in colleges also continued.

Assistance was made available to colleges for taking up quality improvement programmes, such as, COSIP, COHSSIP; support for research projects, lead colleges and other special programmes, on a selective basis. Special consideration was given to the development of colleges in educationally backward districts as also having larger concentration of scheduled caste/scheduled tribes.

### 3. Developments during the Plans

#### Expansion of Institutions/Enrolment

There has been a steady increase in the number of universities, institutions deemed to be universities and colleges. The number of students enrolled in universities and colleges has also gone up. Efforts made by the Commission to regulate the growth of higher education have started bearing fruits. This regulation was guided by the following consideration adopted by the Commission :

- Regulation of admission in order of merit;
- Checking the establishment of new universities and colleges except in backward areas;
- Vocationalization of the secondary level of education;
- Restructuring of courses of study at the first degree level;
- Provision of facilities for greater enrolment through correspondence courses; and
- Equalization of educational opportunities for weaker sections of the society.

The proportion of senior teachers viz. professors and readers to the total teaching staff has gradually gone up. The teaching staff in the affiliated colleges also went up.

Enrolment at the undergraduate stage varied between 87 to 88 per cent of the total enrolment, while postgraduate and research enrolment had been in the vicinity of 10-11 per cent. Diploma/certificate courses accounted for the remaining enrolment.

#### Establishment of New Colleges

The Commission advised the state governments to check the proliferation of colleges except in backward areas or when necessary to meet genuine educational needs as indicated by a properly co-ordinated state-wise survey.

#### Women's Education

Educational opportunities for women in the sphere of general and professional education at the University level have expanded appreciably in recent years. The highly specialised and professional courses are no longer a male prerogative. There has been a gradual increase in the number of women's colleges. The percentage of women to the total enrolment also increased.

#### Scheduled Castes and Scheduled Tribes

The Commission made intensive efforts to ensure the implementation of the orders of the Government of India regarding the reservation of seats for Scheduled Caste/Tribes students for admission to various courses of study and hostels, appointment of persons belonging to Scheduled Caste/Tribe communities in non-teaching posts and for the post of lecturers in the Universities. The Commission has made provision of reservation in a number of programmes initiated by it from time to time. It has also initiated a number of schemes specially for the advancement of persons belonging to these communities.

#### Coaching Classes for Minority Communities

The Commission provided assistance to universities and colleges for organising special coaching classes for students belonging to socially and economically weaker sections of the minority communities.

### 4. Maintenance and Co-ordination of Standards

#### Promotion of Excellence

The Commission initiated specific programmes having a direct and significant bearing on standards. These programmes were related to special assistance for selected departments in sciences, humanities and social science subjects and of recognising certain departments as 'Centres for advanced study' with the object of strengthening postgraduate teaching and research. These centres function on all

India level by attracting teachers and scholars from all over the country.

Under this scheme, the Commission gave substantial assistance to promising university departments to enable them to come up to requisite standards.

#### Improvement of Teaching & Research in Science, Humanities and Social Sciences

The Commission launched the College Science Improvement Programme (COSIP) with a view to bringing about qualitative improvement in the teaching of science at the undergraduate level through integrated and simultaneous improvements in the subject matter, methods of instruction, syllabi, curricula, laboratory/exercises, workshops, library and teaching material.

The Commission later extend this programme to humanities and social sciences. The number of colleges implementing COSIP and COHSSIP has gone up in a spectacular manner in view of the special emphasis of the Commission on this scheme as an important measure for improvement of standards in the collegiate sector.

#### Other Measures to Improve Quality

Special mention may be made of the efforts of the Commission to declaration of Institutions as those deemed to be universities. The main purpose of this measure is to bring such institutions under the purview of the UGC which for historical and other reasons are not universities; but are doing university level work of a standard in an academic field.

The Commission framed regulation for the minimum standards of instruction for grant of a degree by a university. The regulations provide that no student shall be eligible for admission to the first degree course, unless he has successfully completed 12 years schooling. No student shall, however be eligible to seek admission to master's course, unless he has successfully pursued the first degree course of three years duration. These regulations also prescribed the minimum number of working days, measures of examination reform, qualifications of teachers, norms for infrastructural facilities etc. Similar regulations have also been framed in respect of first degree course under non-formal education.

Another important measure taken by the Commission for improvement of standards was the introduction of a national level test for the award of Junior Research Fellowships allocated to the universities. The central aim of this test is to overcome the problems of comparability by bringing uniformity in standards of evaluation in different universities and to ensure that only the best deserving students are selected for the award of fellowships.

The first national level test was held in August, 1984. The objective of the examinations is to test (i) the research aptitude, reasoning ability and comprehension of the candidates; and (ii)



competence of the candidates at the postgraduate level in the core and elective areas in the optional subjects taken by them.

#### Creation and sharing of common facilities

Keeping in view the scarcity of resources and the need to optimise the use of sophisticated facilities, instruments and expertise in highly specialized areas, the Commission has been in favour of providing common facilities, services and programmes for a group of universities and to provide funds for their maintenance for which now there is an enabling clause in the UGC Act. It was with this end in view that in 1984, the Commission took the initiative to set up a Nuclear Science Centre at the Jawaharlal Nehru University Campus, New Delhi.

#### 5. Restructuring of Courses and Examinations

The scheme of restructuring of courses is based on the following :

- (a) An immediate need for combining the academic component of courses at the first degree level with relevant applied components suited to working experience and to the local/regional needs;
- (b) Re-orientation of existing courses in subjects to the needs of the region/community and also the introduction of some relevant applied disciplines/subject related to basic subjects or subject groups;
- (c) New courses of applied nature to be introduced do not have to be necessarily in the nature of professional and/or job-oriented courses, but should involve development of appropriate skills and competencies;
- (d) Restructured courses are expected to promote skills and values.

A restructured course is expected to have three essential components :

- (i) Foundation Courses
- (ii) Core Courses
- (iii) Courses of Applied Nature

An important activity of the Commission has been the appointment of panels of experts in various subjects of study and research to advise it on all matters relating to the present status and standards of teaching and research in the subject concerned, facilities available within the country and in different regions for teaching and research in the subjects, and also to suggest measures for further development of facilities to promote studies at an advanced level.

#### Examination Reforms

Through wide ranging consultations, the Commission has succeeded in evolving consensus in favour of three important measures of

examination reform. There are continuous internal evaluation, creation of question banks and grading.

## 6. Faculty Development

Because of the critical role of the teachers in determining standards of higher education, faculty development has been one of the primary concerns of the UGC from the very beginning. Some of the relevant programmes supported by the Commission in this behalf are faculty improvement programme, schemes of providing visiting professors and fellows, and schemes enabling teachers to take time off their normal teaching, to engage in writing up the results of their studies and researches. Book writing programmes are also supported.

The Commission succeeded in prescribing by regulation the minimum qualifications for appointment to various teaching posts in universities and affiliated colleges.

The Scheme of research scientists was introduced with a view to promoting high quality research in universities. One hundred such positions in science and the same number in humanities and social sciences were created in the grades of lecturers, readers and professors. Persons of outstanding merit are centrally selected.

The Commission continued to support the efforts of universities and colleges in providing opportunities to teachers and research workers to participate in seminars/symposia, refresher courses, workshops and conferences etc.

Other schemes of faculty improvement are National Fellowships, National Associateships, National Lecturers, Teacher Fellowships, Career Awards, Travel Grants etc.

In the case of women teachers, the Commission relaxed the maximum age limit by 10 years for the award of research fellowships, teacher fellowships and research associateships.

The Commission has also taken steps to improve the service conditions of teachers.

## 7. Support for Research

The Commission has, since its inception, regarded research as basic to the concept of a university and held the view that teaching and research can best flourish in combination rather than in isolation.

The Commission has invested a significant portion of its funds in developing infrastructure in the Universities and colleges, setting up of centres of excellence and providing assistance to selected individuals, group or departmental research projects. Such projects fall into two categories - major research projects and minor research projects.

Under Major Research Projects, the Commission substantially stepped up its efforts for the purpose. Priority is given in interdisciplinary research particularly in areas of crucial importance.

Under the scheme of support for minor research projects in science, physical and social sciences, the Commission provides financial assistance, to an individual teacher who wishes to undertake along with his regular work, a short term study or investigation for a doctoral degree under approved supervision.

There has been a significant increase in the number of projects and the quantum of financial assistance approved for both types of projects.

Considering the fact that more than 20,000 scientists are working in the university system who are seekers of information retrieval, the Commission agreed to the establishment of a centre for science information at the Institute. This Centre has now started functioning and serves the information needs of research scientists in all universities. Similar centres in humanities and social sciences are set up at the M.S. University of Baroda, and the S.N.D.T. Women's University, Bombay.

The Commission initiated a programme of assistance to universities to set up university science instrumentation centres with the object of pooling together costly and sophisticated instruments for common use of different science departments. The Commission also provides assistance to Regional Instrumentation Centre at the Indian Institute of Science, Bangalore, and Western Regional Instrumentation Centre, Bombay.

The Commission in consultation with the Electronics Commission, agreed to provide medium sized computers in selected universities.

## 8. Relevance of Education

The Commission embarked upon a major programme of providing financial assistance to universities and colleges for adult continuing and extension education and for distance learning.

### Distance Education

The Commission has been supporting the programme of distance education/correspondence courses to enable a large number of interested persons with necessary aptitude to acquire further knowledge and improve their professional competence.

The Commission has also accepted the view that the institutes of correspondence courses should not be treated as income generating institutions but as educational institutions like any other educational institutions in the country.

## 9. Utilisation of INSAT for Higher Education

The University Grants Commission has taken the initiative to utilise the transmission time assigned to higher education in the INSAT IB satellite TV programme.

The Commission is supporting four Educational Media Research Centres (EMRCs) and nine Audio visual Research Centre (AVRCs) for training and production of software.

Some of the UGC Media Centres are already producing Educational TV Programmes which are being televised through INSAT IB via Doordarshan network. Nearly 30% of the programmes televised are produced by the Centres at the moment.

## 10. Regional Co-operation

Sharing in a common historical background, the higher education systems of several Asian countries face common problems and challenges. This coupled with the winds of modernisation sweeping across this part of the globe, make university education a fruitful area in which to explore possibilities of regional cooperation. A four day conference of Vice-Chancellors/Heads of Universities in the Asian and Pacific Region was held at Vigyan Bhavan New Delhi on March 18-21, 1985.

A ten day regional symposium sponsored jointly by the UNESCO Regional Office for Education in Asia and the Pacific, Indian National Commission for Cooperation with UNESCO and the UGC on promoting equity, excellence and efficiency in Higher Education in the Asia - Pacific Region was also held in New Delhi on October 15-24, 1985.

## 11. New Education Policy 1986

The Commission gave high priority to the implementation of the NPE (1986) as elaborated in the Programme of Action (POA) approved by the Parliament.

Some of the major thrust areas of the NPE which were pursued with vigour are :

- Autonomous College
- Redesigning of courses
- State Councils of Higher Education
- Accreditation and Assessment Councils
- Alternative Models of Management in Universities
- National Qualifying Test for recruitment of teachers
- Making research and development broad-based
- Training/Orientation of teachers
- Improvement of Efficiency
- Youth and Sports
- Education for the Minorities, Scheduled Castes/Scheduled Tribes, Handicapped and Women.

The Commission made concerted efforts in promoting awareness and acceptance of the ideals of the NPE through discussions at appropriate levels with State/Central governments, university authorities, teaching community etc. besides constituting expert groups to formulate action plans, guidelines, financial pattern etc. Simultaneously, organization of seminars, workshops, meetings with academics and follow up action with universities were the strategies adopted by the Commission to accelerate the process of appreciation of the NPE - POA by the university community.

A brief outline of the progress of implementation of New Education Policy is given in the following paragraphs :

1. Proposals of all eligible universities have been finalised for normal developmental assistance as per new guidelines based on NPE for the universities during the 7th Plan period.
2. New guidelines for colleges as per NPE - POA have been formulated and widely circulated. Developmental grants to a large number of colleges have been approved as per these guidelines.
3. Guidelines for granting affiliation to new colleges were finalised and circulated to the Universities/State Governments.
4. A Committee is working on the management pattern of various university bodies in the light of the new demands on the university system.
5. Computer facilities have been sanctioned to universities. In addition, colleges have also been provided with PC/XT computers and other systems. It has been decided to increase the number of colleges from 200 to 400 for providing computer facilities during the 7th Plan period.
6. Regulations for minimum standards of instructions for the grant of first degree were framed and circulated to the universities.
7. Proposals of 95 new colleges have been approved for grant of autonomy. 80 proposals are under consideration of the universities.
8. The details for conducting qualifying test for recruitment of lecturers have been finalised.
9. Curriculum Development Centres were established with a view to meeting the growing demands of specialisation and provide flexibility in the combination of courses. Most of the Centres have finalised their reports.
10. A scheme for improvement of salary and service conditions of university and college teachers was announced in June, 1987 as one of the measures for improvement in the quality and standards of teaching and research in the universities and colleges.

11. The Commission has approved a scheme for establishment of Academic Staff Colleges (ASC) for the orientation of newly appointed college and university lecturers. 48 universities have been identified to set up ASCs. Of these, 28 ASCs have already started organising orientation courses.
12. Performance appraisal and code of professional ethics for teachers has been finalised in consultation with AIFUCTO representatives.
13. Modern Computer-based Information Centres have been set up at the Indian Institute of Science, Bangalore (Science), SNDT Women University, Bombay (Humanities) and M.S. University, Baroda (Social Sciences).
14. A Nuclear Science Centre has been established at the Jawaharlal Nehru University campus, New Delhi as an Inter-University Centre. Another Inter-University Centre in Astrophysics and Astronomy has been established in Poona.
15. The revised guidelines on State Councils of Higher Education have been formulated and circulated to the State governments and universities. A State Council for Higher Education has since been set up in Andhra Pradesh.

The details for conducting qualifying test for recruitment of lecturers have been finalised.

## Higher Educations Reflections and Prospect

Rais Ahmed

I welcome that in the context of 40th Anniversary of our Independence, and Jawaharlal Nehru's birth Centenary, the Ministry of Human Resource Development has called this Conference, inter alia, to review the situation in regard to Higher Education.

Fortunately for me, during the last 3 or 4 years, there has been a country wide discussion about education, preceded by the document Challenge of Education and culminating in Parliament's approval of a National Policy on Education, and a Programme of Action. In the same years, there has been a serious discussion among scientists of our performance and potential in Science and Technology. Furthermore, our economic policy, with its recent directions, has generated a lot of debate, which has not excluded the social and political developments taking place in the country.

### Higher Education as part of a larger reality

To my mind, there is a running thread between these discussions - not only are these largely overlapping sectors, but also interacting sectors. There is a commonality of the source and nature of problems.

Higher Education not only provides the manpower for science and technology, but also makes a substantial contribution to ideas and actual research in all fields. If increasing numbers of scientists and technologists cannot get challenging jobs here, and have to migrate or be unemployed, motivation and performance in high education will be affected. If our industries, or our socio-economic conditions, have not benefitted from our science and technology, not only resource generation has been adversely affected, but also an intellectual challenge has been denied to us. Bulging import bills for technologies and goods, not only constitute a drain on foreign exchange, they produce employment in other countries and frustration among scientists. If poverty, ignorance, ill health and unemployment afflict half of our population, they will not only cause enrolment and increase drop out rates in education. The general impact of our social and political dilemmas is to be found in the working of all our institutions, from Panchayati Raj, to Centre-State relations, research institutions, schools, colleges and universities.

To my mind, these interactions, or impacts of one sector on another are not far-fetched. They are part of one reality. If I may say so, the problems and failings of the educational sector or of higher education cannot be examined in isolation - and they will not disappear through purely internal remedies. Of course, this does not mean that internal remedies have a secondary position, or the people who manage them, largely teachers, have a secondary position. In fact, as people they are a common stock, display common characteristics, and they also have a crucial responsibility in their own institutions and system, as well as in the larger national scene.

I think Mr. Nehru made a very perceptive remark, true backward and forward, that "if the universities discharge their duties adequately, it is well with the nation and the people."

I will be a little more concrete by briefly, and hence selectively, taking stock and "pin-pointing" strengths and weaknesses.

#### Strengths and Weaknesses: (Expansion)

The greatest strength has been the tremendous expansion of the higher educational system, from an enrolment of 106, 043 in 1947 to about 3.5 million now - which is a factor of more than 30. The diversity is also remarkable since all faculties and professions are included. Women's share of enrolment increased from 9.35% in 1947-48 to 29.6% in 1985-86. Scheduled Castes had a share of 6.5% and 4.3% in general and professional education in 1964-65 which rose to 7.7% and 6.8% in 1977-78; while their population is about 15% of the total. A sample of the survey I am conducting gives me the surprising result that perhaps 50% of scholars working towards their Ph.D have both their parents educated only upto +2 level. Through the mechanism of affiliated colleges, which for example increased by 760 between 1980-81 and 1984-85, higher education has been made available to people even in the farthest regions of the country. About 86% of undergraduates and 55% of postgraduates study in these colleges.

But a major part of this expansion has been unplanned, done without intervention of the Planning Commission, or the University Grants Commission, or the State Planning Board. In fact academic agencies have hardly a role here, the initiative, and the reason for setting up a college is to be found in prestige and position which an individual may be seeking. Quite often, and in some States more than in others, the reason for setting up a college is to make money in a big way and obtain clout in politics of personal advancement. The natural consequences are (1) a faculty wise unbalance because arts colleges are the cheapest to set up and they sprout particularly in the educationally backward areas - in one State 80% graduates go to these colleges, (2) the UGC finds one-third of the colleges to be non-viable, they don't have enough students or teachers or other facilities, (3) the infrastructure of these colleges is so poor, and performance so bad that students demand the right to copy at the examinations ! In one State, the Chief Minister spoke of the "educational mafia" and I need not comment further on this glaring weakness which shows up in education but belongs to the larger system. These may be exceptionally bad cases, but in my estimate, nearly half the 6000 odd colleges are in dire straits, and through them we are perhaps putting 1/2 million young people, with inadequate education and doubtful social and political values and attitudes, into the mainstream. And how is this to be corrected? Is the correction within the power of the educational system? These are the questions which I am by passing for the moment.

#### Strengths and Weaknesses : (Allocations)

The other area of strength is more directly connected with the government. The expenditure on education as a whole has increased



from a mere 55 crores in 1947, to 5,186 crores in 1982; in terms of per capita expenditure on education, it is a rise from Rs. 2.10 to Rs. 74.00. A research study published by NIEPA analysed the expenditure per pupil at various levels of education in terms of current prices as well as constant prices taking 1970-71 as the base. The constant prices data showed that from Rs. 4011.7 in 1950-51, the expenditure in 1975-76 declined to Rs. 3664.5 as far as higher education is concerned. For general colleges, the decline was from Rs. 486.7 to Rs. 330.9, and for professional colleges from Rs. 1640.4 to Rs. 890.1. These are huge declines - approximately 10% for higher education as a whole, 30% for general colleges, and 45% for professional colleges! Since these are gross averages, and some institutions may be spending, per capita as much as before, there must be many spending far less. The decrepit conditions in half the general and professional colleges are a reflection of these allocations. In some States universities cannot meet even their committed expenditures. In one State it was mentioned to an AIU Committee that 9 crores per year was being paid towards interest of university loans!

#### Strengths and Weaknesses : (Research and Linkages)

Higher Education and research in this sector have admittedly a symbiotic relation. Again expansion has taken place to the extent of a research enrolment of around 45,000. In the sciences, the enrolment is more than 20,000 and the total number of research workers is estimated to be around 40,000 or somethings like half the national total estimated by the DS T. What percent of our total R & D expenditure goes to the university sector? This figure has been estimated in the Programme of Action document to be a shocking "5 or at the most 6%". We must see it in the World context, since the developing countries all together spend less than 3 or 4% of the total expenditure on research and as such large numbers of our scientists and technologists are drained away to the research centres of the West, and their publications and programmes oblige many of us here to research on problems relevant to their stage of development. The allocation is a positive discouragement for talent to stay at the universities and to make a creative contribution to national development. It is a disservice to the nation.

Resources in terms of rupees and paisas for education and research are neither produced in the higher educational sector, nor allocated by them to themselves. But the resources they produce in terms of men, of ideas, of solution to problems, and objective critiques of policy and action are unique contributions to national life. The deficient resources and impoverished conditions are a consequence of poor national perceptions, or compulsions arising from competing establishments and interests created by government.

In a survey of scientific research responded to by 800 professors and readers, only 3.3% of them reported receiving support from industry or other users, and more than 60% were found uninformed about major national projects in their own field of work; even though a high percentage reported that they were doing applied or applicable research. There is not only lack of financial support but also lack of effort to draw upon the potential strength of the higher

educational institutions in the country's research endeavour. Ever since independence the policy has been to build the country's edifice of research outside the universities. The fact has been lamented many times, and policy statements have also been made to correct the situation, but nothing has been done to reverse it. The 1968 policy resolution of the Government of India on education said that "there is need to give increased support to research in universities generally. The institutions of research should as far as possible, function within the fold of universities or in intimate association with them". But not a single new institution created in the last 20 years was placed within the fold of the universities. Even linkages between universities and research institutions generally remain weak, what to say of linkages with user agencies many of which are central or state government departments. The need to make "research in institutions of higher education to be a part of the national research effort; and to encourage the setting up of national research facilities within the higher education system" has been reaffirmed, and need for coordination and planning has been underlined in the Policy and Programme in recently, but there is reluctance in action. Government's own research laboratories and industries don't interact in R & D, private industry persistently looks for turn key solutions with imported machines and know how, making us, perhaps, more and more dependent on foreign technologies. Mere injunctions to universities or research laboratories to create science applicable to our production problems doesn't work; even policy statements at the behest of education or science related ministries, do not change the trade, commerce, industry and agricultural orientations of the Government. By no means is the situation under the control of the institutions of higher education, they are a small, but indivisible, part of the Indian reality.

#### Strengths and Weaknesses : (Perception of Role)

The universities seem to have fallen in the esteem of the government, particularly the State governments. May be, having pruned their wings in many ways, they consider the universities now a burden, or a source of trouble. Distrust, and even fear, of critical evaluation at the hands of the academics also seems to play a role. The consideration with which Vice-Chancellors are appointed, and the manner in which they are sometimes dismissed or made to submit a "voluntary resignation" has drawn the ire of the academic community all over the country and even the bureaucracy has shared the feeling. If the prestige of the Vice-Chancellor suffers, his ability to lead the teachers and students to many urgently needed changes suffers, and as things are, the universities become even ungovernable. But that would provide just another argument to intervene from outside. The norms of political conduct and relationship have clouded the chances of the universities to reform themselves.

#### Strengths and Weaknesses : (The question of Quality)

The quality of higher education has suffered because of the terrain it has had to traverse. Quality is very hard to define or quantify. Even in pre-independence India, whose education system we roundly criticise we had a Raman, and a Tagore and we had many other

outstanding intellectuals, scientists and social scientists. There were universities which made a name for themselves. To day, too, we have good institutions and bad, sometime good departments in indifferent universities and vice versa. But the impression persists that all is not well with universities, just as it is with the nation and the people. The Kothari Commission said 23 years ago: "There is a general feeling in India that the situation in higher education is unsatisfactory and even alarming in some ways, that the average standards have been falling. Many realise how serious are the actual conditions, academic and physical, that obtain in colleges and universities. Even those who are broadly aware of the situation fail to notice its pignancy because they have become used to such conditions". I can only say that in the 23 years that have gone by, in my opinion, we have not been able to reverse the trend, what with chaotic expansion, constraint on resources, social and political style and predilections of leaderships, lack of integration and coordination in national social and economic structures, and the atmosphere of tension, self-seeking and poor work ethos which prevails amongst the people.

Many people, even in the academic field, believe that standards or quality are related to an expert coverage of an upto date syllabus. If we leave it to our subject specialists they will only try to achieve this target. But, teaching cannot lose sight of educational objectives such as cultivating the creative potential of students, or removing credulity and replacing it by a questioning and critical approach so that a student is able to evaluate any proposition independently. The idea of "pure" disciplines was popular 50 years ago. But now, to understand or analyse any important problem or to undertake research, interdisciplinarity is essential. An equally important factor is that each discipline is related to situations, conditions and problems in our own country, but we provide little understanding of these specific problems through what we teach. A student of physics even after the Master's degree can hardly discuss the variety of sources of energy which can be harnessed and what their relative merits and scope are in India; a student of economics would hardly be able to discuss the consequences of our present economic or industrial policy - what to say of the alternatives in development strategy. If we have to make available through higher education a stream of young people who have discussed and critically evaluated national problems in the free intellectual atmosphere of a university, we have to go beyond narrow "excellence" defined subjectwise. The discussions of theory, of application, and of social and economic concerns of the country related to the subject area should form an essential part of a curriculum. Seen from these considerations, the quality we produce by our large and uneven system is really poor and inadequate.

Thinking indeed is old fashioned and traditional, heavily coloured by the isolation of education from other aspects of life which was cultivated during the colonial period. It is further encumbered by the what I would call a cultural factor of living with the second rate because "something is better than nothing". Selections, promotions and "pushing up" are so largely affected by caste, community, linguistic or sex-based favouritism and prejudice in

most walks of life that the system as a whole operates at a low level of efficiency. Value systems practiced by teachers, like 95% marks to all internal assessments or approving Ph.D thesis which are perceived to be even "unsound" conceptually and methodologically, lower the esteem of the profession as well as the process in the eyes of students and contribute in no small measure to discontent among them. I have some quantitative data to support these general statements, but here I wish to stress the "cultural" factor which is not specific to education alone.

### Educational Improvement, a Challenge to the Nation

Finally, I have two points to make. One is that improving higher education and uplifting the scene there is not a problem exclusively of educationists. It is a problem of the whole country - all departments of government, all political parties and all the people. And there is no short cut. Wide ranging reforms in our perceptions, outlook and policy are needed to capture the "spirit of the people" which was the phrase Jawaharlal Nehru used in the opening sentence of the Scientific Policy Resolution. Everyone says we are living in a knowledge based society, and today knowledge is being consciously used - in the form of science, technology and all kinds of sophisticated hardware, to keep the developing countries down, and even to subvert their sovereign power to make decisions in accordance with national needs. The only way in which, we can counter these pressures is, therefore by strengthening and mobilizing our own knowledge base, and using it systematically for national reconstruction, and development. Capturing the spirit of the people, however, is related to the nature of the reconstruction, which has to be oriented towards satisfying the minimum needs of our people in the spirit of what Nehru meant by trust with destiny, and Gandhi by swadeshi. This is not the occasion to spell this out any further; and this is not also something which the government can do by a fiat of management or just adopting a policy. It requires building a movement, creating a new consciousness, and implementing a carefully designed programme with popular support and participation.

Some may interpret this whole approach as negative, because seemingly it neither reaffirms the National Policy on Education nor suggests a clear new course of action. Well, I consider the National Policy on Education as a valid document setting out the new approaches within education and indicating broadly what has to be done to provide resources, linkages and socio-political support to the system. Several steps are being taken and schemes are in the pipeline - but the impression persists that the momentum is beginning to be lost. There is the resource crunch, and one can almost see the axe which is likely to fall on education. I would be tragic indeed because the Government and the Prime Minister went all out to seek new adjustments in education, and the sovereign representative of the people - the Parliament, clearly indicated a financial commitment. Numerous other factors which I have outlined in this note are, however, conspicuous by their absence. As I have stated, much of the area of reform lies outside education, from economic and social policy related to development, to change on the part of politicians and planners in the academic institutions and individuals in providing a critique of

social action. By putting the Policy through the Parliament, it was hoped that commitment to the basics could be obtained from all wings of the Government, and from all political opinions. But there have been systemic limitations to this.

#### Social Change and the unique role of teachers

My second point is that the institutions of higher education themselves have a great potential to change the perception of the Government, of politicians and of the people at large. Here, teachers are the prime movers. Through education and extension they can bring about better appreciation and understanding of social reality, and they can inculcate sensitivity and values, which can help to take us out of the socio-economic-cultural broth or environment that puts so many limitations on our achievement. Of course, they will first have to cast away old thinking, and realise the power that education wields to transform society. They work in conditions of relative freedom, more than what is available in most other sectors of society. Their intellectual contribution, and unsparing, but objective, studies of critical issues of policy, planning or impact thereof would be most relevant in the search for alternative approaches to development. If the teachers, who are themselves in the forefront of learning and creative activity, see the new dimension of their responsibility, a mighty upsurge could be caused through two million young men and women who come out of the portals of higher education every year. The spirit of the people could indeed be recharged. In my opinion, herein lies great hope for the future.

## TECHNICAL EDUCATION OVER THE PAST FORTY YEARS

### 1.0 Introduction

1.1 Technical education is one of the most significant components of human resource development spectrum with great potential for adding value to products and services, for contributing to the national economy, and for improving the quality of life of the people. In recognition of the importance of the sector, the successive Five Year Plans laid great emphasis on the development of technical education.

1.2 During the past 4 decades, there has been a phenomenal expansion of technical education facilities in the country. At the time of independence in 1947, we had only 38 technical institutions at the first degree level and 53 institutions at the diploma level, with annual intake capacities of 2,940 and 3,670 respectively. Only about half a dozen institutions offered some limited facilities for post-graduate activities in the field of engineering and technology. Today we have 184 recognised technical institutions at the first degree level and more than 444 polytechnics at the diploma level with annual admission capacities of 37,000 and 75,000 respectively. About 140 institutions offer facilities for post-graduate studies and research in engineering and technology with an annual intake capacity of more than 9,400 students. The All India Council for Technical Education (AICTE), which was set up in 1945 as a national expert body to advise the Central and State governments on the development of technical education, played a vital role in the planning and establishment of the large network of technical institutions. The AICTE has now been vested with statutory authority to ensure proper planning and coordinated development of technical education.

### 2.0 Institutional Framework

2.1 While vocational training/craftsmen courses to train skilled workers are offered by the Industrial Training Institutes (ITIs) under the overall guidance and supervision of the National Council for Training in Vocational Trade (NCTVT), diploma courses to train technicians are offered in the polytechnics which are guided and supervised by the Board of Technical Education in the various States. Degree and post-graduate courses to train engineers/technologists are offered in engineering colleges affiliated to various universities and such other institutions.

2.2 The 5 Indian Institutes of Technology (IITs) at Kharagpur, Bombay, Madras, Kanpur and Delhi, and the Indian Institute of Science (IISc), Bangalore, are our premier centres of education and research in engineering and technology. They conduct under-graduate and post-graduate courses in a wide range of subject-fields and also offer adequate facilities for doctoral work and advanced research. Fifteen Regional Engineering Colleges (RECs) have been established in various States as a joint and cooperative enterprise of the Central Government and the State Governments concerned. These colleges which offer under-graduate and post-graduate programmes in several conventional and specialised fields function as all-India institutions admitting

students and recruiting faculty from all over the country. Two more RECs - one at Hamirpur in Himachal Pradesh and the other at Jalandhar in Punjab - are in the process of being established.

2.3 In addition to the above, a large number of highly specialised institutions have been established all over the country to train technical manpower in specific fields. There are 4 Indian Institutes of Management (IMMs at Calcutta, Ahmedabad, Bombay and Lucknow which train high quality managers required by the wide range of our industrial and economic sectors. They offer advanced fellowship programmes in various areas of specialisation and also conduct a number of in-service executive development programmes for managers in industry. The Administrative Staff College of India, Hyderabad is a pace-setting institution for management development. A distinctive feature of the college is its concentration on post-experience management development programmes in general management as well as in functional areas like production, marketing, finance, materials management, and investment planning.

2.4 The National Institute for Training in Industrial Engineering (NITIE), Bombay offers post-graduate programmes in industrial engineering and allied field as also a number of executive development programmes and unit-based courses. The National Institute of Foundry and Forge Technology (NIFFT), Ranchi offers various training programmes in advanced foundry and forge techniques for personnel from industry.

2.5 The Indian School of Mines (ISM), Dhanbad is a specialised centre for under-graduate and post-graduate studies in mining, applied geology, petroleum technology and geo-physics. The School of Planning and Architecture (SPA), New Delhi is a major centre for training architects, and offers a variety of training programmes in areas such as urban and regional planning, building engineering and management, environmental studies, transport planning and urban design.

2.6 The 4 Technical Teachers' Training Institutes (TTTIs) at Bhopal, Calcutta, Madras and Chandigarh provide in-service training to polytechnic teachers and also undertake various activities for the improvement of polytechnic education. They are also engaged in educational film production, preparation of instructional packages etc. under a UNDP project.

2.7 Other specialised institutions include the National Institute of Industrial Design, Ahmedabad, the National Institute of Sugar Technology, the Institute of Catering Technology and so on.

### 3.0 Programmes of Quality Improvement

3.1 Over the years, a large number of programmes and schemes have been formulated and implemented for improving the quality and standards of technical education. They include programmes related to faculty development, curriculum development, apprenticeship training, community polytechnics, development of rural technology, modernisation and removal of obsolescence, institutional networking, technical manpower information system, advanced technician courses, continuing

education, research and development, industry-institution interaction, and so on.

3.2 Programmes of faculty development, curriculum development, and practical training of teachers in industry are being implemented since 1970-71. Under the Apprentices Act 1961 (amended in 1973), engineering graduates and diploma holders are provided training facilities in industry.

3.3 Today 09 community polytechnics interact with the community training rural youth for productive employment, helping in transfer of technology, and providing technical and support services to the people in the locality. The scheme was introduced in 1978-79 and has so far covered about 3500 villages. Since 1980-81, Centres for Development of Rural Technology (CDRTs) have been established in 15 diploma level institutions for developing, modifying and adopting technology relevant to rural needs.

3.4 Started in 1981-82, the scheme of 'modernisation and removal of obsolescence' aims at modernisation and removal of obsolescence of technical education institutions at all levels. The scheme of 'thrust areas in technical education' includes expansion of facilities in areas of weakness and creation of infrastructure in areas of emerging technologies. About 74 thrust areas have been identified under this programme.

3.5 Under the 'institutional network scheme' initiated in 1981-82, highly developed institutions such as the IITs are linked to comparatively less developed institutions like the RECs and other engineering colleges to promote collaboration between them. The scheme of 'National Technical Manpower Information System' (NTMIS) instituted in the year 1983-84, attempts to provide upto date and meaningful manpower projections on a continuing basis. The system comprises a lead centre at the Institute of Applied Manpower Research (IAMR), 21 nodal centres at selected engineering colleges/technological institutions and a manpower cell in the Ministry of Human Resource Development.

3.6 Under the programme of 'advanced technician courses', 10 institutions are given support to offer advanced level courses for technicians possessing diploma qualifications. This scheme was introduced in 1981-82.

3.7 Several new programmes/schemes have been introduced as part of the implementation of National Policy on Education - 1986. They include :

- Programmes of new and/or improved technologies and offering new courses in specialised fields : The scheme aims at developing technical manpower in new technology areas through a diversity of programmes.
- Continuing education : Under this scheme several activities have been undertaken to promote continuing education programmes.



- Restructuring Courses Programmes : The scheme aims at introducing multi-point entry and credit system, inter-disciplinary and multi-disciplinary programmes etc.
- Curriculum Development : The scheme aims at producing multi-media learning packages, establishing resource development centres, strengthening existing curriculum development centres, etc.
- R and D Selected Technical Institutions : The scheme aims at promoting research culture in technical education institutions.
- Industry-Institution Interaction : The scheme aims at promoting interaction between academic institutions and industry in a variety of ways.
- Residential Polytechnics for Women : The scheme will help promote technical education of women.
- Strengthening Existing Institutions for Non-corporate and Unorganised Sectors : The scheme will cater to the special needs of the non-corporate and unorganised sectors.

Because of inadequate resources, the scope and dimensions of these new Plan Schemes based on the National Policy on Education (NPE) have been reduced considerably.

#### 4.0 Some Imbalances and Distortions

Over the years and for a variety of reasons, several imbalances and distortions have crept into the technical education system. They include :

- While a large number of habitations in the country are even today without any facilities for technical education, about 38% of the degree level institutions and 30% of the diploma level institutions recognised by the AICTE are concentrated in 4 states - namely, Andhra Pradesh, Karnataka, Maharashtra and Tamil Nadu. Almost all the engineering colleges and polytechnics unrecognised by the AICTE are in these 4 States; most of them are sub-standard institutions run on commercial basis.
- The enrolment of girls in technical education institutions at degree level is only 12%, while at diploma level it is about 17%.
- The enrolment of SC/ST students in degree level institutions is less than 5% and in diploma level institutions less than 9%.
- In most of the institutions, both at degree and diploma levels, there is hardly any R and D activity. R & D

activities generally take place in the IITs, IISc (Bangalore) and a few universities and colleges.

- The annual student intake of unrecognised institutions is almost the same as that of recognised institutions.
- There is serious unemployment among engineers and technicians. Employment Exchange records indicate that as on 31.12.1987, we had 57,292 graduate and post-graduate engineers and 2,48,179 diploma technicians un-employed. At the same time, there is a shortage of highly trained engineers in engineering design, advanced materials, turbo-machinery, computer science and micro-electronics. There is a mis-match between production and demand. With the anticipated industrial growth and economic development by the turn of the century, we may have to produce many more qualified engineers and technicians than at present.
- Wastage in the system is enormous. An analysis of the intake and out-turn figures of recognised institutions shows that wastage at degree level is about 30%, at diploma level 35%, and at post-graduate level 45%. The situation in un-recognised institutions is worse.
- There is acute shortage of faculty. About 25 to 40% of faculty positions remain un-filled.
- Even our premier institutions are struggling to keep themselves up-to-date. The infrastructural facilities available in the vast majority of our technical education institutions are alarmingly inadequate. The quality of training in most of the institutions is poor. Many of the courses offered in these institutions are outdated. Teaching competency is low, while the management system continues to be rigid.
- High quality engineers and technologists trained in emerging areas in some of our prestigious institutions migrate abroad. In addition, many good graduate engineers take up management and other professions.
- Technical education Institutions by and large function in isolation. In spite of all that has been talked about on the matter, linkages and interaction between technical education institutions and user agencies (such as industry, R and D organisations and development sectors) are not sufficiently strong.

In short, while there are some isolated institutions of excellence in the system, a lot more remains to be done to improve the overall quality of technical education. Taking into account the scenario by the turn of the century in socio-economic, industrial and technological areas, more concerted efforts need to be made to enable the technical education system play the desired role.

## 5.0 Perspectives of further development

5.1 In formulating a perspective plan for technical education, an orchestrated increase in our efforts and inputs have to be built into the 8th Five Year Plan and beyond. Clearly, the perspectives of development of technical education should also mesh and match with the national development goals. Taking into account the national perspectives and social relevance, the new NPE has emphasized the need for reorganising the technical educational system in the light of the anticipated scenario by the turn of the century through the induction of improved technologies, supply of adequate technical and managerial manpower to the services sector as well as to the unorganised sectors, promotion of continuing education and distance learning, computerisation, entrepreneurship development, strengthening of the community polytechnics system as well as innovative research and development. Improving the efficiency and effectiveness at all levels is also essential.

5.2 As we enter the next century, we will have to keep abreast with developments in several areas such as micro-electronics, informatics, telematics, bio-technologies, engineering design, material sciences, oceanography, instrumentation and space technology. A well conceived and coordinated approach to the introduction of emerging technologies in our industry will further accelerate the pace of our development and socio-economic growth. This is specially required in the export-oriented sector which has to be promoted in a big way, if our resource position has to improve.

5.3 A radical change in thinking is needed if technical education is to address itself to the changing pace of science and technology. Scientific and technological advances are so rapid and unpredictable that they preclude anyone from obtaining a knowledge of all that needs to be learnt in a fixed period. Three or four years are far too short to learn all aspects of any discipline. The pure lecture-home-work-quiz format existing today can no longer train the engineers and technologists of tomorrow, who have to take on the challenges of the future. Engineering is a problem-solving profession. The aim of technical education must therefore be to prepare the students for a professionally productive life. Any valid approach to technical education must encourage development of motivation and skills for continous independent learning. Technical education of tomorrow must train professionals who have an inter-disciplinary approach to problem-solving. After all, all the real problems in society are inter-disciplinary. The technical education system has to be redesigned and reorganised to produce a substantial percentage of self-propelled individuals who would be able to grow into any new area and make their contributions.

5.4 The management of the technical education system will need special attention in the coming years. Since technical education is essentially an investment and forms a crucial input for national development, it should no longer be treated as just a part of general education. As with other sectors of professional education such as health and agriculture, technical education should be organised, managed and administered separately from general education.

Increased professionalism on the part of managers of technical education in the areas of administration, planning, decision-making and organisational development has become vital. The decision making system will have to be sensitised to respect the consultative processes not only in word, but also in spirit. The AICTE has to keep these points in mind in its efforts to coordinate and promote technical education.

The State being the implementing agency for most technical education programmes, the State Directorates have a variety of academic, professional and managerial roles to play. The State Boards of Technical Education need to be reorganised and vested with statutory powers in order to be more effective. The Directorates should have organs dealing with manpower assessment, planning, coordination, controlling, monitoring and evaluation of programmes. Reorganisation of the Directorates to enable them to perform these professional functions effectively should be undertaken as a matter of priority.

5.5 Taking into account the present scenario and the perspectives of development of technical education vis-à-vis the national development goals, it is felt that while consolidating and strengthening the on-going programmes and the new schemes based on the NPE, we should concentrate on :

- Improvement of quality and standards at all levels.
- Upgradation of infrastructural facilities.
- Establishment of effective linkages with developmental sectors, national laboratories, industry and other institutions/bodies.
- Technology watch and assessment of manpower in crucial areas.
- Measures to prevent brain drain.
- Promotion of research and development.
- Steps to ensure cost effectiveness.
- Special programmes for SC/ST, women and the handicapped.
- Entrepreneurship development.
- Continuing education and retraining programmes.

It is hoped that with the sort of approach indicated above, the technical education system would be able to produce high quality engineers and technologists to meet the challenges posed by 21st century.

## BRIEF HISTORY OF ADULT EDUCATION

The tradition of adult education in India is indeed very old, with the oral tradition playing an important role. With the emergence of a new pattern of education in the Colonial era, adult education slowly became general to economic activity and State Policy. Elimination of illiteracy has been one of the major national concerns of the Government of India since independence. Besides universalisation of elementary education, highest priority in educational planning has been accorded to adult education to cover persons in the economically productive age-group 15-35 years. The creative enthusiasm of the post independence era had an impact on adult education. The programme of adult education has witnessed various changes since First Five Year Plan. Table below will give the expenditure incurred during the last Five Year Plans and will also show how over the plan periods, the plan expenditure has shown an accelerating trend.

(Rs. in crores)

Sector	Ist Plan	IIInd Plan	IIIrd Plan	IVth Plan	Vth Plan	VIth Plan	VIIth Plan	VIIIth Plan
Adult Education	5.00 (3.50)	4.00 (1.60)	2.00 (0.40)	5.90 (0.10)	32.00 (0.30)	63.00 (8.50)	130.00 (7.40)	

A number of significant programmes were taken up in the post-independence period to eradicate illiteracy among adults. Some of the important programmes were :

(i) Social Education

The main elements of social education were literacy, extension, general education leadership training and social consciousness. The programme was implemented in the First Five Year Plan.

(ii) Gram Shikshan Mohim

Movement for literacy in the rural areas was started in 1959 in Satara District of Maharashtra, was later extended to other parts of Maharashtra. The programme aimed at imparting basic literacy skills within a period of about 4 months and by 1963 it spread to all the districts of the State. The programme, however, suffered from the lack of systematic follow-up and relapse to illiteracy was massive.

(iii) Farmers' Functional Literacy Project

Started in 1967-68 as an inter-ministerial project for Farmers Training and Functional Literacy the project aimed at popularisation of high-yielding varieties of seeds

through the process of adult education. The programme was confined to 14 districts where nearly 9000 classes were organised for about 2.5 lakhs adults.

(iv) Non-formal Education.

In the beginning of the Fifth Plan, a programme of Non-formal Education for 15-25 age-group was launched. Although the scope, content and objective of the Non-formal project was clearly spelt out by the Ministry of Education, its understanding in the field was very limited and the programmes actually organised were indistinguishable from the conventional literacy type activities.

(v) Polyvalent Adult Education Centres

Workers' Social Education Institutes and Polyvalent Adult Education Centres were reviewed by a group in 1977 and recommended adoption of Polyvalent Adult Education Centres in the Adult Education Programme for workers in urban areas. In pursuance of this decision, Shramik Vidyapeeths were set up in the States.

Although a number of significant programmes were taken up, the drive towards universal literacy was not sustained and the quality of the original concept got seriously diluted either due to insufficient financial allocations or due to lack of sustained interest, or a combination of both these factors.

In 1978, a comprehensive National Adult Education Programme for the age-group 15-35 was launched. It was, however, in the Sixth Five Year Plan that Adult Education was included as part of the Minimum Needs Programme and the goal of reaching cent per cent literacy by 1990 was visualised in the new Twenty Point Programme announced on 14th January, 1982.

During the Sixth Five Year Plan, it was recognised that a socially conscious, vigilant and literate community has a vital role in national development. A new focus was given to removal of illiteracy; Universal Elementary Education and removal of adult illiteracy formed part of a multi-pronged strategy to achieve the objective of universalisation of education by 1990. In order to achieve the objective of removal of adult illiteracy, the following strategies were adopted during the Sixth and Seventh Plan Period :

- Coverage of districts with literacy rate below the national level (243 Districts);
- Priority in respect of special groups like women (coverage of 193 districts having female literacy rates below 20 percent) Scheduled Castes and Scheduled Tribes.
- Enlisting larger participation of students and youth in the Adult Education Programme;

- Provision of grants-in-aid to voluntary organisations in the field of adult education;
- Strengthen post-literacy programmes to avoid relapse into illiteracy of the neo-literates, and
- Utilisation of the mass media for motivational purposes.

The Adult Education Programme is being implemented largely through the following schemes.

1. Centrally Sponsored Scheme of Rural Functional Literacy Projects;
2. Central Scheme of Assistance to Voluntary Agencies working in the field of Adult Education;
3. The State Adult Education Programme in the State Plan;
4. Shramik Vidyapeeths for industrial workers and their families for which cent per cent central assistance is provided.
5. Scheme of financial assistance provided by U.G.C. to Universities and Colleges to organise adult education programmes and establish centres of Adult and Continuing Education in Universities.

#### **ILLITERACY PROFILE : INTER-STATE RURAL-URBAN DISPARITIES**

Despite the major thrust provided to adult education programmes during the Sixth Plan, the number of illiterates in the country is progressively increasing. The magnitude of the problem would be evident from the fact that the number of illiterates (in all age groups) has increased from approximately 300 million in 1951 to 437 million (all age groups) in 1981, although during the same period, the number of literates in the country also increased from 60 million to approximately 247 million.

The literacy scenario today reveals wide regional disparities from the highest literacy rate of 70.4 per cent in Kerala to the lowest literacy rate of 20.79 per cent in Arunachal Pradesh; while more than 70 per cent of the illiterates in the age-group 15-35 are women, the sex-wise literacy rate is 24.8 per cent in respect of women, against 46.9 per cent for men. This is more accentuated in the rural areas (48.8 per cent and 18 per cent respectively for men and women). Female literacy in rural areas varies from 64.68 per cent in Kerala to 5.46 per cent in Rajasthan. In Bihar, Madhya Pradesh and Uttar Pradesh which account for 31 per cent of rural families of the country female literacy rates ranges between 8.99 and 10 per cent.

The growth of literacy ratio in the last three decades has been quite slow from 16.67 per cent in 1951 to 24.02 per cent in 1961, 29.45 per cent in 1971 to 36.23 per cent in 1981. While it is difficult to envisage that adult education programme could make any demonstrable impact in accelerating the rate of growth of literacy during the next decade, it has to be appreciated at the same time that the consequences of not placing adequate emphasis on universal

literacy or ignoring the importance of adult education programmes could entail very high social costs which the nation can ill afford to bear in its present strategy of accelerated development and growth. It has been estimated that out of the total illiterate population of 954 million in the world by the year 2000 A.D., more than 500 million illiterates are expected to be in India by that year. According to the World Bank estimate India will have 54.8 per cent of the world's illiterate population in the age group 15-19. This would seem to indicate the serious magnitude of the task ahead.

### Magnitude of Illiteracy

According to 1981 Census, the literacy percentage was 36.23. Out of this 46.89 per cent of males and 24.82 per cent of female were literate. The table will give the total population, number of literates and illiterates (in million) from 1951-1981):

#### Growth of Literacy

Census Year	Population	Literates	Illiterates	Literacy Rates		
				Total	Male	Female
1951	353.1	58.9	294.2	16.7	25.0	7.9
1961	428.1	102.6	325.5	24.0	34.4	12.9
1971	533.5	157.3	376.2	29.5	39.5	18.7
1981	665.3	241.0	424.3	36.2	46.9	24.8

According to 1981 Census, the illiterate population in the targeted age-group was 110 millions.

All possible efforts are being made to wipe out illiteracy in the age-group of 15-35 years. The table below will indicate the progress made in the adult education programme after 1980-81 i.e. after the VIth Five Year Plan.

#### Progress in Adult Education

Years	Target	Enrolment			
		Total	Women	S.C.	S.T.
1980-81	No specific target was fixed	2.59	1.00	0.62	0.45
1981-82	- do -	3.10	1.15	0.84	0.57
1982-83	4.53	4.36	1.78	1.17	0.79
1983-84	5.11	5.15	2.36	1.36	0.85
1984-85	6.16	6.18	3.23	1.70	0.99
1985-86	7.55	6.65	3.70	1.81	1.07
1986-87	8.36	7.70	4.23	2.13	1.10
1987-88	8.92	8.07	4.33	2.11	1.12
1988-89	9.9	7.73	4.24	2.02	1.14



At the end of Vith Five Year Plan, the position was reviewed and found that by the year 1984-85, about 30 million adults have been covered under the adult education programme leaving about 60 million adult illiterates (110-30 million) in the country to be covered. The National Literacy Mission has been launched keeping primarily these persons as its target group. The main objective of this programme is to impart functional literacy to 80 million adult illiterates (30 million by 1990 and additional 50 million by 1995) in the age group 15-35 years.

Taking into account the coverage after the National Policy on Education the total achievement (calculated on the basis of national achievement rate (60%) and relapsing into illiteracy (20% wastage), by 1990, only 16.22 million adult illiterates would have been covered. This leaves out 13.78 million backlog of adult illiterates to be taken up in the VIIIth Five Year Plan alongwith the 50 million illiterates already targeted.

#### REPORT OF THE NATIONAL ADULT EDUCATION PROGRAMME REVIEW COMMITTEE (NAEP)

In analysing the implementation of the programme during the sixth and seventh plans it would be interesting to note the conclusion arrived at by the NAEP Review Committee which submitted its report in 1980.

An important aspect of the NAEP is its emphasis, not only on literacy, but also on functionality and awareness. The discussion held by the Committee with the persons involved in evaluation and implementation of the programme and its field observations led to the following broad conclusions :

- (1) The programmes so far have largely remained confined to literacy. Further in the absence of necessary research and the failure to develop appropriate methodologies of literacy learning even the literacy programme has not been as effective as it should be.
- (2) Perhaps the most crucial aspect of NAEP is the linking of adult education with development programmes. This is not easy to achieve and in spite of some efforts made in this behalf, it has not yet been possible to organise this linkage. Consequently, the development orientation of the programme has been superficial and the functional component in the courses almost non-existent.
- (3) As far as the awareness component is concerned although some useful work has been done in some projects, where proper leadership was available there is generally speaking a lack of clarity among the workers regarding the meaning and concept of awareness.
- (4) Little attention has been paid in the present programme to science. The NAEP could make a significant contribution to popularisation of science and its relation to environment. It could promote in the participants some feeling and awareness of

the relation of science to our great cultural heritage, and that it is the most precious asset with which we have to shape the future.

- (5) A number of States - for example, Assam, Himachal Pradesh, Madhya Pradesh, Meghalaya and Orissa - seem to have remained almost unaffected by the NAEP and still continue to run literacy programmes of the earlier type.
- (6) The programme, despite its intent, is, in practice, not flexible, diversified and decentralised enough.

Learning materials, generally speaking, have been prepared for a whole language group, often separately for men and women, but without giving due attention to the diverse interests and needs of the learners. While the importance of functionality and awareness, as integral parts of the adult education programme, is being increasingly recognised much effort would be needed to achieve this integration in practice. This is an entirely new field which would require a good deal of experimentation.

The committee attached great importance to the socially integrating role of the adult education programme. It brings together the "educated" and the illiterate and if the Programme is viewed as a joint learning process, each can learn from the other. There is hardly any awareness of this aspect among the functionaries of the programme and it was poorly reflected in the working of the centres.

Organisation and Administration for implementation of the NAEP, State Governments and Union Territory Administrations had set up either separate Directorates or have expanded the Directorates of Education. In regard to the administrative arrangements certain difficulties have become apparent.

- (1) The existing machinery at the Central level (which includes the Directorate of Adult Education) would need considerable strengthening to be able to deal with the rapidly expanding Programme.
- (2) In some States, the State and District level staff has been selected keeping in view the special requirements of the programme. This, however, does not hold for most of the other States. The latter have made appointments largely on the basis of seniority amongst officers of the Education Department. Such staff is unlikely to show initiative and qualities of leadership, so essential for the success of a programme of this kind.
- (3) Administrative and financial powers remain centralised both in the Centre and the States. Release of funds to voluntary agencies in the case of Central Government and to project officers in that of the State Governments has tended to be unusually delayed. The District Adult Education Officer who has a very important role to play has not been delegated powers adequate to his responsibility and tasks. Also, the question of

provision of adequate academic and technical support to the District Adult Education Officer will need to be looked into.

- (4) The instructors have been selected, in most cases, from amongst locally available persons. While on the whole, they are working enthusiastically there is need to take a fresh look in regard to their honorarium, particularly with a view to reducing the gap between their honorarium and the pay of supervisors and project officers.

### National Literacy Mission

On the basis of experiences and the position revealed through review reports, policy postulates in respect of adult education have been formulated and included in the National Policy on Education, 1986, which unequivocally states, that "the whole nation must pledge itself to the eradication of illiteracy, particularly in the 15-35 age-group". The policy envisages that a systematic programme of Adult and Continuing Education linked with national goals such as alleviation of poverty, national integration, environmental conservation, energisation of the cultural creativity of the people, observance of small family norms, promotion of women's equality, etc. will be organised by involving on a large scale teachers, students, youth, voluntary agencies, employers, political parties and their mass organisations, the mass media and educational institution. The Prime Minister has identified eradication of illiteracy as one of the five National Missions with a view to applying technology and scientific research for the benefit of the deprived sections of the society and the areas which are critical to the country's development.

The National Literacy Mission would make an earnest, bold and determined effort to identify and correct some of these deficiencies and constraints - environmental, infrastructural, pedagogic and so on. In this sense, it will not be a total replacement or substitution of the National Adult Education Programme but an improved version of the ongoing programme where new institutional structures will be opened while ensuring better utilisation of the existing infrastructure. To elaborate, the adult education centre will continue to be the basic unit of the adult education programme but improvement can be effected in location of the centre, in making it better lighted and ventilated, in providing certain basic facilities like drinking water, conservancy, facilities for upkeep of children who accompany their mothers to the centre, etc. Better or more effective lighting will be possible through introduction of improved hurricane lanterns, petromax lights etc. In villages which have not yet been electrified, the problem can be tackled by introduction of solar packs which in terms of luminescence is far more effective than electric light. The learning environment can be made more attractive and interesting by display of charts and posters containing themes of importance of conservation of environment, importance of clean potable water, immunisation, child care, small family norm, which are of immediate relevance to the life of the adult learner etc. The quality of teaching aids can be improved by supplying better quality of blackboards, roller boards, chalks, slates, dusters, pencils, eraser, etc. which, in turn, can arouse the interest of the learner in the programme. Through

introduction of good printing technology, i.e., printing impressions clearly in bold letters, the quality of the learning materials can be substantially improved so as to facilitate easy learning and retention of interest in learning. By imparting literacy in spoken language, i.e., the language spoken by large groups of people (which may be different from the regional languages) it could make the lessons more clear and intelligible and eventually establish a bridge between the spoken language, the regional language and the national language. Through rapid literacy learning methods, it can reduce the duration of learning and ensure larger coverage of learners within the same cost. By increasing the number of AECs exclusively for women and by putting women instructors in charge of these centres, it can create an environment where women learners will feel assured and also free in their interaction. By introducing a training system which will be more participatory and communicative, it can ensure better development of human resources responsible for implementation of the adult education programme. By reducing the span of supervision (which is somewhat unmanageable at present) and by ensuring selection of the supervisor from the local community (which is not the case at present) it can inject a sense of responsibility and accountability and improve the quality of management and functioning of the centre. And last but not the least, by establishing an integration between basic literacy, post-literacy and continuing education through Jana Shikshan Nilayams and by converting the latter into centres of lifelong education through awareness building, discussion, dissemination of knowledge and information relevant to the life of the learner, through simple and short duration training, recreational and cultural activities, etc., it can substantially arrest the existing trends of relapse to illiteracy.

To sum up, the National Literacy Mission has three clear implications :

1. There is an unmistakable political will and commitment at the highest level to the task of eradication of adult illiteracy.
2. Findings of scientific and technological research which have been tested and proven would be utilised for the benefit of the deprived sections of the society and towards furtherance of tasks which are considered crucial to country's development. To this extent, the NLM becomes a Technological Mission.
3. All sections of the society such as political parties, employers, trade unions, voluntary agencies, youth teachers, students, housewives, members of disciplined forces (Army, Navy, Air Force), para-military forces ex-servicemen, prison management, etc. could be mobilized and involved with the Mass Programme of imparting functional literacy. To this extent, NLM becomes a societal Mission.

The following are the concrete achievements of the Mission :

- Ongoing adult education programmes have been reviewed and reorganised. These are in the process of being implemented.

- Continuing education has been institutionalised in shape of JSNs. Sanction for 10,000 JSNs has been issued. These are being grounded.
- From 1.4.1987 onwards, 500 Voluntary Agencies have been involved with the Mission as against a target of 700.
- Mission Authorities have been set up at the national level and in few states.
- The base of the Mass Programme for Functional Literacy has been enlarged to include teachers, students, youth, welfare organisations of Army, Navy, Air Force, Ex-Servicemen, Prison Management and Staff, employers and trade unions.
- 60 collaborating agencies have been identified and they have designed and patented a number of improved techno-pedagogic inputs which are being progressively applied in the field of adult education.
- 60 films have been made on Adult Education in addition to a number of Video Spots.
- A common post box number 9999 has been allotted at the national level. This is being operationalised at the State and District levels as well.

## EDUCATIONAL PLANNING AND FINANCE

### EDUCATIONAL PLANNING

Education is the most critical input for human resource development. Even during the course of freedom struggle our national leaders had full realisation of the role which education to play for development of the country after independence. Basic education which aimed at integrating education with work was conceived by Mahatma Gandhi well before independence and education was made a plank of freedom struggle. The founding fathers of the Constitution, subsequently, laid down under Article 45 of the Directive Principles of the Constitution that State shall endeavour within a period of ten years to provide free and compulsory education to all children until they complete the age of 14 years.

In 1951, when First Five Year Plan was launched the literacy rate in the country was 10% and number of children in the age group 6-14 years going to schools was only 32%. The education of girls was still lagging behind and enrolment in the year 1950-51 was 17%. The wastage in classes I-IV was above 50% which was more pronounced in case of girls.

The planning process for education had to take all these factors into consideration. The goal of educational planning has been to make available diverse facilities and programmes for education so as to enable all citizens of India to acquire literacy, numeracy, computational skill, basic understanding of surrounding world and functional skills of relevance to daily life. The emphasis in our planning process had been to provide facilities of education with specific reference to target group of population, especially the socially disadvantaged and the women. The programmes of human resource development have a four fold perspective - (i) to prepare individuals for assuming their role as responsible citizens, (ii) to develop in them scientific outlook, awareness of their rights and responsibilities as well as consciousness of processes of development, (iii) to sensitise them to ethical, social and cultural values which could make them enlightened citizens, and (iv) to impart them knowledge skills and attitudes which would enable them to contribute to the productive programmes in the national development.

The approach to achieve these objectives has been the guiding principle of various plans which were characterised by flexibility and diversity to suit the various changing needs and circumstances so as to coordinate the efforts, resources and programmes at all levels. The First Plan which started in 1951 gave maximum attention to elementary education and 55% of the total outlay for education was allocated for this sub-sector. Basic education, which aimed to integrate work with education of a child was accepted to be the focus of education in I-VIIIth classes. The achievements of the First Plan were appreciable though not up to expectation. The number of children attending basic education increased from 1% to 4% and enrolment in schools increased from 32% to 40% between 1950-51 and 1955-56.

The Second Five Year Plan also laid emphasis on elementary education with focus on basic education. Education of girls was a major problem in achieving the constitutional directive of universal elementary education. The major obstacle in way of promoting girls enrolment was dearth of female teachers employed in schools. The Second Plan had focus on teachers' training specially the training of women teachers. To make optimum utilisation of existing infrastructural facilities, introduction of shift system in both basic and non-basic schools was recommended. Funds were a major constraint for development of education and government funds needed adequate supplementing by local community. There was an urgent need for effective planning and management of education. On the recommendations of the Secondary Education Commission (1953) uniform system of education with five years of primary, three years of middle, two years of secondary and two years of senior secondary education was recommended to all State Governments for implementation. Efforts were made in successive Five year Plans to bring the education system of all States/UT on the recommended uniform pattern in a phased manner. Barring a few States, all have now adopted this system of education. During the decade 1951-61 the number of children in schools increased from 23.5 million to 43.5 million. The increase in number of students was 79% in the age group 6-11 years, 102% in age group 11-14 years and 139% in the age group 14-17 years. Despite all this impressive progress only 62.4% of eligible children in age group 6-11 years were in schools, the percentage of boys and girls being 82.6 and 41.4 respectively. There were serious regional imbalances and States like Uttar Pradesh, Rajasthan, Bihar etc. were far below the national average.

In the Third Plan, emphasis on education in the age group 6-14 years was continued. There was greater thrust on extension and teaching of science at the secondary, senior secondary and university stage alongwith development of vocational and technical education. Expansion and improvement of facilities for training of teachers at each stage of education and increase in incentives for children of needy and backward sections of society was stressed. There was special concentration on the education of girls so as to reduce disparity in the levels of education between boys and girls. In 1968-69 only 62% of the children in the age group 6-14 were going to school. The percentage of children in the age group 6-11 years was 77 and in the 11-14 age group it was 32. The percentage of children going to school in rural areas was still lower than in urban areas and number of children at school for SC/ST was much below the national average. The rapid expansion in the number of children in schools had put a severe strain on the physical facilities and teaching personnel of educational institutions. This imbalance resulted in various problems including indiscipline in education, lowering of standards of education etc.

In 1979-80, which was the bench mark year for the Sixth Five Year Plan, the enrolment ratio was 67.8% in Classes I to VIII with 83.6% in the primary and 40.2% in the middle classes. The enrolment of girls in primary and middle classes was 65.9% and 82.7% respectively. The thrust in Sixth Plan, as in the previous plans was on Elementary Education. It was felt that early childhood education was important

as children inducted into the system of education at pre-primary stages had more chances to enter and remain in primary education. Early childhood education, therefore, also became a thrust area in the Sixth Five year Plan. The problem of Elementary Education was acute in nine States which had more than 75% of the total unenrolled children in the country. These States were declared as educationally backward States and became eligible to receive central assistance for development of Elementary Education. A large number of children going formal schools dropped out as they worked at home or elsewhere and supported their family financially. The Sixth Plan gave special emphasis to the education of such children through non-formal education, the essence of which is to adjust timings and content of education suited to the requirement of these children. At the secondary education level thrust area was vocationalisation at +2 stage with the stipulation that this would be terminal in nature and children graduating with vocational stream at +2 level would be able to get employment or would get self employed. Under innovating educational programmes close coordination and joint action between the educational system and developmental departments was recommended. In the technical education sector it was observed that infrastructural facilities created under the earlier Plan periods were not being put to full and proper use. Most of the workshops and laboratories did not have modern equipments and their improvement was necessary for development of technical education. It was also envisaged that all the schemes initiated in the earlier plans would be completed in the Sixth Plan period and thrusts was on the consolidation rather on expansion.

The Seventh Plan which started in the year 1985-86 aims at reorientation of the education system so as to prepare the country to meet the challenges of the 21st century. The goal of achieving UEE still remains to be fulfilled and Seventh Plan stipulates pursuing the goal with greater vigour through formal and non-formal systems of education. Eradication of illiteracy in the age group 15-35 years, vocationalisation of education to make the student self reliant after the completion of school education, removal of absoloscence and modernising of technical education are some of the main thrust areas of the Seventh Five Year Plan. The National Policy on Education 1986 and the Programme of Action of the policy both of which were approved by the Parliament gave a new direction to the various programmes for development of education in the country. It was realised that dropouts and non-attenders are primarily on account of poor infrastructural facilities in schools. Scheme of Operation Blackboard has since been launched with central assistance to provide basic infrastructure in primary schools which include a good all weather and school building, necessary teaching/learning material, a small library and two teachers in every single teacher primary school. All primary schools are proposed to be covered by the year 1990 which is also the target year for achieving universal primary education under the NPE. Universal Elementary Education is now targetted for achievement by 1995. The scheme of non-formal education for the dropouts and non attending children has been taken up with greater support from the Centre. The vocationalisation of education at +2 stage has been given a new thrust and suitable curricula, new course material and innovative methods are being developed for this programme. The target



is to divert 10% of enrolled children in +2 classes to the vocational stream by 1990 and 25% by 1995. Centre is collaborating with the State Governments for implementing this programme. For eradication of illiteracy about 80 million illiterate adults in the age group 15-35 years are to be covered. In pursuance of the objectives of NPE, 1986 a National Literacy Mission has been set up. The objective of this Mission is to cover 30 million illiterates by 1990 and additional 50 million by 1995 so that total backlog of 80 million illiterate population is covered by the end of Eighth Five Year Plan. For keeping pace with the latest technological developments in Education, Computer literacy and studies have been introduced in schools also. Navodaya Vidyalayas have been set up as a new scheme and pace setting institutions in the Seventh Five Year Plan.

Despite over 35 years of planning many objectives of education, including the Constitutional Directive of free and compulsory education to all children up to 14 years of age, remain yet to be fully realised. This is a cause of serious concern. There might be several reasons for this situation but inadequate financial inputs in education sector is considered to be the most important reason for such shortfalls. In the year 1950-51 total educational expenditure in India from all sources was Rs. 144.4 crores which worked out to 1.2 per cent of the national income. It was found that funds available for education were most inadequate and massive infrastructure which was required for supporting a good education system could not be created unless funds in substantial amount were invested. The Education Commission 1964-66 went into the question of requirement of funds for education in great detail and recommended that funds for education should increase from 2.9% of GNP in 1965-66 to 6% in 1985-86. The National Policy on Education, 1968 which reiterated the recommendations of the Education Commission (1964-66) and National Policy on Education 1986 both have observed that investment on education should increase substantially and should in no case be less than 6% of the national income. The NPE 1986 has further observed that it should be ensured that from Eighth Plan onwards the outlay on education should uniformly exceed 6% of the national income every year.

If we consider funds provided for development of education in the previous six Five Year Plans it is observed that plan outlay for education which was 7.2% of the total outlay in the First Five Year Plan gradually decreased to 2.6% in the Sixth Five Year Plan. There was a slight improvement in percentage outlay for education in the Seventh Plan when the funds allocated for education increased to 3.5% of the total Plan outlay. The Plan outlay for Centre and States from First Plan to Seventh Plan has been tabulated (Annexure I) and shown in the graph at Annexure II which shows that States as a whole have been providing a larger outlay for education than the Centre both in terms of actual amount as well as percentage share of the total Plan outlay in each of the seven Five Year Plans.

One may not entirely agree that education has been given the status of a residuary sector in all the Plans but nobody will dispute that education sector has all along been provided funds which have been much less than the actual requirements. The allocation for the

different sectors of education had to be managed within the meagre allocations available for total education depending upon the relative importance given to each sector in various Plans. As the thrust has all along been on the Elementary Education a major proportion of the Plan outlay has been given to Elementary Education in all the Plans. The outlay for Elementary Education was 55% in the First Plan which came down to 30% in the Seventh Plan.

The reduction in outlay for Elementary Education has been responsible to some extent for non-achievement of the goal of UEE so far. The percentage allocation for secondary education which was 13% in First Five Year Plan has been increasing and reached a level of 19% in the fifth Five Year Plan. It was 16% of the total outlay for education in the Sixth Plan. Similarly, for university and higher education the outlay of 9% in the First Plan increased to 23% in the Fifth Plan and 19% in the Sixth Plan (Annexure III). The increase in sectoral outlay for secondary and university education has been necessitated on account of tremendous increase in enrolment at the elementary education level. This increase in enrolment has resulted in pressures at secondary and higher education levels and the planners had no option but to provide funds for meeting the requirement of these sectors although this could have caused an adverse effect on the Elementary Education which was the priority sector programme all along.

Regarding requirement of funds for Eighth Five Year Plan period, NPE 1986 has stipulated that outlay on education will uniformly exceed 6% of the national income. Net National Product (National Income) is estimated to be Rs. 2,40,000 crores in 1989-90 at 1985-86 price level. If 6% of this, as required under the policy, is allocated for education then Rs. 14,4000 crores should be available for education in 1989-90. The Non-Plan budget of the Departments of Education both at the Centre and States would reach a level of Rs. 9893 crores in 1989-90. With Plan outlay estimated at Rs. 2900 crores total budgeted funds available for education in 1989-90 are estimated to be Rs. 12793 crores. If expenditure of Departments of Agriculture and Medical Health, the sectors not covered under NPE 1986, are excluded from this, total budgeted funds available for education are estimated to be Rs. 12,000 crores which will fall short of 6% norms by Rs. 2,4000 crores in 1989-90.

The Education Commission (1964-66) had recommended that investment on education should increase gradually to reach 6% of the National Income by 1985-86. This could not be achieved and investment on education is yet to reach the desired level of 6%. Due to short fall in investments, all these deficiencies of a very large magnitude have been created in the education sector. Even if 6% of National Income is provided for education from Eighth Plan onwards, it may suffice only for meeting the committed liabilities and normal development in future years. But it would not suffice to make up the deficiencies existing in the system at the end of seventh plan. It is broadly estimated that on account of non-implementation of the recommendation of the Education Commission (1964-66) a deficiency of the order of Rs. 37,000 crores have been created upto end of 1989-90. National Policy on Education, 1986 envisages to ensure that from the

Eighth Five Year Plan onwards the expenditure on education will uniformly exceed to 6% of National Income.

While considering allocations for the Eighth Five Year Plan, it would be imperative to keep in view not only financial requests for future development of education during 1990-95 but also to make good the existing deficiency to put the education system on proper tracks.

## Annexure I

Plan Outlay for Education Including Culture and Sports  
in Five Year Plans

	All Sectors	Education	Percentage of outlay for Education to total
<b>I Plan</b>			
Centre	899	44	4.9
State	1457	126	8.7
Total	2356	170	7.2
<b>II Plan</b>			
Centre	2559	70	2.7
State	2241	207	9.2
Total	4800	277	5.8
<b>III Plan</b>			
Centre	3600	148	4.1
State	3900	412	10.6
Total	7500	560	7.5
<b>IV Plan</b>			
Centre	8871	271	3.1
State	7031	551	7.8
Total	15902	822	5.2
<b>V Plan</b>			
Centre	20437	405	2.0
State	18866	880	4.5
Total	39303	1286	3.3
<b>VI Plan</b>			
Centre	47250	735	1.6
State	50250	1789	3.6
Total	97500	2524	2.6
<b>VII Plan</b>			
Centre	95534	2389	2.5
State	84466	3994	4.7
Total	180000	6383	3.5

## Sectorwise Outlay on Education During Various Five Year Plans

(Rs. in crores)

Sector	I Plan Outlay	II Plan Outlay	III Plan Outlay	Annual Plan Exp.	IV Plan Outlay	V Plan Outlay	VI Plan Outlay	VII Plan Outlay	Plan Outlay
Elementary Education	93 (55)	93 (34)	203 (37)	74.7 (23.2)	256 (31)	410 (32)	905 (36)	1963.70 (31)	
Secondary Education	22 (13)	49 (18)	88 (15)	52.6 (16.4)	118 (14)	250 (19)	398 (16)	na	
University Education	15 (9)	47 (17)	82 (15)	77 (24)	183 (22)	292 (23)	486 (19)	na	
Other Edl. Programmes	16 (9)	33 (12)	29 (5)	32.8 (10.2)	127 16	140 (11)	331 (13)	na	
Cultural Programmes	@	4 (1)	10 (2)	3.7 (1.1)	13 (2)	37 (3)	104 (11)	482.13 (8)	
Total Gen. Education	146 (86)	226 (82)	418 (75)	240.8 (74.9)	697 (85)	1129 (88)	2224 (88)	5257.43 (82)	
Technical Education	23 (14)	51 (18)	142 (25)	80.7 (25.1)	125 (15)	156 (12)	300 (12)	681.79 (11)	
Sports and Youth Welfare	@	@	@	@	@	@	@	443.43 (7)	
Total Education	169 (100)	277 (100)	560 (100)	321.5 (100)	822 (100)	1285 (100)	2524 (100)	6382.65 (100)	

Figures in parenthesis indicates percentage to total outlay on education  
 @ indicates under General Education

## ANALYTICAL AND HISTORICAL PERSPECTIVES OF EDUCATIONAL PLANNING IN INDIA

- Sri Prakash

### 1. Education in British India - Emerging Patterns

Gurukuls were the pivot of education in ancient India. Each gurukul was centred and structured around a distinguished Rishi or a learned and erudite Guru. Tatv (materialistic) and atman (spiritualistic) Gyan (knowledge), to be acquired through the learning of fourteen great Vidyas, Kalas and Shilpa, including Shaastras (Scriptures) and Shustras (Weaponary), were equally emphasised. Education was based on an integrated system of Dharm, Darshan (Philosophy), Shaastra, and Niti, for the learning of which dedication, meditation, abstinence, and discipline were greatly emphasised. The learning of Sanskrit, the language of the Shastras, had prime importance. But the vocational training was mainly the responsibility of the family, where the individuals were expected to follow, by and large, the professions of their forefathers. Education was thus detached from employment, on the one hand, and it was largely encompassed by religion, ethics, morality, philosophy and culture, on the other. Society in general and the rulers in particular were supposed to meet the material and financial requirements of education, though the need for educational planning at the macro level had not been envisaged as such.

The system served the societal needs rather well as the structure and the organizational forms evolved continually in response to the felt needs. The emergence of Maths and Vihars, Pathshalas and Makhtabs and Madrasas in successive time periods was the manifestation of the system's flexibility, and the continuity and adaptability of the adjustment process. Makhtabs and Madrasas, lying at the other end of the spectrum, had sprouted under the supervision of Maulvis and around Islamic religion and culture. Arabic and Persian, the languages of the sacred books like Koran, occupied central place. But such changes as had occurred upto the end of the late middle ages had not altered the religious and philosophical thrust of education, which had remained independent of jobs, training for which had all along been the responsibility of the informal sector.

In the wake of the British rule, English education was superimposed as an alternative to the indigeneous system whose impact made the indigeneous system ultimately disintegrate and disappear. The alleged chief objective of the English education was to produce mainly the clerks and other lower order functionaries for the government, on the one hand, and to established ultimately the linguistic, cultural, and psychological hegemony of the British over the Indians in an imperceptible manner through education, on the other. Consequently, the new system forged direct linkages between education and employment, especially in the government sector, on the one hand, and it demolished the indigeneous religion, culture, ethics, and languages, as the base of education, on the other. As the

employment opportunities with above average earnings in the emerging administrative and political order were larger than the limited number of schools and college graduates produced in the initial phases, the efficacy of education-employment linkages was fully vindicated.

During the consolidatory phases of the Raj, the introduction and the subsequent rapid expansion of the British system of justice and law, revenue, administration, allopathic medicine, infrastructural sectors like power, trade, banking, insurance, communications, transport, especially the railways, engineering works like roads, bridges, canals and other irrigation works; and the strengthening of the police and armed forces, expansion and reorganization of the administrative infrastructure emanating from the political reforms in the wake of the first war of Indian independence, the growth of mining, plantations, textiles and other industries, export and import trades, had necessitated the rapid growth and the diversification of educational structure to meet the manpower needs of the newly emerging occupations of medical and legal practice, engineers, managers, accountants, cashiers, operators, drivers, guards, ticket collectors, station masters, agents, teachers, administrators, postman, chowkidars, etc.. The launching of the professional education in law, medicine, agriculture, technology, engineering, teachers' training etc. had first extended further, and then subsequently sustained and nurtured the initially forged dependence of employment upon the level and type of education received.

For mitigating the supply constraints and bottlenecks hindering the widespread spatial diffusion of the English education in India, government schools and even intermediate colleges had been established in most of the then district headquarters, since the private initiatives, efforts and resources were not expected to come forward in the initial phase. Having sponsored the English education in India, the government was obliged to mobilize resources for meeting its material and financial requirements, though in contemporary Britain, the philosophy of laissez faire was dominant, and the idea of the welfare state had not even been conceived. Therefore, macro-educational planning of some sort had surfaced in India at the very inception of the new educational system. Whereas the supply of places for the costly and highly prestigious science, and professional education had been strictly controlled and regulated through restrictions on entry into the specialised educational institutions, an open door policy had been adopted in relation to the liberal education in arts and humanities.

As the jobs available to the people almost immediately after the completion of the specific levels and types of education carried above average earnings and social prestige, the social demand for education was immensely stimulated through demonstration and multiplier effects. Ever rising population and the operation of education's own Ratchet like effect further accelerated the temporal growth of demand. The overall growth of social demand for education was so rapid that, in due course; the supply of places began to fall short of requirements. This helped the emergence of private enterprise for supplementing public investment in education. Private initiatives were sought to be regulated and guided through the instruments of grants-in-aid and the

mechanism of recognition and affiliation of private institutions. An interesting facet of the initial educational development in India is that whereas the manpower requirements of the economy had broadly guided the supply of places in educational institutions of different levels and types, the social demand and the private individual investment in education had also been largely shaped and governed by the expectations of prestigious jobs with above average earnings. Thus, both the private returns to investment in education and likely manpower requirements of the economy formed the basis of the growth of social demand for education in India. Therefore, the Indian empirical experiences may show the theoretical 'either/or' type classification of social demand, rate of return to investment, and manpower requirements approaches to educational planning to be erroneous, and these also highlight the need for theoretical recognition of the intricate inter-relations of the three approaches to educational planning.

As against the continual exponential growth of social demand for education, the employment opportunities had gradually begun to shrink because most of the rapidly growing sectors tended to stagnate with the passage of time as these sectors converged towards their optimum or saturation levels of growth; while the growth of other sectors of the economy had also been slackening gradually. These twin processes had converted the initial shortages into surpluses of educated manpower of various levels and shades at the relatively mature stages of educational development. Therefore, the phenomenon of unemployment of the educated had emerged in the Indian economy even before independence, which, however, did not dampen the growth of social demand for education.

As the manpower requirements had guided the educational development in an indicative manner only, the emergence of unemployment may be viewed as consistent with the planning in vogue. The insulation of social demand for education from the adverse effects of unemployment among the educated may, however, need explanation. The following factors seem to have mitigated the adverse effects of unemployment upon the social demand for education: (1) De-urbanisation and de-industrialisation of the Indian economy under the initial impact of the British rule had already burdened agriculture with surplus labour. Therefore, the primary sectors of the economy could no more absorb the ever rising number of the job seekers at successive points of time. Then, the productivity and earnings in these sectors were already extremely low which must have discouraged fresh entrants into the labour force from seeking employment in these sectors of the economy. Education alone must have appeared as capable of offering avenues of non-agricultural employment. (2) Education had come as an entitlement to the salaried jobs in the initial phases; the attitude had subsequently been deeply entrenched in the mass psychology much before the appearance of the unemployment phase among the education. (3) Individuals and their families could afford the short waiting period for the first job in the labour market, since the differential earnings were not reduced perceptibly by unemployment. (4) The absolute number of school and college graduates was extremely low relative to the size of both population and labour. Therefore, the prestige of education and the jobs that it could still fetch was



not to be dented by unemployment; whereas the downward inflexibility of the wage and salary structures and the imperfectly competitive market for the educated manpower militated against the elimination of differential earnings. (5) The prestige and the above average earnings of jobs for the education had converted education into an instrument of transformation of the individual's socio-economic base which they refused to forego by missing the educational opportunities for mitigating the uncertainties of the job market. The fact that the individuals generally over estimate their chance in the saturated job market tended to accentuate the innate behavioural propensities. (6) The two war-time booms had made unemployment and the cobweb like fluctuations of the labour market appear as a familiar aberration or a passing phase.

## 2. Educational Perspectives on the Eve of Independence

The perspective in which education was viewed in the pre second World War period had subsequently been transformed radically. Experiences during the war, the reconstruction of the war ravaged and damaged economies of the Western Europe and Japan, the launching of the ambitious programmes of general economic development and industrialization of the newly independent countries of the third world, the race for economic, political and military superiority and control over space in the context of the cold war between the super powers had brought the decisive role of technology to the fore in the post second world war period. Then, the analysis of the sources of growth of national and per capita incomes in terms of conventional accounting of temporal increases in labour and capital had highlighted the magnitude of the residual factor. Detailed empirical explorations and deeper theoretical investigations of economists like Kuznets, Kendrick, Solow and Abramowitz had revealed the critical and catalytic role of technology as the prime mover of the growth process. Leontief's ingenious explanation of the paradoxical pattern of US trade, Schulz's incisive theorising and Dennison's empirical pursuits had then unravelled education as lying at the base of the technological transformation of the national economy, since education in general and research and development (R & D) in particular happens to be the dominant source of technological development with education made human capital, as distinct from the physical capital, emerge as an important source of growth of the national economies; whereas education as the catalyst of socio-psycho-cultural change in the developing countries warranted investment in education for development per se. Educational development, from this view point, was required to precede rather than follow development of the economy, or even synchronise with investment in other sectors of the economy and other factors of growth. The imperatives for the educational development ahead of the growth of the rest of the economy also emanated from the special nature of inter-relations between education and the production sectors of the economy. The incessant improvements and updating of the production techniques and product designs, and the rapidity with which the new techniques, designs, products, have continuously been inducted into the world economy during the post second war period have made R and D itself a major function of education. It is, therefore, education which has to furnish new production techniques, designs and products to the production sectors of the economy along with the human

capital required for their operationalisation. But the two streams of supply flows should move through parallelly designed temporal sequences for ensuring that the supplies of manpower with the differential levels and types of education synchronise with the sectoral requirements of the economy both in time and space. This is an intricate and complex task as the production of human capital involves lead times longer than those involved in the production of other capital goods. Like other capital goods, output of human capital per unit of time constitutes only an extremely small proportion of the stock of students in process in the educational institutions, as well as the total stock of human capital in the economy as a whole. Besides, a very high proportion of output tends to be ploughed back into the educational sector itself for meeting its manpower requirements. Therefore, the large-scale rapid changes in the manpower requirements of the economy may not be manageable through marginal adjustments and restructuring of the supplies. The unimpeded growth of the economy warrants advance planning of the production processes of education. Education generates demand for the goods and services produced by other sectors of the economy which it uses as flow and stock inputs in its production processes, while it also promotes the consumption of certain goods like books, news-papers, trendy dresses, etc. These inter-relations require both education and economy to grow parallelly.

These perspectives have made educational development emerge as the 'focal point of planned economic and social development' in independent India, emergence of unemployment among the educated in the pre-independence period notwithstanding. Educational development was, however, not to focus on the training of a handful of entrepreneurs, business executives, and other high level personnel, as educational development has been envisaged to be the vocationalisation of education against the background of exponentially rising literacy rates and the continually expanding coverage of the explosively growing population by the primary schooling. Therefore, the educational development has been viewed as the problem of mass education. Nothing else would have served the socio-economic objectives of the planned economic development of independent India, since the dissatisfaction with the inherited system of education on the eve of independence was almost universal. Inadequate quantitative expansion, inequitable distribution of the available opportunities, and insufficient diversification of the structure, among others, were the basic limitations of the system.

An enrolment of 2.38 crore students in all types and stages of education in 1951 in a population of 36.11 crore reflects the utter inadequacy of the quantitative expansion of the educational facilities. Thus, education covered only 6.59 per cent of the total population. The coverage of the 6-11 years old population by the primary schooling was only 42.6 per cent, whereas the middle and secondary education together covered only 18.5 per cent of the population of 11-17 years old. The higher education covered only a negligible 0.7 per cent of the population of 17-23 years age group. Thus, the access to education has been highly limited, and the accessibility tended to decline sharply from lower to higher stages, on the one hand, and from general to professional and technical

education, on the other. Enrolment in all levels and types of professional and technical education was 0.1002 lakhs which was only 0.04 per cent of the total enrolments.

The problem of limited accessibility was further accentuated by the inequitable distribution of the available opportunities. The pattern of distribution of education between the developed and under-developed regions, and urban and rural areas was markedly unequal. Education, in fact was the privilege of a few fortunate rural and urban elites. The Education Commission's report on 'Education and National Development' rightly emphasises that India has to 'transit from a society in which education is the privilege of the few' to a society in which 'education will become accessible to all'. This required a radical transformation of both the socio-economic base and the educational structure.

Over and above these, the structure was dominated by the education in humanities and liberal arts, whereas the facilities for science, professional and technical education were only a microscopic proportion of the overall facilities. As against this, the rapid growth of the economy and substantial improvements in the living conditions of the masses could have been sustained over long periods only through rapid and consistent increases in the productivity levels, which called for a large scale and rapid technological transformation of the economy. This objective could have not been achieved without transforming the educational structure. 'Advances in science, technology and the specialised forms of training' were contingent upon not only 'rapid changes and expansion of the science, technical and professional education' but also upon the 'fundamental changes and growth of general education; as there exists an intricate and intimate inter-relation between the general and technical professional education. Thus, on the eve of independence, India was confronted with the four-fold tasks of reconstruction of the educational structure: there was an urgent need for rapid (i) expansion and (ii) equalisation of educational opportunities; (iii) qualitative improvements in the contents of education, especially at the elementary and secondary levels, were required to be introduced immediately, and (iv) vocational, professional, technical and specialised education and research were required to be given the top priority in the developmental programmes. The task was neither really easy nor was it simple. It was rendered still more complex and difficult by the dynamic context of development in which it was to be accomplished.

Inter-relation between education and income may furnish some idea about the intricacy of the problem. Marginal propensity to demand education by the age specific population as one rupee worth of incremental income accrues has been estimated to be 0.021, 4.02, 2.79, 1.12, 0.31 and 0.12 when the influence of population growth is controlled. Among the second and third age groups, marginal propensity to demand education is very high, and these are the age-groups (5-15) to which the demand for school education is largely confined. If the first age groups is, however, left out, the propensity to demand education declines very sharply from lower to higher age groups. In a developing economy, like the Indian one, at

early stages of growth when per capita income levels are low, a large proportion of people in the age group 10-39 years could not afford the opportunity cost of education, as measured by the earning associated with the gainful employment that have to be foregone, if one joined education. However, the movement of the economy along the planned developmental path, and the rising proportion of younger persons in an explosively growing population could loosen these constraints of low income and purchasing power on social demand for education. Besides, the expected increases in gross and per capita incomes will raise the marginal propensities to demand education during the developmental process. Income elasticities may, however, be better indicators of the responsiveness of social demand to changes in income than the marginal propensities. The age-specific income elasticities are tabulated below:

Age Group	I	II	III	IV	V	VI
Income Elasticity	0.61	3.12	3.59	9.03	4.79	2.94

The income elasticity of social demand for education is, thus, extremely high, except for the first age group, which contains a substantial proportion of children below the school going ages. The demand for education by the first group is, thus, not very sensitive to the changes in income; whereas for all other age-groups, the social demand for education has been revealed to be highly responsive to the changes in per capita income. In fact, the extremely high value of the elasticity for the fourth and fifth age-group population may suggest that education is treated as a Superior or Conspicuous investment good by the population of 15-24 years age groups.[1] As only 5 per cent of the total stock of the educated had demanded education for purely consumption purposes, education is thus revealed to be a conspicuous investment good. These people fall mainly in the rentier class. Another facet of these elasticities is that their values rise sharply from the lower to the higher age-groups upto the fourth-group, and thereafter the values decline rapidly. This decline beyond the fourth group may be explained by the fact that all the persons in the age group 20-39 (fifth and sixth groups) belong to the groups in the labour force, and the opportunity cost of education at this age may be relatively high. The educational transformation on the eve of independence has thus posed a serious challenge to the decision makers.

1 At the individual household level, especially for the households belonging to low and middle income groups, education alone might have offered the investment opportunities which did not carry much risk and business acumen and foresight.

### 3. Progress During First Three Five Years Plans

#### 3.1 Enrolments

The quantitative expansion of education has been highly impressive during this period. Achievements of the period are summarised in the table below :

(In lakhs)

ENROLMENTS								
Level of Education	1950-51	Coverage	1955-56	Coverage	1960-61	Coverage	1965-66	Coverage
Primary I-V Class (6-11 Years Old)	191.5		251.7		349.9		515.0	
		42.6		52.9		62.2		78.5
Middle VI-VIII Class (11-14 Years old)	31.2		42.9		67.0		110.0	
		12.7		16.5		22.5		32.2
Secondary IX-XI Class (14-17 Years old)	3.0		5.2		7.3		11.0	
		5.8		7.8		11.7		17.8
Technical & Professional Diploma and Degree	0.1002		0.1637		0.3962		0.7370	
		0.7		1.1		1.5		1.9

Source : S Prakash, Education System of India - An Econometric Study.

The coverage of the age-group population by the primary schooling has increased by approximately 36 percentage points, whereas enrolments at the primary levels have increased at an annual compound rate of 6.82 per cent during these 15 years. Enrolments in the middle stages of education have recorded growth at an annual compound rate of 8.76 per cent, which raised the coverage of the age-group population by roughly 20 percentage points. But the coverage of the age group population by the secondary education increased by only 12 percentage points which resulted from the growth of enrolments at an annual compound rate of 10.2 per cent. The university education covered 1.7 per cent more of the age-group population, while enrolments in the colleges and the universities expanded at an annual rate of 9.05 per cent. Enrolments in the technical and professional education rose by 14.23 per cent during the same period. Thus, the growth performance of the educational sector of the national economy has been quite impressive during this phase of the national development. The plan targets have uniformly been exceeded in all areas except primary

education, where both enrolments and the coverage of age-group population targets have uniformly been exceeded in all areas except primary education, where both enrolments and the coverage of age-group population targets of 695 lakhs and 92.2 per cent respectively have remained far above the actual achievements. An interesting facet of the developmental process is that the growth rate increases sharply from lower to the higher stages of education, and from general to the professional and technical education.

### 3.2 Expenditure

Total expenditure on education both from private and public sources has increased at an annual compound rate of 9.07 per cent, whereas enrolments in all stages and types of education have expanded only at an annual compound rate of 7.35 per cent. Thus, expenditure on education has grown much more rapidly than enrolments, population, national and per capita incomes. Consequently, educational expenditure as a proportion of national income has increased from 1.2 per cent in 1951 to 2.8 per cent in 1965-66, showing growth at a rate of 5.08 per cent. Educational expenditure per capita has risen from Rs. 3.2 in 1951 to Rs. 12.8 in 1966, and has thus, been growing at an annual rate of 9.68 per cent. It may, however, be noted that the proportion of national income allocated to education, per capita educational expenditure, and above all, expenditure per student have continued to remain among the lowest in the world. Besides, the capital requirements of education have remained partially fulfilled due to the inadequacy of resources allocated to the educational sector. Therefore, while the flow coefficients of education seem to have been taken care of by quantitative expansion, a tendency to dilute the standard of stocks with the educational institutions has been allowed to operate (Prakash 1977, p. 243, foot-note 16). But such developments in a capital scarce economy like the Indian one could be expected.

#### 3.2.1 Other Indicators

As teaching is among the basic stock inputs into the educational production processes, the process of the dilution of standards of stocks may also be reflected by the falling teacher-students ratios. The number of students per teacher at various stages has increased at the following rates:

Stage	Primary	Middle	Secondary	University/College
Percentage Rate	0.653	2.24	0.30	0.23

Thus, middle stages of education appear to have suffered most in this process.

Students enrolled per institution is another indicator which may reflect the standard and the intensity of exploitation of the existing stocks during this dynamic state of flux. At the primary stage, students per school decreased by 0.6 per cent per annum, whereas at

the middle stage the number of students per schools increased by 2.89 per cent per annum during the same period. The number of students per professional college also decreased by 0.41 per cent per year. This implies that the number of primary and professional institutions increased more rapidly than the students seeking admission into them though the growth of employment of teachers and overall expenditure on these institutions has been even slower than that of the students enrolled. Thus, emphasis seems to have been on the expansion of institutions and their admission capacities irrespective of the inadequacy of resources required to maintain the quality of these facilities. The expenditure per primary school in 1961 constant prices has declined by 3.71 per cent per annum from 1951 to 1965, whereas the expenditure in real terms per middle school has increased by 1.40 per cent per annum. But the prestigious professional and technical education has recorded a decline of 0.28 per cent per annum in expenditure in constant prices per college. These results lend some empirical evidence to support the hypothesis that the primary, professional and technical education have been allowed to suffer in qualitative terms under the impact of quantitative expansion. This reflects the domination of educational planning in India by the financial and quantitative projections not in consonance with the probable increases of age and sex specific population, requirements of balances between the different stages and types of education, and the stock requirements warranted by the maintenance of the quality. Besides, there has been no long term perspective plan of educational development consistent with the perspective long term plan of general development of the economy. Then, the educational structure has remained under the domination of the general rather than the technical and professional education, rapid growth of the later notwithstanding.

### 3.3 Education-Employment Linkages

As the educational sector has grown much more rapidly than the rest of the economy, the tenuous links of education to employment that had assiduously been forged in the earlier phases were extremely weakened if not totally ruptured. Perceptible attempts to link the available employment opportunities to the out turn of manpower were not visibly made which had resulted in a general and structural disequilibrium between the demand for and supply of human resources. Consequently, unemployment of the educated has assumed serious proportions. The incidence of unemployment may be gauged from the fact that in 1953, 1.65 lakh persons having successfully completed education upto matriculation and above were unemployed. Among the educated unemployed, 76.7 per cent were the matriculates, while the undergraduates and the graduates accounted for 10.4 and 12.9 per cent of the total educated unemployed. By 1965-66, the number of the educated unemployed has grown to 842 lakhs, representing an annual growth of 10.81 per cent. But the proportion of unemployment among the matriculates has declined by 9.2 percentage points. Thus, the proportion of the matriculates among the educated unemployed declined by 0.80 per cent annum, while the proportion of the under-graduates increased by 11.9 percentage points, which means that the proportion of the under-graduates among the unemployed has increased at an annual compound rate of 4.88 per cent. But the proportion of the unemployed graduates has decreased by 2.6 percentage points, showing a decline

rate of 1.42 per cent. Thus, the decline in the proportion of the matriculate and graduate unemployed has been matched by the rise in the proportion of the unemployed undergraduates. The undergraduates have, thus, been squeezed in the job-market both from below and above. A part of the incidence of unemployment among the matriculates seems to have been transferred to the undergraduates. It implies that the growth of unemployment among the undergraduates has been much more rapid than its growth among the matriculates and the graduates. The unemployed undergraduates have increased at an extremely high rate of 16.82 per cent, whereas the unemployed matriculates and graduates have recorded rates of growth of 10.52 and 9.82 per cent respectively. Unemployed matriculates and the undergraduates taken together have increased at a rate of 11.6 per cent. An interesting feature is that the growth of the unemployed educated is, more or less, matched exactly by the growth of enrolments at the corresponding stages of education. It is evident from the fact that whereas the enrolments upto the undergraduate stages have increased at a rate of 10.2 per cent, the enrolments in colleges and universities have increased by 9.05 per cent. Another facet of the problem of employment is the paradox of the existence of severe shortages of the professional and technical manpower in the midst of unemployment among the educated. Whereas the unemployment among the school and college graduates of general education in arts, humanities, commerce and even sciences has been increasing due to their consistent over-production, high and even middle level manpower having experience in specialised technical and professional fields fell short of requirements. The number of doctors has been estimated to be short by about 7500, while the teachers in engineering colleges and polytechnics have fallen short by 35 per cent of the total requirements. However, unemployment among the technical and professional personnel has also started emerging. For example, 4.9 per cent of the medical and 0.7 per cent of engineering graduates of 1954 cohort were unemployed even in 1960. But the incidence of unemployment among the technical and professional manpower was relatively limited. Another facet of unemployment among the educated should also be noted. Unemployment among the educated is merely the conversion of unemployment among the un or less educated. Given the techniques of production, sectoral composition of output and the stage of development, the economy can offer only specific number of employment opportunities. The distribution of the available jobs among the human resources of different levels and types will then depend upon policy. Besides, prospects of the impending unemployment persuade a number of matriculates to opt for higher education. Each one reckons that a higher degree will enhance his/her future chances of employment in the labour market. This constitutes a vicious circle of education-employment linkages. Unemployment thrusts more pupils on higher stages of education, while higher stages of education, in their turn, pushes more job-seekers into the labour market than it can absorb. Thus, the recognition of the need by the policy makers through numerous declarations and proclamations to relate educational development to the socio-cultural and manpower requirements of the economy notwithstanding, educational manpower, and economic planning in India have remained confined to the disjoint compartments.



#### 4. Consolidatory Phases

The second phase of socio-economic development in independent India may be defined as the consolidatory phase which commenced towards the end of the third five year plan in 1966-67. The period is marked by the initial thrust of green revolution, the emergence of the diversified industrial structure and the maturing of the developmental stage of the infrastructural sectors of the economy. The experiences, achievements and the failures of the first developmental phase, the lurking new problems and issues, and the emerging new perspectives called for an evaluation and review of the past performance in order to delineate contours of the future re-orientation of the developmental strategy and the restructuring of policy. Qualitative improvements and the consolidation of the gains of quantitative expansion of education in the preceding phase emerged as the chief focus of future policy. The Commission on Education and National Development expressed its urgent concern about the then scaffolding of the developmental scenario of mal-location of institutions resulting in sub-optimal levels of operations which led to the lowering of the qualitative standards, on the one hand, and wastage of scarce resources, on the other. According to the Commission, in 1964-65, 52.6 per cent of the colleges of general education had less than 500 students, 36.6 per cent had less than 300 students and 11 per cent had even less 100 students on their rolls.

Engineering colleges and Polytechnics, according to 1964 Survey, faced shortages to the extent of 35 per cent teachers, 53 per cent equipment, 51 per cent buildings and 55 per cent hostels. Less expenditure per institution has, thus, meant provision of equipment and services at reduced scales and the proliferation of sub-standard institutions. Neither the social demand could be checked nor necessary resources could be arranged to maintain the quality of service and the standards of education. In many instances, institutions were started even without making provisions for adequate number of teachers, necessary materials and appropriate financial allocations. Compromises even in the matter of quality of materials and educational attainments of manpower were effected. Therefore, deliberate and conscious policies were to be designed to alter emerging patterns and trends of educational development.

The focus on qualitative improvement notwithstanding, the quantitative expansion continued in the consolidatory phase as well though the acceleration of the growth process was slowed down and in some cases, it was even decelerated.

Total enrolments in all stages and types of education have increased to 19.08 crores in a population of 77.6 crores in 1986-87. Thus, whereas enrolments have increased by 6.97 per cent per year since 1965-66, the population covered by education still remains only approximately 24.6 per cent. Thus, the coverage of population has increased by 18 percentage points since 1966. In other words, the population covered by education has increased by 4.67 per cent per annum. Thus, during the second phase, spread over a period of 21 years, the overall expansion of education has shown a definite deceleration of 7.35 per cent rate of growth during the first phase.

The growth of enrolments at the primary levels has been decelerated to a rate of only 2.69, which has led to an improvement of 16.7 percentage points in the coverage of age-group population. But the population coverage has expanded at a rate of only 0.94 per cent during this period. The growth of enrolments at the middle levels has recorded even much greater degree of deceleration than that at the primary stage. The rate of growth has been reduced from 8.76 to 4.69 per cent, though the coverage of the age-group population has been raised to 52 per cent, an improvement of 21.2 per cent points, or an annual increase at a rate of 2.53 per cent. Enrolments at the secondary stage have increased by 5.31 per cent, leaving the age-group population coverage unchanged. The enrolments at the collegiate and university stages have increased at a rate of 5.46 per cent, showing rapid deceleration over the first phase. Enrolments in the technical and engineering and medical education have increased at even lower rates of 3.18 and 2.95 per cent respectively. Consequently, the proportions of enrolments in engineering and technical and medical courses in the total enrolments have decreased from 5.32 and 4.16 to 4.7 and 3.69 per cent respectively. Therefore, the domination of the educational structure by the general education has been accentuated still further.

The following facets of the growth process during the second phase come to the fore : (i) enrolments at all the levels and types of education have continued to increase consistently, (ii) as in the first phase, the growth rates tend to increase with the increasing levels of education. As against this, the growth rates decline from general to technical and medical education, (iii) the growth process has tended to decelerate during the second phase but the deceleration has tended to increase from lower to higher levels and from general to technical and medical education, (iv) during this phase also, enrolments have expanded more rapidly than the per capita income (in 1971 constant prices) which has increased at a rate of only 1.71 per cent. However, the growth of real per capita income has been slightly accelerated over the first phase when it grew at a rate of only 1.22 per cent. Therefore, the educational sector has kept growing ahead of the economy throughout the post independence period.

#### 4.1 Quality Indicators

##### 4.11 Students Per Institution

The number of primary schools has increased at a much lower rate of 1.82 per cent than the rate at which the enrolments have expanded during this phase. Consequently, students per school have increased from 66 in 1964 to 167.5 in 1986-87, showing an annual rate of growth of 4.13 per cent. Thus, the earlier trend of reduction in students per primary school has been reversed, and therefore, the primary schools in 1987 were 2.36 times more crowded than in 1951. The middle schools have increased more rapidly at a rate of 3.84 per cent than the primary schools. But the growth of the middle schools have also been sluggish in relation to the growth of enrolments. Therefore, the students per middle school have increased from 152 in 1951 to 209.8 in 1986-87 and the rising trend of the first phase has been maintained during this phase also. Consequently, the middle schools have become

1.38 times more crowded than in 1951, due to 0.59 per cent increase in students per school since 1956. Thus, instructions at the elementary stage are expected to have suffered in qualitative terms. This is supported by the fact that the teacher-student ratio at the primary level has risen to 42 in 1987 from 37 in 1964, showing growth at an annual compound rate of 0.53 per cent, while the ratio at the middle stage has increased to 35 from 32 during the same period, showing growth at an annual compound rate of 0.39 per cent.

The secondary schools have increased at a rate of only 4.99 per cent, which is much lower than the rate of growth of enrolments. Consequently, students enrolled per secondary school in 1987 has increased to 241 from 169 in 1961. Thus, the enrolments per institution at this level have increased at a rate of 1.32 per cent which made the schools 1.43 times more over-crowded. This has also raised the teacher-student ratio to 13 from 11 in 1961, growing at a rate of 0.62 per cent. This has reversed the earlier decreasing trend of the ratio. Thus, the school education seems to have been adversely affected at all levels by the sluggish growth of facilities.

#### 4.12 Expenditure

Overall expenditure on education in 1951 constant prices has increased by 8.84 per cent during the first phase, but this rate has been reduced to 4.31 per cent during the second phase. This is slightly lower than the rate of growth of enrolments. This must have caused a further fall in the quality of the physical inputs used in the educational development process. The growth of educational expenditure per capita has been reduced from 6.65 to 2.2 per cent during the second phase. But the growth of expenditure per student has increased from 1.67 to 3.84 per cent. This may suggest some improvement in the quality of educational inputs which is at variance with the evidence furnished by all other quality indicators. On the whole, the educational system does not seem to have been able to maintain the quality of the stock inputs, though the flow variables might have been maintained on the existing standards.

#### 4.13 Unemployment

Like in the first phase, education has developed much more rapidly than the economy as a whole. This is evident from much lower rates at which both net national and per capita incomes in constant prices have grown relative to the rate of growth of education. The sluggish economic growth was bound to accentuate unemployment in general and the unemployment of the educated in particular. This is evident from the growth of overall unemployment among the educated which is tabulated below :

Educational Level	Matriculates	Under Graduates	Graduates	Post Graduates	Total
Growth of Size	14.86	18.43	22.97	19.62	17.81
Growth of relative incidence (%)	-1.89	1.18	5.05	1.63	-

It is obvious that the growth of unemployment among the educated has been rapidly accelerated during the second phase, the growth rate being 1.65 times the rate during the first phase. The increased incidence of unemployment of the educated has been distributed among all the levels, though the fastest acceleration in the growth of unemployment has been recorded by the graduates. The unemployment has increased at the lowest rate for the matriculates which is also as high as approximately 15 per cent. The proportion of unemployed matriculate among the educated unemployed has declined at a rate of 1.89 per cent, whereas the proportion of unemployed graduates has increased most rapidly. Interestingly, the rate of growth of unemployment increases from matriculation to graduation levels quite sharply. This probably reflects the most rapid growth of graduate level education. This also reflects the transformed attitudes of both parents and students who no more treat matriculation as the terminal stage. The change in the attitude seems to have been caused by the upgradation of qualification by employers in the labour market. As the wage and salary structures are inflexible downward, the market seeks the adjustment of the emerging shortages or surpluses through the down or upgrading of the educational qualifications. But this process of market adjustment effects the wage/salary squeeze across all the levels and patterns of educational qualifications. These painful adjustment processes come into operation due to the lack of an effective manpower planning in the economy for relating educational development to the developmental needs of the economy. The conceptual muddle, the distortions of the policy environment, and the limitations of the framework of strategy have contributed to the maladies and paradoxes of the Indian economy in no mean measure. Thus, unemployment pervades through all the levels and types of manpower. The incidence of unemployment among the educated may be gauged from the following NSS estimates at all India level in 1977-78.

Education	Matriculates/ Secondary	Graduates Above	General Subjects	Technical Subjects
Rural Males	9.8	17.6	19.3	13.2
Females	15.4	24.9	23.4	29.3
Urban Males	7.3	8.2	9.1	5.8
Females	9.4	15.7	16.4	12.2

Sex bias in employment seems to be prominent as the incidence of unemployment among women is much higher than among men, irrespective of the levels and types of education and rural-urban location. Space bias of unemployment is also highlighted as both the rural males and females are affected much more by unemployment than their urban counter-parts, irrespective of the levels and types of education they receive. Besides, the unemployment incidence tends to increase with the level of education one takes irrespective of sex and spatial location. However, technical manpower is relatively less affected by unemployment. It seems that the development process has accentuated the existing male-female, rural-urban, and rich-poor employment dualisms in the Indian economy. Important aspects and issues relating to these will be discussed in the ensuing section.

## 5. Theory and Strategy of Development

### 5.1 Capital Accumulation and Percolation Strategy

Recognition of capital accumulation as the key factor of growth emerged from Keynes's identification of investment as the determinant of income and employment. The dynamisation of analysis has subsequently brought the capacity creation and income generation aspects of investment to the fore. Then the Schumpeterian hypothesis of technological innovations being the pivot and propellants of the growth process gained ascendancy. This has shifted focus from capital accumulation as the source of growth to capital accumulation for financing research and development of technology as the means for the acquiring of the new capital goods embodying more advanced and superior techniques of production resulting from the R & D.

In accordance with these postulates of the received theory, the development strategy focussed on the twin processes of capital accumulation and the technological transformation of the developing economies, and India has been among the leading proponents of this strategy. Labour abundance and capital scarce patterns of factor endowments of the developing economies have thus been over looked. This development strategy implicitly assumed that the percolation of the impact and effect of consistent building of the productive capacities and the sustained growth of output would autonomously mitigate economic inequality, poverty, and unemployment. Therefore, the development problem has been perceived as that of planning for an appropriate rate and sectoral pattern of growth. The percolation effects of the rapid growth of the leading sectors of the economy were expected to generate adequate employment opportunities, mitigating unemployment and poverty.

### 5.2 Empirical Experience and Shifting Emphasis

Experience has, however, belied such expectations. In the first instance, the economy has grown highly sluggishly. It is evident from the fact that the net national income in constant 1971 prices has increased only by 3.74 per cent per annum, whereas the per capita income has grown at an even lower rate of 1.55 per cent from 1951 to 1986. The percolation of the favourable effects have been still slower to materialise than growth itself. For example, the proportion

of total population living below the poverty line has been reduced to 37.4 in 1984 from 54.3 in 1962. Thus, more than one third of the total population has continued to live in abject misery and destitution even 37 years after independence.

The leakages of the potential percolation effects of growth have led to the incorporation of direct employment and poverty alleviation programmes into the plans, though these programmes are not an integral part of the planning core. Then, the actual results have fallen far short of expectations. Therefore, both the strategy of growth and theory from which it has been derived have been questioned.

Rapid changes in techniques and the emergence of new production methods, designs and products have led labour markets in general and those for high level educated manpower in particular to experience periodic cobweb like fluctuations. Then, the persistent shortages of specific levels and types of manpower in the midst of high incidence of unemployment has also been aggravated by the shifts of technology and output-mix which swings demand disproportionately; whereas supplies have experienced even greater swings in response to the anticipated demand shifts. This forces continuous restructuring and adjustment of public policy. The rapidity with which technological developments render production techniques, skills, training, knowledge in general and education in particular, and the occupational structures obsolete and redundant has not only enhanced the critical role of human capital in development, but it has also led to the emergence of R and D as an essential component of human resource development, on the one hand, and as the core function of education, on the other. Therefore, the human resource development has been tending to emerge as one of the central objectives of development planning.

### 5.3 Manpower Planning

Demand for human resource development reflects the demand side of manpower planning, and the demand for human resources is a derived demand. It is postulated to depend upon the level, structure and growth of output. The conventional approach, thus, focusses upon the constraining influence of physical capital upon which the output is assumed to depend, and manpower as a productive asset is over-looked, by and large. This is in-built at least partially, in the concept and design of manpower planning, which has almost exclusively concentrated on the determination of manpower requirements from the targets of growth of sectoral output levels set on the basis of planned technological changes, levels and allocation patterns of physical capital during the planning horizon. This, at best, may be called the forecasting or the projecting of manpower requirements that are embedded in the production targets. Then, the manpower requirements are sought to be translated into educational needs of the economy on the basis of the existing or anticipated education-employment linkages. Thus, such education-manpower forecasts neglect the analysis of the basic behavioural propensities of the labour and education markets. Besides, the supply aspects of human resources are completely over looked.

Demographic factors like size, age and sex composition of population are the major determinants of manpower supply, whereas the labour participation rates depend upon several socio-economic factors. Among the economic factors, wages exercise the most decisive influence upon the supply of labour. But the size of labour force reflects only the quantitative dimension of the human resources. Qualitative dimension of human resources is reflected by the productivity of labour, whereas the quality of human resources depends largely upon investment in health and education. Investment in health comprises of human resource augmenting component and the resource preserving and maintaining component. Investment in medi-care, both curative and preventive, focuses largely on the preservice and maintenance of the available resources, whereas investment in nutrition, sanitation, potable water supply, etc. is designed primarily to promote health and augment human resources. The two components however, often overlap.

Education, both formal and informal, is the dominant source of human capital formation. Education and training endow manpower with skills and knowledge that are required to operate the production processes. The production methods, designs and the products which the economy produces flow from the R and D which education facilitates. Equalisation of educational opportunities leads to the equalisation of economic opportunities. Thus, education prevents present generation inequalities of income and wealth from being transmitted in their totality to the future generational inequalities. Besides, widespread diffusion of education promotes socio-cultural institutional changes which economic development ultimately hinges upon. The supply side of manpower planning, thus, hinges upon both the quantitative and qualitative dimensions of human resources. But the quality of resources is much more important than the quantitative dimensions as the marginal and average productivity levels depend upon, among other factors, the quality of manpower, and a substantial proportion of growth of the national and per capita incomes of the now developed economies of the world has resulted from the growth of productivity. However, the role of the growth of employment or the supply of human resources may not be negligible in the accounting of the sources of overall growth. This may be evident from the following relation:

$$GDP = \frac{GDP \cdot L}{L}$$

$$\text{or } Y = L \cdot p$$

Where GDP = Y = gross domestic product in constant prices, L = total manpower employed for producing the given output, and p = the average productivity level. Whereas overall level of employment and its growth will reflect the contribution of the quantitative component of the human resources, the productivity level and its temporal growth will reflect, at least, partly, the contribution of the qualitative component of manpower to the growth of output.

The differentiation of (i) with respect to time furnishes.

$$\frac{dy}{Y} = \frac{dL}{L} + \frac{dp}{p}$$

$$\text{or } g(Y) = g(L) + g(p)$$

Thus, the rate of growth of output is the sum of the rates of growth of employment and labour productivity in the economy, through time. The labour productivity and its growth will be determined jointly by the improvements in the production techniques and health, education and training of manpower. Therefore, ultimate growth performance of the economy may hinge upon the growth of both the quantity and quality of human resources supplied to the economy. There is empirical evidence also to support this hypothesis. The average productivity of labour has increased, on an average, by 1.60 per cent, whereas employment in the Indian economy has risen, on an average, by 2.27 per cent per annum from 1951 to 1986. The two growth rates add up to 3.87 whereas the national income in 1971 constant prices has increased, on an average, by 3.74 per cent during the same period. Thus, the three estimated growth rates satisfy (2) approximately, and the growth of employment has contributed 1.42 times more than the growth of productivity to the overall growth of income. This has been despite the fact that the major thrust of the developmental strategy has been focused on capital intensive and productivity augmenting sectors rather than labour intensive and employment generating projects.

Educational development ahead of the economy has completely eliminated educated manpower as the constraining factor of growth, whereas the capital propelled growth process has been converting the available human resources, especially the low level, less or uneducated manpower into non-resources. Besides, almost exclusive reliance upon the high-tech modern sectors for the accelerating and the learning of the growth of the economy irrespective of their employment implications has also been converting even high and middle level educated manpower into non-resources through unemployment, howsoever small may be its duration. This also amounts to the wastage of the scarce resources that have been used in the process of forming human capital embedded in these resources. The above results also indicate the dimension of the loss of the potential growth of the economy. Therefore, these results may be taken to highlight the desirability of changing the strategy and shifting the emphasis from capital accumulation to the efficient and effective utilisation of human resources in general, and educated manpower in particular. Our results also expose the limitations of the conventional concept of manpower planning focusing exclusively on the manpower requirements. The role of supply side factors of human resources may be further highlighted by simple manipulation of relations (1) and (2):

Dividing both sides of (1) by population, N, we get

$$\frac{Y}{N} = \frac{L}{N} \cdot p$$

$$\text{or } y = l.p.$$

(3)



Where  $y$  is per capita income and  $l$  is the proportion of employed population. A further modification will lead to

$$y = \frac{L}{W} \cdot \frac{W}{N} \cdot p$$

$$= e.d.p. \quad (4)$$

Where  $W$  is the total work force,  $e$  denotes employment rate, and  $d$  is the dependency ratio. Equation (4) may be modified further to yield

$$y = \frac{L}{L} \cdot \frac{W}{M} \cdot \frac{M}{N} \cdot p$$

$$= e.r.s.p$$

where  $M$  is the population of working age-groups,  $r$  is the participation rate and  $s$  is the age structure of the population.

Relations (3) to (5) furnish the following inter-relations between the growth of per capita income and the growth of supply of human resources:

$$g(y) = g(l) + g(p) \quad (6)$$

$$g(y) = g(e) + g(d) + g(p) \quad (7)$$

$$g(y) = g(e) + g(r) + g(s) + g(p) \quad (8)$$

These relations show that the growth of per capita income depends essentially upon the supply of human resources and the productivity. All factors, except productivity, on the right hand side of these relations reflect purely the supply conditions of manpower. Therefore, supply of manpower may be taken to determine income and its growth at the given productivity level. Similarly, for the given supply of manpower, productivity and its growth will determine the growth of per capita income. But in a dynamic state improvements in both the supply and productivity of labour ought to sustain the long term growth. The casual relation between human resources and growth has, however, been postulated in the reverse direction. Therefore, re-evaluation of the concept and objectives of manpower planning is called for.

#### 5.4 Concept and Objectives

Manpower planning may refer to the deliberate and conscious decision processes of determining the programmes of human resource development within the given time frame of the plan which are consistent with the socio-economic needs of the development planning, on the one hand, and the needs and objectives of the educational planning, on the other. Manpower planning, thus, seeks to ensure temporal patterns of supplies of these quantities of manpower of the requisite levels and types that match the socio-economic needs so that neither the supply bottlenecks will constrain growth nor will the

scarce resources be invested for producing manpower over and above the economy's requirements. Besides, manpower planning should strive to optimise the use pattern of currently available human resources. Such a balanced human resource development will flow from that pattern of resource allocation between the production and manpower sectors of the economy which satisfies the conditions of balanced growth. Manpower planning is, therefore, a bridge between economic and educational planning. Manpower planning links education to the production sectors of the economy, on the one hand, and it seeks to determine such levels and patterns of production that will ensure optimum use of the available human resources at each point of the planning horizon, on the other.

The following objectives of the manpower planning will autonomously emerge from the above conceptualisation: (i) monitoring and evaluating employment conditions in the labour market; (ii) furnishing estimates of employment for the elimination of current unemployment/under employment and the absorption of the expected additions to the job seekers at each step of the planned growth path; (iii) in case of general or specific shortages, it should furnish estimates of additional manpower of different levels and types along with their time phase, (iv) determination of the impact of structural changes upon the labour absorption capacity of the economy as it moves from lower to higher stage of growth, and from less to more efficient techniques of production. At each stage, structural changes and their employment implications will furnish the base for the determination of the manpower needs in the short, medium and long run with reference to the behavioural propensities of labour and education markets, (v) decomposition of manpower needs into skill, training and education components so as to transmit appropriate signals from the production to the educational sectors of the economy; (vi) similarly, the signals emanating from the educational sectors regarding the number of graduates with their levels and types of education likely to be released at each point should be clearly transmitted to the production sectors and the labour market of the economy.

## 5.5 Substitution Processes

Accomplishment of these objectives will, however, require a radical transformation of the theory and practice of manpower planning. The dynamic functioning of the production, education and other manpower sectors of the economy tends to change the nature and direction of output and employment, on the one hand, and education and employment, on the other. Technological upgradation of the production processes changes manpower requirements not only in quantitative terms but it also leads to the alterations in skills, training and education components. Labour market tends to respond to emerging surpluses by upgrading qualifications while the shortages may lead it to the downgrading of the educational norms. Such responses to the labour market to the prevailing and emerging patterns of shortages and surpluses of manpower enable it to effect both upward and downward adjustment of earnings despite the rigid wage and salary structures, especially its downward inflexibility. Then, the weights assigned by the labour market to experience, on the job training or learning by doing, pre and inservice training tend to widen the range of

substitution possibilities, on the one hand, and facilitates the emergence of the informal system of vocational training as a subsidiary source of skill formation, on the other. This also tends to make informal training emerge as the substitute of formal education. These behavioural traits should inform the manpower planning processes. The substitution processes may be conceptualised by portraying them through the table of equivalences defining the substitution rings or circles within which substitution takes place whereas the substitution probability between the rings is postulated to be zero:

Sl. No.	Level of Education	1	2	3	4	5	6	7	8	9	10
1.	EM	+	-	-	-	-	-	-	-	-	-
2.	EM+t	-	+	+	+	+	+	+	-	-	-
3.	M	-	+	+	-	-	-	-	-	-	-
4.	M+t	-	+	-	+	+	+	+	-	-	-
5.	M+Cert	-	+	-	+	+	-	-	-	-	-
6.	M+Dip	-	+	+	-	+	+	-	-	-	-
7.	Deg	-	+	+	+	+	+	-	-	-	-
8.	Cert/Dip	-	-	-	-	-	-	-	-	-	-
9.	Cert/Dip+t	-	-	-	-	-	-	-	-	-	-
10.	PD	-	-	-	-	-	-	-	-	-	-

## 6. Financial Resources

Financial resources for education may be analysed from two alternative view points: (i) The problem may be examined as that of the pattern of allocation of resources between education and non-education sectors of the economy, on the one hand, and the intra-educational patterns of allocation and the temporal changes therein, on the other. The allocation pattern may be evaluated in relation to the levels of incomes and the size of budgets, (ii) Financial resources may be examined with reference to the source from which the resources emanate.

### 6.1 Growth in Current Prices

Total educational expenditure has increased by 12.09 per cent from 1951 to 1980. As the expenditure during the first phase recorded growth at a rate of only 11.98 per cent, the growth seems to have been slightly accelerated during the second phase. It is evident from the fact that expenditure during the second phase has increased by 12.21 per cent. As the growth of enrolments has slackened during this phase, it may imply that the increased financial resources should have helped in improving the quality of education and the physical facilities available to the institutions. Besides, educational expenditure has increased more rapidly than income as expenditure as proportion of national income has increased by 3.35 per cent during the entire period. The growth of expenditure during the second phase has, however, been slowed down to 1.47 from 5.81 per cent during the first phase. But the growth of expenditure in per capita terms has

been very rapid through out, and the growth has been accelerated from 9.68 per cent in the first phase to 10.28 per cent during the second phase, giving a growth rate of 9.75 per cent for the entire period. This is reflected in the growth of per pupil expenditure which increased by 7.74 per cent during the entire period. Its growth has also been accelerated from 4.61 during the first to 11.06 per cent during the second phase. Thus, all these factors point towards a marked improvement in the resources allocated to the education sector.

## 6.2 Growth in Real Terms

Whether the enhanced financial allocations really contributed to the qualitative improvement of education depends, among other factors, upon the inflation rate in the economy. In order to neutralise the influence of the rising prices, we should evaluate expenditure in constant prices.

The deflation/inflation of expenditure by the general price index implies that the structure of prices of educational inputs relative to the prices of other goods has remained invariant and the prices of educational inputs have increased at the same rates at which the prices of other goods and services have increased during the given period. These assumptions may be at variance with the facts. But the absence of the separate series of price indices of educational inputs forces one to adopt this procedure. As the salaries and wages of teachers and non-teaching staff, constituting the major proportion of current or flow costs are adjusted according to the changes in the general cost of living index, and the major proportion of the capital budgets of the educational institutions is spent on items like buildings, furniture, equipment, laboratory materials etc., a substantial proportion of the overall expenditure may be adjusted for price changes on this basis. But the adjustment of expenditure on special educational inputs like books, stationery, sports goods etc. will pose serious problems on this account. It is quite probable that the changes in the prices of these educational inputs may conform broadly to the overall movements of the general prices. There is, however, an urgent need for the compilation of the separate price indices of the educational inputs. We have neutralised the influence of price movements on the basis of general price indices with 1951 as the base.

The growth rates are tabulated below:

Variable/ Period	Total Expenditure	Per Capita Expenditure	Per Student Expenditure
Upto 1966	8.84	6.65	1.68
Upto 1980	4.31	2.12	3.84
1951-80	6.55	4.36	2.75

These growth rates are much lower than the corresponding rates for current prices. Thus, a good deal of increase in expenditure has been neutralised by inflation. Besides, the growth of per capita

expenditure is much lower than the growth of expenditure in absolute terms. Thus, a substantial proportion of expenditure is neutralised by population growth. However, the real educational expenditure has increased more rapidly than population. But the growth of real expenditure per student has been slower than its growth on per person basis which may imply that the enrolments have increased ahead of the age-specific population growth. This is also evident from the increased coverage of population during the second phase. But the growth of per student real expenditure has been accelerated during the second phase. Thus, there is empirical evidence to support the hypothesis that the quality of educational service might have been improved during the consolidatory phase.

### 6.3 Growth of Household Educational Expenditure

Total household expenditure in constant 1971 prices has remained invariant at approximately Rs. 896 crores. Therefore, the real expenditure has recorded a negligible growth of 0.0002 per cent per annum. But one may not look forward to a continuous increase of educational expenditure of the households over a relatively short period of 13 years which the data cover. The expectation has to be based on two important factors: (i) household educational expenditure depends upon the number of children to be educated, (ii) unlike expenditure on other goods, educational expenditure ceases with the completion of education. Till children are replaced by grand children, the number of children to be educated per household are, therefore, likely to decline. The decline is also expected after the replacement of children by the grand children as the smaller family norm has been spreading.

### 6.4 Plan Outlays

Financial allocation to education in the different plans may be another indicator of the importance that is attached to the educational development by the public authority. Annual budgets spread the overall planned outlays over a period of five years, plan outlays will reflect the patterns of budgetary allocation. Therefore, we analyse these outlays in constant 1971 prices both in absolute and relative terms.

#### 6.4.1 General and Technical Education

During the seven five year plans that have been undertaken in the country so far, real outlay on education has increased from Rs. 30.4 in the first to Rs. 189.4 crores in the 7th plan. Thus, the plan outlays on education during the entire period have increased by 4.93 per cent per annum. However, the growth of outlays has been decelerated from 8.01 in the first phase to only 2.97 per cent per annum during the second phase. Though the deceleration of the growth of outlays is consistent with the deceleration of the general growth of education, yet the consolidation of the gains of quantitative expansion and the clearance of the backlog of the qualitative improvements warrants the reversal of this trend. Consequence of this deceleration has been that whereas 7.9 per cent of the overall outlay on first plan was allocated to education, it declined to 6.9 per cent

of the third plan outlays. It implies that even during the second and third five year plans, education was allowed to grow less rapidly than the other sectors of the economy. This trend has been further strengthened during the subsequent plans as only 3.6 per cent of total outlays in the seventh plan has been earmarked for education. If the constitutional obligation of hundred per cent coverage of the age-group population by the primary schooling is to be fulfilled, if the coverage of the remaining population is to be substantially and consistently raised, if the retention rates at the school stage have to be improved, if the quality of education is to be improved all along the spectrum, if structural distortions are to be corrected, and if education is to discharge its R & D role effectively then this trend will have to be reversed.

#### 6.5 Intra-sectoral Pattern of Allocation of Educational Expenditure

The patterns of resource allocation and the structures of expenditure are used as instruments of implementing plan priorities. Therefore, we examine the temporal changes in the educational expenditure patterns. Allocation to education from first to the seventh plan has increased by 17.21 per cent as compared to its growth by 9.4 per cent upto the third plan. The growth rate has been raised to 22.6 per cent during the subsequent plans. The growth of outlays on general and technical education during the entire period has maintained parity, by and large, as their outlays increased at 16.75 and 16.59 per cent. The growth of outlay on general and technical education has been raised from 8.69 to 22.32 and from 12.99 to 18.99 per cent from the first to the second phase, acceleration in technical education is much less marked than in general education. It is the lead that the technical education took over general education during the first phase which has enabled it to maintain parity with the growth of general education. It implies that the higher priority to technical education during the first phase has been partially diluted subsequently. This is reflected by the fact that outlays on general education have increased from 87 in the first to 89 per cent of the total outlays of the seventh plan, while the share of technical education has correspondingly declined from 13 to 87 per cent. In our opinion, the reversal of the trend needs reversal.

#### 6.4.2 Levels of Education

The patterns of allocation between different levels is as important as the allocation of resources between different types of education as (i) school education serves as the common pool of supply of students as inputs to the higher stages of all types of education, (ii) the quality of both technical and higher general education depends upon the quality of inputs of students supplied by school education. The growth of outlays may reflect the priorities of the allocation of planned investment in education.

Period/Stage	First Phase	Second Phase	Entire Phase
Elementary	5.91	10.08	8.41
Secondary	11.55	22.51	17.40
University	12.95	25.04	19.39

A perusal of the table reveals that (i) the rate of growth of outlay increased from elementary to secondary and from secondary to university education during all the three periods. The priority ordering ought to have been entirely reverse of this; (ii) the growth process has been speeded up from the first to the second phase for all the three stages; (iii) the speed of acceleration increases from the elementary to the secondary education whereas university education shows almost the same rate of acceleration as shown by the secondary education. Thus, the priority accorded to the higher stages of education seems to have been enhanced even further during the second phase. These unbalanced growth performances arise directly from the allocation proportions. Whereas the share of elementary education has decreased from 56 in the first plan to 29 per cent of the total educational outlays in the Seventh Plan, the shares of secondary and university education have increased from 13 to 16, and from 9 to 19 per cent during the same period. Thus, the share of elementary education has been reduced almost to half of its share at the beginning of the planning era, while the share of university education has been slightly more than doubled. This is decidedly at variance with the professed objectives and priorities of the planned educational development.

### 6.5 Sources of Finance

An evaluation of the sources of finance is designed to reveal the patterns of division of responsibility between the public and private sectors for educational development in the economy. Within the public sector, the pattern of allocation of the burden to be shouldered by the central and state governments, on the one hand, and the local bodies, on the other, needs examination. The following table reveals the relative weights of the public and private sectors in the generation of financial resources for educational development:

Year/Sector	1951	1961	1971	1981
Public	68.0	74.5	81.3	85.0
Private	32.0	25.5	18.7	15.0

The table reveals that whereas the private sector contributed slightly less than half the amount contributed by the public sector at the beginning of the first plan, its share has been progressively reduced to only 15 per cent of the financial resources available for educational development. Thus, the dependence of education upon the government both for its maintenance and development has increased progressively through time. This trend has to be reversed.

Year/Sector	1951	1961	1971	1981
Public	57.1	68.0	75.6	80.0
State				
Local	10.9	6.5	5.7	5.0

Like the share of the private sector, the relative contribution of the local governments in the public financing of education has declined from 10.9 in 1951 to 5.0 per cent in 1981. Thus, their share has been reduced by half in a period of 30 years. It may be due either to the squeezes effected in the resources available to local bodies or gradual transfer of responsibility to the state and central governments or both.

Fees and endowments constitute two major sources of private finance and their respective share have changed as follows:

Year/Sector	1951	1961	1971	1981
Fees	20.4	17.2	12.8	12.0
Local	11.6	8.3	5.9	3.0

Though the relative shares of both fees and endowments have declined in the total educational finance, yet the decrease in the contribution of the endowments is much more marked than the decline of the share of fees. Whereas the share of fees in 1951 was only 1.76 times the share of endowments, it has increased to 4 times more than that of endowments in 1981, and this is in spite of the rapid proliferation of private institutions and the hue and cry raised about the capitation fees. Probably people have come to regard education as a public good to be supplied mainly by the government. The nationalistic fervor and enthusiasm for private funding of education of the early days of the independence also seems to have been gradually eroded. This has however, to be contrasted with ever increasing penetration of the private commercial enterprise in form of informal educational sector.

As far as the shouldering of responsibility by the central and state governments is concerned, the contribution of the central government has increased from 6.8 during the first phase to 20.1 per cent of the total plan and non-plan expenditure, which has brought down correspondingly the state governments' share from 93.2 to 79.9 per cent. However, the data available for the subsequent period relates to revenue accounts only in which the share of the government of India has increased from 8 in the fourth plan to 9.3 per cent in 1978. The corresponding share of the state government in the revenue account has thus been reduced from 92 to 90.7 per cent. Thus, the domination of the public sector in general and the central government in particular has consistently increased in the generation of resources for the educational development of the country.



The analysis has established the phenomenal progress that the educational sector of the Indian economy has recorded. But it has also highlighted a variety of problems that have been created by the developmental processes. Educational policies are required to be reoriented so as to correct the distortions of the past and pave the way for future growth.

Role of Union Education Ministry in the Educational  
Development of the Country

- A. Mathew

In the final analysis, no subject is of greater importance than that of education. It is the men and women in a country that make and build a nation and it is education that is supposed to build those men and women.

The younger generation is our future hope. The way their faculties were developed and minds moulded would make or mar India's destiny and their proper education must be given top priority.

I can tell you nothing pains me so much as when I see little children who are denied education. Sometimes they are denied food or clothing. But if our children today are denied that, what is our India of tomorrow going to be?

Truly no argument is required in defence of women's education. For my part, I have always been strongly of the opinion that while it may be possible to neglect men's education it is not possible or desirable to neglect women's education.

Jawaharlal Nehru

These excerpts from the writings and speeches of Pandit Jawaharlal Nehru bear ample testimony of the vision of the architect of modern India. The progress registered at different levels and spheres of the education system in India during the last four decades could be approximated as the nation's endeavour to actualise Nehru's vision.

The constitutional provisions relating to the exclusive and concurrent obligations of the Central and State governments also echo Jawaharlal Nehru's vision of education's role in national regeneration. While specific subjects were delineated for Central and State governments' concerted action, the Union Government in the Education Ministry was entrusted with two overriding responsibilities. Cutting across jurisdictional demarcation, these included the responsibility of (i) social and economic planning; and (ii) coordinated development of education in the country as a whole. An overview of the organisational role of the Union Education Ministry in the educational development over the last four decades could give valuable insights of its achievements in relation to the context of the larger responsibility bestowed on it. This note in an abstraction of the salient facets of the Ministry involvement, as emerged from a study on its organisational history. In a sense, this could give an approximation of the role of Union Education Ministry in achieving the educational progress which Nehru viewed as a catalyst in building the modern India he visualised.

Looking at the manner in which the Union Education Ministry tried to perceive its functions and developed its organisational structure in response to its functional requirements, one notices a dynamic role transformation. What is even more striking is the fact that the central role it played in the development and reorganisation of the structure and pattern of the education system is not so much the result of a desire to lead as the product of emerging national environment.

This is borne out both from the approach and patterns of involvement as well as the increasing Centre-State interaction and partnership. The most important evidence of this point has been the manner in which the Ministry was able to achieve this much within the framework of the fundamental balances of a federal polity and the constitutional delimitation of Centre-State relationships. An analysis of the manner in which the Ministry perceived its functions and designed its organisational response is likely to give deeper insights of the degree of success, the areas of shortfall and reasons thereof, as well as the lines of future involvement. Such an exercise, as emerges from a study of the Union Education Ministry's involvement, is likely to yield a proper appraisal of its efforts in the context of this Review Conference.

A study of the patterns of involvement in different areas and the lines of its organisational development appear to indicate five organisational principles. These include (i) Ideational Leadership; (ii) Promotion-Delegation; (iii) Devolution and Guidance; (iv) Coordination and Promotion; and (v) Integration and Interlinkage. While ideational leadership is the dominant pattern in respect of State subjects, the second and third approaches pertain to central subjects and the last two to subjects falling under Concurrent areas.

However, these five principles are not exclusive to one another but are determined more by the nature of constitutional requirements. Moreover, these approaches were crystallized over the years, and in that sense, evolutionary and not pre-meditated. There is, at the same time, a degree of evolution as well as simultaneity in these approaches of involvement and organisation.

#### Ideational Leadership : Case of School and Adult Education

##### (i) Elementary Education

The Union Education Ministry's involvement in the sphere of School and Adult Education could be traced to two sources. The first relates to the then national leadership's vision [including Pandit Jawaharlal Nehru's] of Modern India and the critical role of education, besides their conviction that the educated citizenry is the best safeguard of the democratic system of government. The second source is traced to the constitutional provisions, enjoining the Central and State governments to accord an important place to education in their development plans.

The first task of the Ministry related to persuading and convincing the State governments to accord priority in their plans for

educational development for achieving the constitutional mandate of UEE. This was accompanied by increasing its own direct involvement through Central assistance to states to expand educational facilities for elementary education.

The second aspect of its involvement pertained to its lead in commending the adoption of Basic Education as the national pattern at elementary level and the assistance to states for the conversion of elementary schools along basic education as well as for teacher training.

Thirdly one observes the creation of institutional networks and advisory forums at national level to advise the central and state governments regarding policies, measures and programmes of elementary education. These initiatives, besides CABE deliberations and national level conferences on primary, basic education and teacher training, were utilized by the Ministry to help and guide the states in respect of UEE.

The sixties signified a new approach of the Ministry towards UEE, viz., shifting the focus of attention to identifying the bottlenecks impeding UEE. The approach adopted was significant; increasing the number of commissions, committees and conferences diagnosing and deliberating the problems affecting school education, particularly UEE; increasing the frequency of meetings of the CABE, deliberating the findings of the various commissions and committees. It helped to bring about a greater centre-state interaction and arrive at a national consensus regarding the priority tasks and measures to achieve UEE.

The crystallisation of this approach is evident from the deliberations and endorsement of Education Commission's recommendations. This process of elevating centre-state interaction to the planes of arriving at national consensus led to two results. First, it helped to accord urgency to tackling the problems impeding UEE (e.g. special attention to the nine educationally backward states). Secondly, even while increasing centre-state interaction and partnership, the style and approach adopted by the Ministry in this process portended a still greater role.

The seventies witnessed a further consolidation of this role of the Ministry, symbolised by certain pervasive features : (i) the national level acceptance for the adoption of a more comprehensive and integrated approach to education reorganisation (strengthening the complementarity of UEE, NFE and AE); strengthening the educational administrative machinery at all levels; and shifting the emphasis to implementation, etc.

The increase in the involvement of the Union Ministry of Education in the matter of UEE in the Eighties in general and particularly in the implementation of the National Policy on Education, 1986, affords the best comparison of a widening role perception between the fifties and the eighties. Its role as influencing the states to accord priority for UEE, in addition to its own involvement through centrally assisted programmes continues

essentially as obtained in the fifties. But it has come to be recognised as the spearhead of the national campaign through Operation Blackboard, to achieve UEE. That this role of leadership and spearhead was not a self-assumed one, as much as a role bestowed on it as a nationally felt need is evident from its style and approach through the formulation of NPE, gaining its national acceptance as well as its implementation.

#### (ii) Secondary Education

Despite being purely a state subject, unlike UEE, secondary education witnessed the same degree and kind of ever increasing direction and guidance from the Union Ministry of Education. The salient features of the burgeoning role of the Ministry include the following.

The fifties marked the Ministry's endeavours to secure national acceptance in favour of a uniform pattern and structure of secondary education and creation of a network of national level institutions and advisory bodies for evolving policies and measures. This was accompanied by a large number of centrally sponsored programmes relating to multipurpose schools and reorganisation of secondary education.

As in the case of UEE, in the field of secondary education also, the sixties witnessed the Ministry's efforts to shift the focus of national attention from expansion to quality improvement aspects of secondary education. The style of creating national level institutions (merging them later in NCERT), creating their regional/state counterparts, and activating advisory bodies to guide the central and state governments on the priority aspects of secondary education reflected the same style of increasing centre-state cooperation.

The post-Education Commission period witnessed a great leap forward in the Ministry's role not only in relation to reorganisation of the structure and pattern of school education, but also in terms of the integration of the educational system. This integration was sought to be ensured by forging structural and functional linkages between the advisory bodies and national level institutions dealing with school education and those of higher and technical education.

The process of National Policy formulation and its implementation during 1985-88 illustrates the logical culmination of the central role played by the Union Education Ministry in designing the vital role of Secondary Education vocationalised at Higher Secondary level in the scheme of educational reorganisation, and rejuvenated through the quality radiating effect of Navodaya Vidyalayas.

#### (iii) Adult Education

The role of the Ministry in respect of Adult Education is the best example of an ideational leadership which blossomed even while the direct involvement increased in quantum leaps, enhancing at the same time centre-state partnership. Adult Education, moreover,

represents the best example of establishing interface between education and development agencies.

The Ministry's role began with a slender direct involvement but a major concern on influencing national opinion regarding the purpose and scope of adult education in the fifties. But, this role progressively transformed into a leading role in the 1970's, significant as much for the increase of centre-state partnership as for the creation and/or vitalisation of the institutional-advisory bodies at the national level.

Guiding the Adult Education Programme, both as a benefactor and beneficiary of developmental programmes, the Ministry transformed its position from a sponsor of a few national level programmes into one which sought to build up a national campaign and movement for adult education programme. The care taken to prepare the launching of the National Adult Education Programme (NAEP) and the dovetailing of all the major programmes like RFLP, FFLP, etc. within its ambit, its inclusion into the Minimum Needs Programme and 20 Point Programme, and later in the Technology Mission and now, National Literacy Mission are all examples of the manner in which the Union Education Ministry fashioned and increased its involvement in respect of a State subject.

#### Delegation-Promotion : Higher Education

The Ministry's involvement in respect of certain exclusive central subjects is a combination of two approaches: direct promotion as well as delegation of this promotional role to constituent organizations established for the purpose (promotion-Delegation). The increase in the number of Central Universities, Deemed Universities, Institutions of All India Importance, Rural Institutes of Higher Education, etc., illustrate the Ministry's direct involvement in respect of Union Institutions.

As regards its role in promotion of research in special fields, the approach of promotion-delegation is notable for the process adopted. It followed a historical process-identification of a field of interest, initial promotion on a limited scale, establishment a specialized institution/organization and delegating to it its promotional role, creation of its regional/state counterparts, retaining the national level coordination under the national institution, its vitalization through periodical review and evaluation, and the coordination of the activities of different national level research institutions by the Ministry. The establishment and nurturing of institutions like UGC, ICHR, ICSSR, etc. are some significant cases in point.

In respect of another central function, viz., determination and maintenance of standards in university and higher education the promotion-delegation approach appears in a much more articulated form than its approach in respect of research in special fields.

While the UGC resembled other purely autonomous organisations for the promotional role, it was also a statutory organisation to ensure standards in higher education. The manner in which the Ministry

guided and designed its organisational growth to progressively assume the Ministry's responsibility as its constituent organ, reflects the same principle of organisational approach in a slightly different style. A constituent organisation is established and nurtured to imbibe the Ministry's perspective of national priority, and its statutory autonomous character gets designed within the framework of proliferation of national level institutions with regional/state counterparts and retaining national level coordination with the premier institution. At the same time, strong structural links are built between Ministry and the constituent organisations, which ensure that the latter comprehend and reflect the requirements arising out of a re-organised and unified educational system, across the levels and spheres. This approach becomes evident in the most exemplified manner from an analysis of the process of national policy formation and its implementation.

#### Devolution and Guidance : Technical Education

Technical education, like the responsibility of determination and maintenance of standards of higher education, is a Union subject. But the Ministry adopted a different approach to the discharge of this function. As compared to the promotion-delegation and institutionalisation - delegation approach adopted in the case of higher education, it preferred the method of creating an Advisory Council (AICTE) and devolving upon the latter its task of coordinated development of technical education.

Constituting the AICTE as a representative body of all interests and opinions in technical education and its user agencies, the Ministry was guided by the AICTE regarding policies and measures for the re-organization and development of technical education (characterized as Devolution - Guidance approach). The perspectives of Technical Education stemmed from the Union Education Minister as AICTE's Chairman, and the Ministry was guided by the AICTE in the matter of policies and programmes. The AICTE reconciled the emerging priorities in technical education and the consequent changes it was required to imbibe. It is through this process, the Ministry fashioned the direction and development of Technical Education over the decades. Without eroding its advisory character, the Ministry succeeded in forging the AICTE as its brain trust for the purpose of policy formulation, development of programmes and its implementation.

The most important fall out in this process is the linkages built between technical and general education in the wake of re-organization of the education system and vocationalisation of Higher Secondary Education during the Seventies.

The recent measures which vest the AICTE with statutory powers to regulate the development of Technical Education in the country is the best example of obtaining national acceptance to an organisational approach which blended the devolution - guidance method.

Coordination and Promotion:  
Physical Education, Sports and Games

The nature of the Union Education Ministry's involvement in subjects falling under the Concurrent jurisdiction is quite different from those of State or Central subjects. The role of the Union Education Ministry and the nature of its involvement were chiefly responsible for gaining national consensus for treating subjects like Physical education, Sports and Games, Culture and Youth Services as an integral part of the educational process and vital for human resource development. An analysis of the style evident in Ministry's involvement provides a proper appreciation of its role to bring about an integration of the education system including the related spheres for the allround development of the youth.

The initial stage of Ministry's involvement in physical education, sports and games was marked by the creation of organisational networks - institutions and advisory bodies to advise the Ministry in formulation of programmes. The second phase is notable for the programmes sponsored at the national level.

The Sixties witnessed a shift of emphasis in Ministry's approach, viz., decentralisation of the programmes to the states and delegation of its promotion and coordination role to national level institutions like Lakshmibai College of Physical Education, Gwalior.

The Fourth Plan period coincides with a programmatic change in Ministry's approach towards physical education, sports and games, symbolised by its re-designation as Ministry of Education and Youth Services. Through a new National Policy on Physical Education, Sports and Games, the Ministry was able to treat these aspects as an integral part of the education system. Consequently, it succeeded in commending to the states to make physical education, sports and games compulsory in schools, emphasize on mobilization of youth for mass participation in sports and games at district and block levels. With a corresponding central intervention to increase infra-structural and training facilities, the Ministry was able to step up the emphasis on identification and nurturing of talents, promote excellence and India's participation in international sports and games. It is through this process of coordinaton and promotion, the Ministry has been able to accord an integral place to physical education, sports and games in the planning and implementation of the reorganised educational system.

The endeavours of the Ministry during Fifth and Sixth Plan period related to making physical education, sports and games compulsory for students in schools, widening the mass participation of the country's youth in sports and games at district and block level and increasing infrastructural facilities. Following from its earlier endeavours, the Ministry of Education through the National Policy on Education, 1986, has sought to convince the States that the promotion of sports and physical education is essential for the allround development of the youth and the need to accord high priority to its promotion. This is, as a result of the approach advocated, besides its own direct involvement in promotion. There is now the national concensus on the



need for building a nationwide infrastructure for physical education, sports and games to promote mass participation.

## Integration and Interlinkage : Culture and Youth Services

### Culture

As in the case of physical education, sports and games, the Ministry's involvement in respect of Culture began with a slender involvement and transformed into an agency which takes the lead at the national level, not merely in its promotion, but in its integration with education, so that one reinforces the other. Characterised by an evolutionary principle of integration and interlinkage, we could notice the conceptual change in Ministry's perception of its role, from promotion of awareness (through patronizing cultural institutions) to creating cultural consciousness.

The Ministry's increasing involvement in democratising culture, making the education system and cultural institutions interact with each other, brought about cultural awareness among the people while creating cultural consciousness among the students (a sense of pride in India's cultural heritage).

The increase of its involvement in culture is symbolised by the re-designation of the Ministry first as Ministry of Education, Social Welfare and Culture since 1975-76 and as Ministry of Education and Culture since 1979-80. The suggestive re-designation of the Ministry into Ministry of Human Resource Development since 1985, has helped to reiterate the emerging conviction of the Ministry for the integration of culture with education for the allround development of the students.

### Youth Services

The principle of integration and interlinkage observed in Ministry's approach to involvement in Culture is also evident in respect of Youth Services. The nature of organisational responses were very similar between Culture and Youth Services - a limited involvement giving place to greater intervention, following from a new national policy and the addition to its name (Ministry of Education and Youth Services, 1969). The first feature of this change in emphasis was the inclusion of non-student youth within the ambit of youth services which was till then restricted to student youth.

The other aspects include: (a) central assistance for a nationwide programme of mobilising the non-student youth (through Nehru Yuvak Kendras, etc), (b) bringing the youth into the mainstream of education, developmental and social service activities both as beneficiaries and as contributors; and (c) central assistance for the establishment of state counterparts of advisory boards and youth centres at district and block levels.

The national youth policy as evident from the time of Sixth Five Plan, lays emphasis on treating the youth services as an integral part of educational development and bringing about structural changes

between organisational-advisory forums dealing with youth services and those of the education system.

The integration of youth services as a part of the HRD is in harmony with the widening perception of the Union Education Ministry in extending its involvement into areas, valuable for their contribution to the education system.

### Conclusion

From a study of the approach and pattern of involvement of the Ministry both on its own as well as through its constituent organs, certain common features could be discerned.

Chronologically, the fifties witnessed the establishment of premier institutional-organisational structures, including advisory bodies and national professional forums. These bodies, structures and forums became the instruments through which the ideational, promotional and coordination roles were discharged in respect of State, Central and Concurrent subjects. Secondly, the fifties also witnessed an increasing direct involvement both through central/centrally sponsored programmes and/or large financial support for expansion of educational facilities.

The sixties represented a period marked by proliferation of advisory bodies and commissions and committees on education and harnessing their findings for the purpose of giving new direction to educational development. The sixties also was a period when the extent of direct involvement both programmes and resource outlay, witnessed a temporary moderation. It was partly due to decentralisation to States. But especially after the Education Commission and the Resolution on National Policy on Education, 1968, the role of the Ministry increased enormously. This was as much a product of the Ministry's style of shifting the emphasis of national attention from expansion to other critical areas of educational development and a national consensus witnessed regarding the greater role of the Union Education Ministry in the reorganisation of and integrated approach to build up the education system. This implied not the erosion but an increase in centre-state interaction and partnership.

The seventies and eighties witnessed (i) the birth of new structures at national level or establishment of their regional/state counterparts; and(ii) the new dimensions of Ministry's role progressively being comprehended and reflected by the constituent organs of the Ministry. The erstwhile constitutional delimitation of central, state, concurrent jurisdiction gradually diminished not only as a result of the nature and style of Ministry's involvement but also as a result of bringing education on the Concurrent List in 1976.

The seventies (starting from 1969) and eighties also witnessed the widening perception of treating aspects such as Physical Education, Sports and Games, Youth Services, and Culture, not only as closely related (seventies) but as an integral part of the education system (eighties).

The redesignation of the Union Ministry of Education and Culture as Ministry of Human Resource Development in 1985 is the culmination of a widening perception that valued the related aspects as significant contributors to the allround development of youth. The integration approach heralded by the National Policy on Education, 1986, is the summation of such a perception evolving and crystallizing over the years. .

The increase in the Ministry's involvement signalled by its approach since the seventies portended a resurgence of central role in education across Central, State and Concurrent areas; this could be seen as much in its ideational role as in promotional and coordinating and integrative roles. Not only the number and magnitude of centrally sponsored programmes increased, but the central outlay for education also witnessed an increase as compared to the trends in 60s and 70s.

That there is a greater national awareness, fervour and resolve to make education as an instrument of building modern India, as evident particularly after the NPE, 1986, is proof enough of the emerging contribution of the Union Education Ministry (HRD).

That there is greater unity of the educational system across levels, patterns and spheres with corresponding conceptual, functional and structural linkages both within and between education, other social welfare and development departments, and agencies is evidence of the rupturing of their erstwhile isolation. The Ministry's lead in this regard is critical. But perhaps the single most important feature of the Ministry's organisational evolution is the success with which the Ministry impressed the states, to fashion their involvement: widening their perception and enabling their constituent organs to imbibe and reflect the functional requirements including ideational, promotional, coordination and integration roles as happened in its own case.

40 Years : The Building of A Cultural Cavalcade  
Culture as a Movement the Great Founders and Guardians

The last 40 years in cultural development have been years of great intense and widespread cultural resurgence. In a sense, Culture subdued during the last colonial interregnum has emerged from the footnote position to the front page focus. This has happened in many ways; in the reorientation of Governmental priorities, in the budgetary allocations, in a mass based and participative manifestation of the rich cultural imagery of India and in the emergence of a myriad cultural institutions in the State and Voluntary Sectors. In these emerging priorities Culture today is considered as an important variable in Human Resource Development. This movement would not have acquired its momentum or its creative vitality but for the great men and women of our times who were associated with this creative resurgence. In the initial periods, the destinies of our institutions particularly the Sahitya Akademi, Lalit Kala Akademi and Sangeet Natak Akademi were guided by the founding Presidents like Pt. Jawaharlal Nehru, Maulana Azad, Dr. S. Radhkrishanan, Smt. Kamaladevi Chattopadhyaya and Dr. Zakir Hussain. They built up our contemporary heritage, gave our institutions a sense of direction and laid the foundations of what we are trying to achieve and to fulfil.

2. The last 40 years have also witnessed the emergence of priorities and a clearer articulation of the objectives of cultural development. One of the chief objectives of cultural development is to build up an integrated human personality as the core factor in economic development. In the Department of Culture through a network of institutions and schemes we have tried to build up linkages between the past and present in terms of their bearing on future development. Within this conceptual framework, the preservation of our cultural heritage through Archaeological Survey of India and Archives has maintained the continuity of cultural traditions in the context of economic development. Our programmes of encouragement of contemporary creativity through incentives, awards and fellowships have helped in the articulation of the soul of India. The establishment of seven Zonal Cultural Centres has highlighted not only cultural kinships transcending territorial bounds but also close relationship that subsists between upgradation of people's cultural consciousness and the upgradation of human resource development.

3. In the conversion of these cultural perspectives into a positive plan of action of linkages between culture and education, we have made a beginning in integrating people with their environment. This is based on the profound belief that alienation is not only disruptive but also a very formidable constraint in the process of economic development. Through cultural projections like Apna Utsav we have tried to build up bridges between the people and their cultural roots and through this process helped in the promotion of spiritual and cultural values. A large spectrum of schemes like cultural camps and national festivals and celebration of centenaries of our creative heroes has strengthened integrative forces in the country. We feel that it is only through cultural sensitivities that human beings can

be productive forces in economic development. That is why investment on culture has increased as a recognition of an imperative requirement connected with the sustenance of meaningful life for the people of our developing country.

## II. PEOPLE'S CULTURE

4. The main accent during these years has covered taking culture to the people. It has been stressed very often by the Prime Minister that our objective should be to upgrade as he has said "people's cultural consciousness". That is why we have taken cultural manifestations to areas like Kisan Melas, cattle fairs and have helped people in celebrating well known festivals. Our belief is that culture which had largely remained an elitist preserve should be taken to where it belongs; to the small and suburban areas.

5. The masses are being made increasingly aware and appreciative of our heritage, its richness, its diversity yet irrevocably directed towards a national identity which is unquestionably Indian - an awareness that the richness of our culture is part of the popular fabric of the moods and modes of life and living of the people who are verily the salt of the earth. Simultaneously, it has been possible to secure wide-ranging international awareness of our Culture, history and traditions, through our Festivals abroad and exhibitions thereby sharing with the world, and increasingly on a reciprocal basis some of the finest repositories of the artistic manifestations of our civilization as well as its ancient and current art forms.

## III. ASPECTS OF PRESERVATION

6. It is difficult in cultural development to measure achievements in digital terms. In the Department of Culture highest priority has been attached to the preservation of our ancient cultural heritage. This is being achieved through a multiplicity of institutional network on the vital assumption that safeguarding our unique and irreplaceable cultural property is of the utmost significance. In this connection following vital steps have been taken :

- (a) The Archaeological Survey of India and its counterpart Departments in the States/UTs are engaged in this task. During the last three years the Archaeological Survey of India has expanded its activities by increasing its network. Now it has 16 major circles, two mini circles and 13 specialized branches and units spread in different parts of the country.
- (b) Besides the task of preservation of ancient and historical monuments Archaeological Survey of India's activities also include explorations, excavation, opening of site museums and epigraphical work.
- (c) For achieving these objectives an Institute of Archaeology has been started to impart instruction in excavation and preservation of our heritage on a systematic basis.

(d) Case studies have been taken up for preservation of our monuments and in this particular respect "Studies on Materials of Taj Mahal" and "Discolouration of Taj Mahal Marble" may be particularly mentioned.

7. In specific terms, there has been a tremendous spurt in activities like excavations, protection, conservation and preservation of monuments, establishment of site museums, as well as collaboration of Archaeological ventures here and abroad. Recognising the plundering of invaluable art objects from India during the period of foreign rule as well as before, the Antiquity Export Control Act was passed in 1947 to restrict continued exports, followed by the Antiquities and Art Treasures Act, 1972 to curb illicit trade.

8. Keeping in view the enhanced scope of Archaeology, the Ancient Monuments and Archaeological Sites & Remains Act, 1958 was enacted in 1959. The discovery of Harappan sites like Manda, Ropar, Kalibangan, Lothal, Rangpur, Surkotada and Almgirpur on the South and the East of the Indus River on the Indian side, besides those chalcolithic and early iron age settlements like Maske, Prakash, Nagda and Hastinapur, Mathura and Sringaverapur added new dimension to our knowledge. Important conservation works in Ajanata and Ellora, the Taj Mahal, Golgumbaz, Halebid and Belur also deserve mention here. Special temple survey units were established for specialised study of temple architecture.

9. A major achievement is the transplantation of the Nagarjunakonda monuments with total authenticity, consequent on the submergence of the original location. Yet another site similarly re-located is the Papansi group of temples. Aswan is thus not unparalleled.

10. With the Archaeological Survey of India celebrating its Centenary in 1961, international collaboration got a boost to. The challenging task of conserving the huge Buddha statue at Bamiyan in Afghanistan was completed in 1977 by our experts. Based on the report of a 1981 study team of our Archaeologists, engineers and chemists, an Indian Team has taken up the conservation work of the famous Ankor Vat Temple in Kampuches.

#### IV. ARCHIVES : PRESERVATION OF OUR HERITAGE IN DOCUMENTS

11. The Imperial Record Department was rechristened as National Archives of India in August 1947 and the Indian Historical Records Commission, an associate advisory body, was re-constituted in December, 1947. A major achievement has been the collection of the records of defunct Residencies and Political Agencies of the erstwhile princely States of India. A compilation of basic documents on the Freedom Struggle in 10 volumes has been taken up as "Towards Freedom Project" in collaboration with Indian Council of Historical Research. The first volume came out in 1989. Since independence the National Archives had also embarked on a programme of acquiring the private papers of eminent Indians, the most recent being Mahatma Gandhi's letters during his days in South Africa.

12. Based on the recommendations of the Tara Chand Committee, Government of India adopted the Archival Policy Resolution in 1972. India is now on the international Council of Archives. The School of Archival Training started in 1976 is now internationally recognised.

#### V. ANTHROPOLOGY : DOCUMENTING EVOLUTION

13. The Anthropological Survey of India has undertaken more than 600 research projects - a major all India survey of People of India was launched on October 2, 1985 to collect ethnographic information on all the communities of India. All India culture zone survey covering random villages in 311 out of 400 odd districts in India, culture trait and culture area survey and linguistic trait survey are among the other major projects. To step up research activities in tribal and hilly area, field stations have been set up in Manipur, Mizoram and Himachal Pradesh.

14. Rashtriya Manav Sangrahalaya, Bhopal has been set up to focus on human evolution and human variation with special reference to the structure of India population, pre and proto-historic cultures and the Indian sequence in cultural evolution and diversity.

#### VI. LIBRARIES : STRENGTHENING BOOK-MINDEDNESS

15. Pt. Jawaharlal Nehru referred to the need of libraries as a vital mean for developing book mindedness among people. It was with this objective in view that a network of libraries was strengthened to create library movement in India. Library movement has received enormous fillip in the last 40 years. The Delivery of Books Act, 1954 has made it mandatory for all publications to be sent to four major libraries in India.

16. National Library, Calcutta (originally) established as the Calcutta Public Library in 1836 and merged with the Imperial Library in 1903 was formally opened to the public in 1953. Presently, it has got nearly two million volumes and is the foremost repository of United Nations documents. The Delhi Public Library was established in 1951 and since then has expanded enormously into a Rural Zonal Library with 23 branches, and a Braille Department. Khuda Baksh Oriental Public Library, Patna, and Raza Library, Rampur were declared as institutions of national importance by Acts of Parliament in 1969 and in 1969 and 1975.

17. With the objective of promoting the library movement particularly in non-metropolitan areas, Government set up Raja Ram Mohan Roy Library Foundation in 1972 to assist Nehru Yuvak Kendras, National Service Schemes of Universities and voluntary organisations.

#### VII. ENCOURAGING CONTEMPORARY CREATIVITY

18. Attempts have been made to encourage creativity in a systematic approach through institution of awards, schemes of assistance, fellowships and aid to individuals and voluntary institutions. The objectives of these schemes are to encourage an environment for

creative endeavour in keeping with Prime Minister's objective of "developing originality and creativity rather than mere technical excellence as the hallmark of our present cultural effort". Some of the significant steps may be mentioned as follows :

- (a) The three Akademies, Sangeet Natak, Lalit Kala, and Sahitya have instituted awards in their respective disciplines. These awards carry prize money packets including Rs. 25,000 and scrolls.
- (b) These Akademies have also instituted fellowships for outstanding practitioners of creative disciplines to carry on their creative pursuits.
- (c) More than 300 children of different age-group are given assistance under Cultural Talent Scholarship Scheme.
- (d) Under another scheme called, Award of Scholarships to Young Workers in different cultural fields, 100 scholarships are awarded for a duration of 2 years. The stress on award of scholarships is on forms which are becoming extinct.
- (e) The scheme of Emeritus Fellowships has been implemented for artists who have achieved a high degree of excellence in their creative disciplines. The fellowships are of the value of Rs. 2,000/- each per month.
- (f) Similarly under the scheme of Awards of fellowships to Outstanding Artists in the fields of performing, literary and plastic arts, 15 senior and 35 junior fellowships are given each year for advance training or individual creative efforts for the revival of traditional forms of arts.
- (g) Under the scheme of Financial Assistance to Persons Distinguished in letters, arts and such other walks of life who may be in indigent circumstances, assistance is provided to more than 500 persons.
- (h) Department of Culture also administer scheme for creative efforts in the field of theatre for production of plays and aid to voluntary agencies engaged in cultural efforts by subsidising through salary schemes and giving building grants to such institutions.

19. The National School of Drama, originally a constituent unit of the Sangeet Natak Akademi has been functioning since 1975 as a Registered Society for imparting training in theatre on the basis of a three year diploma course. The School also promotes research in theatre.

#### VIII. GROWTH OF MUSEUMS : THREE - DIMENSIONAL HERITAGE

20. The Indian Museum, Calcutta was established in 1814 and is one of the most important art and archaeology museums. The development of the Salar Jung Museum, Hyderabad and the Victoria Memorial Hall, Calcutta, has also been assisted. The management of the Allahabad



Municipal Museum was taken over 1985. For the development of private museums, a scheme of financial assistance has been framed and is under implementation.

21. The Museums working under the care of Central Government strengthened their public outreach programmes. More educational tours were arranged to cover schools and people in wider areas. Lectures/Workshops were arranged in museums where eminent scholars spoke on various subjects of Indian History and Art. National Museum, Delhi and Indian Museum, Calcutta were allowed to strengthen their training programmes in museology and display techniques. New schemes were drawn up inviting Museums within the country to organise reciprocal exhibitions to enable the people to see the art treasure of different regions. National Gallery of Modern Art and National Museum were allowed to begin its Restoration project of Art works of non-Indian origin in the country. Museum Camps were held at Varanasi, Calcutta and Guwahati bringing together museologists of smaller museums and eminent scholars in the field for exchange of free and frank views and present problems faced by different museums in the country.

22. At international level museums contributed substantially to international understanding through larger participation in cultural Exchange Programmes with other countries. Noteworthy in this were organisation of 12 exhibitions of Classical Art and Modern Art in the USA under Festival of India in that country. An important exhibition depicting various facets of Indian art entitled "Nine Rasas" was held in France during 1985-86.

23. Most of the professional and academic expectations from the National Museum and its aims and objectives have been fulfilled. It has now become a vibrant institution and has attained standard of excellence in all its manifestations as per the international norms. The profuse collection already well known has been further enriched by acquiring a very large number of quality exhibits specially in the area of decorative arts, jewellery and tribal art. The Museum is now sparkling clean; several galleries have been renovated in terms of lighting, installation of exhibits, etc. as per the latest global practice. Construction of the second phase of the building which had been delayed for over 10 years has been expedited and it is hoped that several galleries will be available for installation of new types of exhibits.

#### IX. CONSERVATION OF CULTURAL PROPERTY : THE LATEST TECHNOLOGY

24. To promote scientific aids and processes of conservation and restoration of art objects, the National Research Laboratory for Conservation of Cultural Property was established in 1978 with UNESCO UNDP providing assistance for laboratory facilities. One of the major objectives of the Laboratory is to give technical assistance to museums, archaeological departments, libraries and other cultural institutions. Some of the projects that have been taken up for appraisal include technical studies on the Taj Mahal, studies on murals painting, metallurgy of iron and copper in ancient India,

identification of natural dyes in Indian textiles and studies on glass technology in ancient and medieval India.

#### X. NATIONAL GALLERY OF MODERN ART : ART TODAY

25. A landmark signifying that India has arrived on the scene of modern art is the establishment of the National Gallery of modern art in New Delhi in 1954, currently having a collection of over 3500 works of contemporary art spanning more than century. Reciprocal exhibitions of modern art and retrospectives of Indian painters have been major activities of the Gallery. The most prestigious exhibition of the works of Henry Moore in our part of the world was held in October, 1987.

#### XI. ZONAL CULTURAL CENTRES : COUNTRYSIDE CULTURE

26. One of the most significant developments in culture has been the setting up of seven Zonal Cultural Centres by Shri Rajiv Gandhi, Prime Minister of India. He announced the scheme at Hussainiwala, Punjab, on March 23, 1985. Later, inaugurating the first Centre at Patiala, he said : "It is our endeavour that these seven Centres will represent individually the cultures from the States in their zones and will represent jointly the culture of this nation. Our heritage will thus be preserved for the coming generation". Since the first event on November 6, 1985 these seven Centres have presented about 300 major events involving an audience of more than one crore people. This is historic achievement in taking culture to the people. This has also increased work and wage opportunities for folk artistes, besides helping in the revival of some vanishing folk art forms, as well as enlarging appreciation of the classical art forms.

27. These Cultural Centres have now, under the inspiration of the Prime Minister, celebrated seven interzonal functions to stress the unity of the composite Indian culture. In 1989 the Zonal Cultural Centres celebrated Apna Utsav 1989 in Bombay with participation of 3500 artistes representing the rich diversity of India's folk and tribal art forms. This Utsav was encouraged and hosted by the people and Government of Maharashtra. In 1989 a unique Shilpgram was inaugurated by the Prime Minister in Udaipur thus giving a name and habitation to exquisite crafts and craftsmen of India.

28. Some of the basic features of the Zonal Cultural Centres could be spelt out as below :

(a) These Cultural Centres particularly in respect of governance and programme formulation are largely administered by the Committees with overwhelming representation of artists and creative people. This is inbuilt in the Constitutions of the Centres.

(b) The accent in these centres is on folk tribal and rural arts with special care for the documentation and preservation of the dying art forms.

- (c) The idea in having these Centres is, as the Prime Minister has often said, to upgrade people's cultural consciousness by encouraging them to participate in cultural expositions.
- (d) These Centres enjoy a great measure of creative freedom as these are regulated under the provisions of Registered Societies Act with Endowment Fund from whose interest accruals their activities are financed.

## XII. TRIBAL CULTURE : ASPECTS OF PROMOTION

29. The basic context within which the Department of Culture envisages tribal development has certain crucial aspects. Its cultural framework could be enunciated as follows :

- (a) A systematic study of the tribal bodies has to be conducted in terms of scholarly researches through the Anthropological Survey of India.
- (b) In dealing with the tribal areas a sensitive approach is being adopted particularly in respect of preservation of tribal art and culture.
- (c) A high priority is being accorded to the documentation and survey of some of the vanishing and threatened tribal cultural manifestations under the advance of technological and urban pressures.
- (d) After study and identification, it is necessary to create among the people of India a sense of awareness of the exquisite beauty and richness of tribal culture.

30. Our major thrust at tribal development with special reference to tribal culture is through two of our field institutions; Anthropological Survey of India, and Rashtriya Manav Sangharalaya, Bhopal. Some very important schemes that these two institutions have framed and are implementing within the framework spelt out above could be highlighted as under :

- (a) A major thrust is being made towards the development and promotion of tribal art and culture through a new scheme estimated to cost Rs. 5 crores. Outlay for this has since been approved by the Planning Commission.
- (b) A special scheme has been framed for preservation of Himalayan Culture as a distinct aspect of preservation of tribal creative instincts of the Hill areas.
- (c) The 6th Five Year Plan projects of study of tribes have been continued. These studies relate to the folk art and oral tradition, stratification and social change in tribal India and other issues concerning ethnicity and systems in Tribal India.

31. In yet another significant way inbuilt provision exists in all the seven Zonal Cultural Centres to provide for the promotion of tribal folk forms. We have also ensured in the constitution of these Zonal Cultural Centres that the tribal artists would be duly represented. Many of our organisations like the three Akademies (Sangeet Natak, Lalit Kala and Sahitya) have special schemes relating to development and study of tribal culture, survey of tribal art forms and publication of tribal literature. In a new orientation National School of Drama have extended the work of their Repertory to tribal areas.

#### XIII. CULTURE : THE INTERNATIONAL DIMENSION

32. We have networked with 70 countries to sign Cultural Exchange Programmes and Cultural Agreements. During the last six years itself we signed more than 15 Cultural Exchange Programmes and Cultural Agreements. Our main thrust has been on building up of cultural linkages among SAARC and NAM countries. We have also contributed significantly to such NAM institutions as Titograd Art Gallery in Yugoslavia. In much larger manifestations we have sent Festivals of India to U.K., France and USA. Yet the biggest event celebrated is the Festival of India in Soviet Union and Festival of Soviet Union in India. This involved on either side more than three thousand participating artistes projecting a number of cultural images of both countries. Yet another significant international appearance by India was inauguration by us of Ocean Festival in Mauritius.

#### XIV. CELEBRATION OF CENTENARIES : PORTRAITS OF GREATNESS

33. Independence enabled us to focus attention on great sons of India, who enriched and influenced our philosophical, cultural, social, economic and political history. It was Nehru's idea to celebrate the 2500th anniversary of Buddha's Parinirvana in 1956 on an international scale. Some of the more important other occasions are the Centenary celebrations of Tagore, Mahatma Gandhi, Mirza Ghalib, Guru Nanak (Quin Centenary). Deshbandhu CR Das, Aurobindo, Sardar Patel, Maithili Saran Gupt, Swami Vivekananda and Mahkavi Subramania Bharati. The Nehru Memorial Museum and Library, was set up in 1966 in commemoration of Panditji's unparalleled contributions to the freedom movement and development of the country. It has now emerged as a major research library with priceless collections of material.

#### XV. TWO CULTURES : THE CULTURE OF SCIENCE

34. It is a significant development that Science Mesums were brought in 1978 into the fold of the Department of Culture and were given a further impetus with the setting up of an autonomous National Council of Science Museums. The idea is to work through state level Museums, mobile science units for dissemination of simple scientific facts to villages, and science forums and camps for encouraging students to participate in science projects. The National Council has also organised international exhibitions particularly in USSR in 1982 and during the Festival of India in USA at many prestigious locations. In 1975, the Nehru Science Centre in Bombay was fully commissioned.

## XVI. INDIAN MONUMENTS AND SITES : PART OF WORLD HERITAGE

35. As a result of efforts made to bring more Indian monuments under World Heritage List, following three were added in 1987 :

- (a) Monument at Pattadakal (Karnataka)
- (b) Rock-cut caves at Elephanta.
- (c) Brihadisvara Temple at Thanjavur (Tamil Nadu).

36. The ten Indian monuments already on the World Heritage list are :

- i) The Ajanta caves
- ii) The Ellora Caves
- iii) Agra Fort
- iv) Taj Mahal
- v) Group of Monuments at Fatehpur Sikri
- vi) Group of Monuments at Mahabalipuram
- vii) The Sun Temple at Konark
- viii) Group of Monuments at Hampi
- ix) Group of Monuments at Khajuraho
- x) Churches and Convents at Goa.

## XVII. EDUCATION AND CULTURE : RESTORING LINKAGES

37. Historically our cultural and educational landscape was in many ways distorted by the colonial interregnum. The traditional linkages and fusion that subsisted between education and culture were disrupted leading to emphasis on professional development in education and its dissociation from our cultural heritage. This schism led to the wilting and withering away of many of our folk and traditional art forms. In any basic policy reorientation of educational system we have to reassert and restore linkages between education and culture in a rounded development of creative and professional capabilities.

Towards this end, concrete steps have been taken as under :

- a) A detailed Programme of Action has been drawn up and now forms a part of Action Plan of New Policy on Education.
- b) A concrete plan from the pre-primary to the university stage has been framed.
- c) Under a scheme for propagation of culture among school and college students the Centre for Cultural Resources and Training, New Delhi, has organised orientation courses, workshops and a number of refresher courses. Nearly ten thousand teachers have been trained under the Extension Service Programme and four hundred cultural kits have been prepared.

## XVIII. FILMS :THE CREATIVE MEDIA

38. Since the transfer of the subject of Film Certification to the Department of Culture, steps have been taken to enforce guidelines

relating to morality and decency rigorously. In order to look at the basics of its functioning a National Conference on Film Certification was organised in January, 1988 at Bombay. This was attended by eminent cinema actors, directors, producers, writers etc. The Conference was inaugurated by the Minister of Human resource Development. After deliberating in depth several issues connected with certification for two days, the Conference made significant recommendations for amendments to the guidelines and in the functioning of institutions connected with Film certification. These recommendations are under the process of implementation.

#### XIX. CULTURAL DEVELOPMENT : FUTURE PERSPECTIVES AND PRIORITIES

39. These 40 years have been an experience of enrichment and broad-basing of cultural development with networking of national institutions, setting up of the Department of Culture in 1971 in the Government of India and similar Departments and Directorates in many States. Culture has now grown into a great movement. This has also led to the emergence of some distinct priorities in investments in Culture. What had started as an allocation on an aggregation of programmes has now acquired a sense of direction and the basis of a pattern, with greater accent on dissemination of people's culture and increasing role being given to voluntary organisations - We are exploring new dimensions to cultural developments in the perspective of Eighth Plan.

40. The culture of India is a valued legacy, evolving all the time. It reposes not only in its performing and plastic arts, but is contained in its museums and libraries, archives and archeological finds, schools of art and akademies, in its wealth of maestros and the treasure of young talent, in its writers and poets, artisans and bards and in association of likeminded individuals dedicated to the promotion and propagation of art. This has happened through governmental effort as well as through a popular movement. It is in this context of tradition and continuity, of technological change and creative rejuvenation, of awakening and creativity that the Department of Culture views its charter and seeks to orient its course and activities.

## DEVELOPMENT OF SPORTS IN INDIA DURING THE LAST 40 YEARS OF INDEPENDENCE AND OUR FUTURE STRATEGY

### IN RETROSPECTIVE

The health of a nation is reflected by the achievements of its youth in international sports. In India competitive sports have been played since the dawn of history. They are part of our myths and legends. Instituted in 1961, the country's highest award for excellence in sports is named after the greatest prince archer of all - Arjuna of Mahabharat fame.

1.2 After centuries of neglect, Indian sports started coming into the limelight with hockey and cricket. At the 1928 Amsterdam Olympics, India won her first gold medal in hockey. In all, India scored 32 goals with none against. At the 1932 Olympics in Los Angeles, India beat Japan by 11 goals and the United States by 25 goals a record in itself. At the 1936 Berlin Olympics, Hockey wizard Dhyan Chand thrilled the galleries with his magical stick work. India scored 38 goals in 5 matches with none against her. At London in 1948, India scored a total of 25 goals with none against. India won with ease at Helsinki in 1952 and Melbourne in 1956. After reigning supreme for 30 years, India lost to Pakistan at the 1958 Tokyo Asian Games. The Indian team emerged the second best in the 1960 Rome Olympics. However, at the 1964 Tokyo Olympics, the former champions regained the Gold Medal. Over the years, Hockey was nurtured and groomed by great players like Jaipal Singh, Dhyan Chand, K.D. Singh (Babu), Balbir Singh, Leslie Claudius, Keshav Dutt, R.S. Gentle, Pinto Francis and Udham Singh, Penalty corner specialist Prithpal Singh and many others. After India became free in 1947, the development of sports was given a priority.

1.3 The National Stadium was opened at New Delhi in 1951. At the initiative of Anthony Mello, G.D. Sondhi, Surjit Singh Majithia, and inspired by Pandit Jawaharlal Nehru, India hosted the first Asian Games in March 1951 at new Delhi. 11 countries of Asia participated - Japan and India won most of the medals. The 100 metre dash - India's Lavy Pinto emerged the fastest man in Asia.

1.4 Growing interest in International Sports led to India staging the 1952 World Table Tennis Championships at Bombay. At the 1952 Helsinki Olympics, K.D. Jadhav won a medal in Wrestling and the Indian Hockey team brought the Gold Medal. The second Asian Games were held at Manila in Philippines. Parduman Singh of India won two gold medals in the shot put and discuss throw events. India brought home five gold medals.

1.5 Football is one of the most popular games in the world today. India won the Asian Games football finals in 1951 and 1962 and finished fourth at the 1956 Melbourne Olympics.

1.6 Cricket came to India during the second half of the 19th century. Among the great names in the game is that of Ranjit Singh.

1.7 Today India's premier tournament is named after him - the Ranji Trophy. India started playing test cricket in 1932. Right from the beginning Indian cricket was served by gifted world class players like C.K. Naidu, Mohammed Nissar, Amar Singh, and the Nawab of Pataudi Senior. India played a number of test matches at home and abroad. The first success of official tests came at Madras in 1952. India defeated England by an innings. Vinno Mankad spear-headed India's spin attack. Since then India has won test matches and series against all the cricketing countries. Jasu Patel spun out the Australian team at Kanpur. None can forget the contribution of players like Vijay Merchant, Mushtaq Ali, Vijay Hazare, Lala Amarnath, Dattu Phadkar, Polly Umrigar, Vijay Manjrekar, Tiger Pataudi, Jaisimha, Ajit Wadekar, Vishwanath. Sunil Gavaskar holds the world record for the highest number of Test centuries. Famous amongst India's spinners were Vinno Mankad, Subhash Gupte, Bishan Singh Bedi, Prasanna, Chandrashekar and Venkatraghavan. The Lords Test of 1952 between England and India came to be known as Mankad's test because of his superb batting and bowling. He took 5 wickets for 196 and scored 72 and 184. India won the World Cup, in one day cricket in 1983. The 1987 World Cup was jointly hosted by India and Pakistan.

1.8 1956 - In the 400 metres final of the British Commonwealth and Empire Games at Cardiff, Milkha Singh of India outclasses of favourites to win the event with a new games record of 46.6 seconds. He brings home India's first Gold Medal in the Commonwealth Games.

1.9 Leelaram of India beat Hanakom of South Africa to win India's 2nd Gold Medal in Wrestling. In the 1960 National Games, Milkha Singh won the 100 metres event, in 10.4 seconds. He bettered his own Asian record in the 200 metres event. Milkha Singh also set up a new record in the 400 metres. He comes to be known as the Flying Sikh. At the 1960 Rome Olympics Milkha Singh enters the finals of the 400 metres. Although Milkha Singh registers his best timing ever, he finished in fourth place.

1.10 The National Institute of Sports now renamed after Netaji Subhash Chandra Bose was established in Patiala to train coaches and sportsmen in a scientific manner. It was housed in the palace and grounds which were gifted by Maharaja Yadevendra Singh of Patiala.

1.11 Tennis too picked up with Delip Bose winning the Asian title at Calcutta. Ramanathan Krishan became the first Indian to reach the semi finals at Wimbledon twice. He was ranked No. 3 in the world. In the 1966 Davis Cup, Ramanathan Krishnan wins a crucial match. Along with Jaideep Mukherji and Premjit Lal, he took India to the challenge round of the Davis Cup for the first time in history.

1.12 In Badminton, Prakash Padukone became the only Indian to win the All England Masters Title Championship. Early pioneers of the game were Devender Mohan, Prakash Nath, Nandu Natekar and Dinesh Khanna.



1.13 Mihir Sen was the first Indian to swim the English Channel. He created history by being the only man to swim the seas of five continents - the English Channel, the Straits of Gibraltar the Palk Straits, the Golden Horn and the Panama Canal. Two women Arti Shah and Anita Sood also swam the English Channel. Taranath Shenoy, a physically handicapped boy, repeated the performance in 1985. He does not have the gift of speech and hearing, yet he was able to show tremendous amount of physical endurance to swim the English Channel.

1.14 From the oceans to the high mountains, the endeavours of Indian Sportsmen has continued in every sphere of activity. Tenzing Norgay along with Sir Edmund Hillary became the first men to climb "Everest". In the years since then nine Indians have climbed Everest - Cheema and Gombu, Sonam Gyastso and Sonam Wangyal - Vohra and Ang Kami, Rawat, Phu Dorji and Ahluwalia.

1.15 In keeping with the spirit of adventure, ten enterprising officers of the corps of Engineers of the Indian Army ventured into the ocean of the world. They sailed around the world in a tiny yacht with only 2 sails. 'Trishna' was 38 feet long and completed the journey of 30,000 nautical miles in 16 months.

1.16 In billiards, India has produced three world champions - Wilson Jones, Michael Ferreira and Geet Sethi.

Bishambar Singh wins a silver medal.

1.17 Indian performance at International meets has been showing considerable improvement. At the 1974 Asian Games in Teheran, Vijaya Chauhan of India became the best all-round athlete of Asia winning the Decathlon with an impressive tally of 7375 points. In all, India bags 4 golds, 12 silver and 12 bronze medals.

1.18 In the 2nd World Cup Hockey Tournament at Amstradam, India won the world cup by 2 goals to 1. India hosted the World Cup Hockey tournament at Bombay.

1.19 For the 9th Asian Games in New Delhi, new sporting facilities were created. Five new stadia were constructed and 12 existing ones renovated. For the stay of over 5000 athletes and sportsmen from 33 countries, the Asian Games Village was built. On the 19th of November, 1982, the games were declared open by the President of India at the Jawaharlal Nehru Stadium.

1.20 Many new records were established. Chand Ram won India's first Gold Medal. Some of the Indian athletes established new records. Valsamma in 400 metres hurdles. Charles Boromneo in 800 metres.

1.21 In shooting, India's Karni Singh of Bikaner and Randhir Singh had excelled over the years. Randhir won a bronze medal. Indian Riders put up an impressive show in the equestrian events.

1.22 For the first time, Women's hockey was included in the Asian Games. India displayed excellent form winning all their matches and the Gold.

1.23 The Asian Games created tremendous interest in sports.

1.24 At the Los Angeles Olympics, P.T. Usha enters the finals of the 400 metres hurdles, the first Indian ever to do so. Usha finishes fourth. Undeterred she went on a medal winning spree at the Asian Athletic meets at Jakarta, Tokyo, and finally at the 10th Asian Games in Seol, South Korea. P.T. Usha emerges the best women athlete of the 10th Asian with a total of four golds and one silver medal.

1.25 India hosted the South Asian Federation Games in Calcutta at the newly built Salt Lake Stadium.

1.26 Here too, P.T. Usha dominated the meet. One of the most coveted honours in sports, the Helms Award has been awarded to four Indian - Milkha Singh, Ramanathan Krishnan, K.D. Singh (Babu) and Jai Pardiwala.

2. At the Seol Olympics we could not make our presence felt but we cannot ignore the contributions of our sportspersons in some of the sports disciplines. In Hockey, before the Seol Olympics India ranked 11th. Now we rank 6th. Therefore, India has automatically qualified for the Champions Trophy in Beijing 1989 and for the Barcelona Olympics 1992. In Athletics, Mercy Kuttan emerged as the fastest woman in Asia. Our Relay Team (Shiny Abraham, Mercy Kuttan, Vandana Rao, Vandana Shanbagh) also bettered the Asian Gold performance of 1986 and emerged as the best women's Asian team. They also obtained their best ranking in the world - improving their position from 11th to 10th. In Wrestling, 2 of our wrestlers, Rajesh and Kuldeep, achieved the 9th position. In Weight Lifting, Muthuswamy bettered the Commonwealth Record by lifting 102.5 Kgs. snatch. He was the winner of Group B Finals. In the finals, he was 11th out of 22. In Archery, our best Archer, Sham Lal Meena, could not maintain his score of 1310 at the selection trials and had he maintained then it would have been higher than the Seol Gold Winning score of 1304. Obviously, a case of nerves, reflecting lack of international exposures. To sum up, India has so far won 14 medals in Olympic Games from 1900. In 1900 we won 2 Silver (Track & Field events) and in 1952, 1 bronze (Wrestling). The remaining 11 medals were won in Hockey from 1928 onwards, 8 of them being after Independence we have won a total of 313 medals. We came 2nd (once), 4th (thrice), 5th (Twice), and 7th (twice). In the last Asian Games 1986, we were 4th. However, on the other side, notwithstanding a few glorious moments of achievements, because of contribution of individual-sportspersons, there is a feeling of disappointment amongst the people of India, particularly when we did not find India appearing in the medal tally list in Olympics. This leads to the question as to how we can raise the standard of sports in our country so as to have a respectable position in international competitions, befitting the size and population of our country.

2.2 There is no doubt that we have potentials among our athletes which is borne by the achievements in the international competitions as brought out earlier, however, mainly due to sheer individual efforts, despite lack of support from any system. The recent declining trend from Seventies is mainly due to the fierceness of the competition put

up by athletes from the developed countries. Growing automation in the industry of the developed countries has led to surplus capacity leading to diversification in other fields like sports goods industry. This has led to the growth of the capital intensive sports goods industry and artificial surfaces as well as sports science technology. Medal winners in Olympics are practically created in Laboratories now-a-days. This also developed, as a necessity, highly professional management of sports, aiming at medals in international competitions, and as a result, we do not know today where is the end of human excellence in the field of competitive sports. This development in the external involvement was not properly appreciated by us in time and we find ourselves 'caught napping' while we had been basking in the glories of the past as it happened particularly in the field of Hockey. Added to this or, perhaps, the effect of this is the growing indifference of our society, particularly the parents and teachers to sports. So far as the youth is concerned, they like to follow 'heroes' and naturally they are drifting more and more towards Cricket where, undoubtedly, the National 'heroes' are then to be proud of.

3. Nevertheless, 1982 Asiad was a land-mark in the history of Indian Sports as it generated a wave of sports consciousness throughout India, with the success of organising this event within a time frame which the rest of the world did not think it possible. It is against this back-drop, a separate Ministry for looking after sports in the country, for the first time, came into existence. Similar process started in the States/UTs. With the creation of a new Ministry of Human Resource Development and a new Department of Youth Affairs and Sports in 1985, youth programmes and sports had acquired a new and positive perspective. With the declaration of the National Sports Policy and adoption of new Education Policy in 1986, sports and physical education are to be integral part of the learning process. The outlay in the Seventh Five Year Plan which coincided with the creation of the new Department of Youth Affairs & Sports, has truly reflected the new perspective in as much as the outlay during the Seventh Plan has been increased by nearly thirteen times as compared to the outlay in the Sixth Five Year Plan. In keeping with the National Sports Policy, the Government of India allocated Rs. 200 crores in the 7th Plan as against only Rs. 13 crores in the 6th Plan. It is, therefore, evident that we started paying serious attention to the promotion of sports in the country only since the launching of the 7th Plan.

3.2 With the declaration of the National Sports Policy in 1984, backed up with an increased allocation of financial outlay in the 7th Plan, Government widened the scope of some of its existing schemes and also launched new schemes during the Seventh Five Year Plan. We did not have any chartered course of action before us for quick results in international competitions, through our various schemes. On the basis of the working of the various schemes and programmes, mid-term appraisals have been made and corrective actions have been taken. With the amalgamation of the Society for National Institute of Physical Education and Sports (SNIPES) and Sports Authority of India (SAI), into one organisation, namely, Sports Authority of India with effect from 1st May, 1987, the first step in restructuring the institutional framework at the National level was completed. The next

step was the rationalisation and restructuring of the existing plan schemes of the Department and its erstwhile different institutions.

3.3 Let us look at some key indicators in this regard.

- (a) Scouting and nurturing of young talent in sports and games through the National Sports Talent Contest Scheme introduced by SAI from 1985. Young talents selected generally of the age group of 10-12 years in 10 sports disciplines, have been admitted in adopted schools of SAI where they are receiving training from senior coaches. The entire expenses for their board and lodging, tuition fee, etc. are borne by SAI. From the next academic session number of children admitted in SAI adopted schools will be around 1000.
- (b) To tap natural talent in selected sports and games from remote and tribal areas, the Special Area Games Scheme was launched in 1986-87. 28 archers were selected for long term training of which, 4 found a place in the Indian team for the Asian Archery championship and won the first ever Bronze for the country. Under this scheme, we have launched various projects such as Archery from tribal archers, Hockey - talents spotted from Chottanagpur tribal belt, Football - talents spotted from North Eastern States (Sikkim and Andaman & Nicobar Islands), Water Sports - for natural talents in Kayaking, Canoeing and Rowing at the Water Sports Centres set up at Alleppey (Kerala) and Port Blair, Athletics - talents spotted from Ladakh for long and middle distance training, and subsequently in Himachal Pradesh and particularly from Siddi community in Karnataka and Gujarat, taking note of the genetic advantage, and Contact Sports - talents spotted from North East States in Wrestling, boxing and Judo and Centres at Imphal and Aizawal.
- (c) Operation Excellence Programme - under this programme preparation of our National Teams for Beijing Asian Games - 1990 is on for specific sports disciplines at the National Training Centres in Bangalore, Delhi and Patiala. Services of foreign coaches and experts are also being availed of for this purpose. It is also being ensured that campers receive the highest quality nutritional inputs, have access to the best training equipment and get reasonable travelling and living comforts. A new Directorate - the Teams Wing - has been set up to provide management support to National teams and to ensure that no efforts are spared in our aim to achieve excellence in Asiad - 1990. The progress of training is being monitored by a high level Committee which is headed by Minister of State for Youth Affairs & Sports, Smt. Margaret Alva.
- (d) Laying of Synthetic Tracks/Surfaces is being given special attention. Synthetic Hockey Surfaces are now available at Patiala, Lucknow, New Delhi (2), Gwalior, Gandhinagar and Bangalore. Surfaces are also coming up at Amritsar, Calcutta, Pimpri Jalandhar and Ranchi. Similarly, Synthetic Track is now available at New Delhi, Salt Lake City Stadium Calcutta and

Trivandrum. Another Surface is coming up at Hissar, Ludhiana, Bangalore, Gandhinagar and Bombay.

- (e) Introduction of Special Awards ranging from Rs. 50,000/- to Rs. 5 lakhs to individual sportspersons and from Rs. 75,000/- to Rs. 2 lakhs to teams, winning medals in international sports events of specific categories.
- (f) Under the National Sports Organisation Scheme, Rs. 8.72 crores were released for creation of sports infrastructure in Universities and Colleges. Seventh Plan outlay is Rs. 16.32 crores.
- (g) 52 Sports Field Stations are functioning in the Universities in 9 sports disciplines in each district of the country as incentive to Schools winning district level tournaments. Expenditure so far : Rs. 4.05 crores.
- (h) The total number of Sports Hostels, set up under the Sports Hostel Scheme of SAI and currently under operation is 12. Each Sports Hostel is now concentrating on a few selected sports disciplines (4-5) and mainly for the age group of 16 to 20 years.
- (i) Introduction of cash prizes of Rs. 50,000/-, Rs. 30,000/- and Rs. 20,000/- each year to the first 3 Universities in Sports. Annual outlay : Rs. 13 lakhs.
- (j) Maulana Azad trophy instituted in 1956-57. So far only a Rolling Trophy was given to the best University in overall performance in University Games. Cash prizes of Rs. 50,000/-, Rs. 25,000/- and Rs. 10,000/- are also being given to the first, second and third position Universities.
- (k) A big spurt in international cooperation in sports with the signing of Sports Protocols in 1987 with USSR, GDR, Cuba and Mauritius and in 1988 with Czechoslovakia and Yugoslavia and the inclusion of Exchanges in Sports in Cultural Exchange Programmes/Joint Commissions with 46 countries.
- (l) To ensure coordination and monitoring of various schemes of SAI, Regional Advisory committees for each Regional Centre were constituted with the concerned Ministers of Sports of the States/UTs in the region as Members. This also includes eminent sports persons and physical education experts of the region. The first meeting of the Southern, Centre and Western Regional Advisory Committees were held at Bangalore, Delhi and Gandhinagar on 3rd January, 16th February and 11th March '89, respectively.
- (m) The facilities at the six Regional Centre of SAI are being supplemented/created in phases with sports science back-up for training of top level sportspersons. The Bangalore Centre is being developed as Centre of Excellence in collaboration with USSR experts. At Shillaroo, establishment and development of a high altitude training centre is on hand.

- (n) Bharatiyam is the foremost programme under the scheme of SAI. It is on the lines of SPARTAKIAD of East European countries and includes various physical fitness activities. The pilot demonstration of Bharatiyam was held in Kerala during the Second National Games in December, 1987, with technical assistance from Soviet experts and experts from LNCPE Gwalior. The National level Bharatiyam is scheduled to be held in Delhi on 14th November '89, when 50,000 trained Bharatiyam children from all over India are expected to take part. Bharatiyam would be a continuing programme as a part of mass sports activities.
- (o) Financial assistance to States/UTs for conduct of Coaching Camp for Juniors - the pattern of financial assistance to States/UTs for conducting coaching camps for juniors has been rationalised and scope further increased. The scheme now provides for 2 coaching camps for a Group of 80 to 100 Blocks in a State/UT and financial assistance is being provided to the tune of 75% of the total expenditure of Rs. 75,000/- whichever is less. Assistance to the tune of 75% Rs. 75,000/- is also given to States/UTs conducting coaching camps covering 200 top junior players (selected through recognised State Championships) for a duration of 21 days immediately prior to the respective junior National Championship. This programme has been received by the States/UTs very well.
- (p) Under the National Coaching Scheme, coaches are being provided to the States/UTs to supplement efforts of the States/UTs for sports promotion.
- (q) The Central financial assistance to States/UTs for conducting Rural sports tournaments at the block level has been revised from Rs. 200/- to Rs. 1000/-
- (r) Under the scheme of National Sports Championship for Women, the financial assistance for block level tournament has been revised upward from Rs. 200/- to Rs. 400/- per block. A special assistance is also provided for the conduct of one coaching for a minimum number of 125 women players in the State/UT in the disciplines in which they have conducted their State Sports Championship for Women to enable them to select their best teams for participation in the National.
- (s) Financial grants to the States/UTs. - Development of infrastructure in States/UTs through Central financial assistance.
- (t) A new scheme has been launched for establishment of Special Project Development Area (SPDA) Centres. Broadly speaking, each SPDA Centre is expected to cover 80 to 100 development blocks in a State roughly covering 5 to 6 districts, or 1 division. During this year, central assistance has been given for setting up SPDA Centres at four places, namely :
- i) Eluru (Andhra Pradesh)
  - ii) Quilon (Kerala)

- iii) Golaghat (Assam)
- iv) Shillong (Meghalaya).

- (u) NSNIS - Academic Wing - The Academic Wing of SAI continued to conduct various courses for training of coaches. The Gandhinagar Centre is the new addition to the existing centres (Patiala, Calcutta and Bangalore). The first batch of diploma holders would be passing out in April, 1989.
- (v) Similarly, the LNCPE Academic Wing of SAI at Gwalior continued to conduct various courses in Physical Education. The facilities at the LNCPE Trivandrum are being updated and improved upon.
- (w) Recognising the need for qualitative improvement of coaches, the Academic Advisory Committee has been set up by SAI to monitor and advise on steps to be taken for meeting the qualitative and quantitative requirement of coaches and integration of syllabus of various courses conducted for coaches at Patiala and for Physical Education Teachers at Gwalior.

4. Having regard to the commitments made in the National Sports Policy, our future strategy has to continue to aim at (a) broadbasing the sports in the country for achieving the objective of 'Sports for All', and (b) evolution of a result oriented system for excellence development for targetted sports disciplines, through intensive efforts, on a long term basis, for ensuring a respectable position in major international competitions such as Asian Games, Commonwealth Games and Olympic Games.

4.2 While the above two objectives are mutually inter-dependent in ultimate analysis, however, each one may require a different strategy.

4.3 There can be two ways of achieving sports excellence. One method of broadbasing of sports can be where right from grassroot level we may have sports facilities, qualified trainers and other sports support. From that broadbasing, a strong national fitness level may develop leading to excellence. This kind of scenario can be seen in the developed countries of Europe and America. In India also, often we talk about broad-basing of sports as a pre-requisite for achieving excellence. But considering the existing state of our economic development, we cannot expect to reach such scenario in our country in the near future. Broadbasing of sports in India can go hand in hand with alround development of the country on the socio-economic front. Hence, to achieve excellence through this strategy, we may have to wait a couple of decades.

4.4 On the other hand, on every occasion, immediately following major international tournaments such as Asiad, Commonwealth Games, Olympics, there is a national outcry questioning as to why our position in the overall medal tally is not a respectable one, consistent with the large population of our country. This sense of disappointment and defeatism also in turn affects involvement of the youth for participation in Mass Sports Movement as the youth looks for national heroes.

4.5 It is, perhaps, high time to evolve a strategy to improve our overall medal tally position in the major international tournaments.

4.6 During the VIIth Plan period, so far, a system of 'inhouse' training of young talents in bits and pieces in the form of (a) adopted schools through NSTC Scheme (b) SAG Centres through Special Area Games Scheme (c) State Sports Hostels Scheme (d) SAI Regional Centres through upgradation of facilities has been created.

4.7 As such future strategy for excellence development calls for integration of the refinement and candidature of the aforesaid bits and pieces so as to form a pyramidal structure for 'in-house' training centres, backed up by a scientific system of scouting at different stages for specific sports disciplines for targetted major international tournaments from one cycle of four years from one Asian and Olympic Games to another.



## Forty Years of Indian Sports

By R. Sriman

The Nehru Centenary Run in early March is as much a mark of culmination of the celebrations in memory of the builder of modern India as a climactic event of forty years of Indian sport after Independence. Even as Nehru spoke of a tryst with destiny at the midnight hour in 1947 to herald India's freedom, the country had made her mark among the comity of the world's sporting nations.

Indian independence was celebrated, in a manner of speaking, by the winning of the hockey gold medal in the 1948 Olympic Games in London, picking up the pre-war thread of the golden era in hockey. Dhyan Chand, who had woven his magic pattern before the stern but appreciative eyes of Adolf Hitler, had quit the scene, yielding place to the kishen Lals, Babus and Balbir Singhs.

The London gold medal, won under the inspiring leadership of Kishen Lal, marked a new era of sporting fame and glory for India. From hockey, India spread its wares to other fields. For the first time, India earned the distinction of being invited to tour Australia a distinction confined hitherto only to England. Lala Amarnath grabbed that honour gratefully, during to challenge Don Bradman himself, not choosing to accept a suggestion to have the wickets covered. The decision may have bommeranged on Amarnath, but the spirit of defiance and independent thinking was there to admire. Vijay Hazare, easily the foremost Indian batsman then, scored a century in each innings at Adelaide while Dattu Phadkar and Vinoo Mankad performed with great distinction. Outside the Tests, Amarnath himself earned the reputation for playing one of the greatest knocks the game has known.

Soon, India played hosts to the first West Indies team which included the famous tric of Weekes, Walcott and Worrell. India should feel proud that in the first Test at Delhi, C.R. Rangachari came close to achieving a hat-trick. The series itself should have been squared but for the delaying tactics of the tourists in the final Test at Bombay.

The first English team to visit independent India was Nigel Howard's M.C.C., consisting, among others, of Brian Statham, Donald Carr and Alan Watkins. India had the distinction of scoring the first win against England when Vinoo Mankad was the architect of the victory at Madras, in hollowed Chepauk, which like the quaint Eden Gardens of Calcutta was to give way to concrete monsters, to meet the requirements of the growing needs of cricket.

The Asian Games had just been held, as a sequel to the Asian Relations Conferenece hosted by Nehru's India. The inaugural Games had its humble beginnings, thanks to the pioneering efforts of Anthony de Mello, Guru Dutt Sondhi and Maharaja Yadavendra Singh of Patiala. The Irwin amphitheatre had been transformed into the National Stadium by de Mello, who was second only to the Moghals as a builder, for he

it was who raised the Brabourne Stadium, then the largest cricket stadium in the world and the Vallabhai Stadium at Worli, besides. De Mello also staged a world championship in table tennis at Bombay in 1951 with the assistance of T.D. Ranga Ramanujan. The twosome had also a prime share in the emergence of the first organised coaching scheme in the country, the Rajkumari Amrit Kaur Scheme, the forerunner of today's Sports Authority of India and yesteryear's Netaji Subash Bose National Institute of Sports.

Pakistan sent out their first cricket team to India in 1952 under Abdul Hafeez Kardar. Hanif Mohammed, who was soon to acquire world fame, was in that young team, whose deeds drew the best out of India under Lala Amarnath.

The 1952 Olympic Games at Helsinki saw India retaining their hockey laurels under the fabulous Babu. The first medal outside hockey was won by wrestler, K.D. Jadhav, who won a bronze to speak up for the country which had produced Gama, undisputed world champion many years ago.

The Indian cricket visit to England in 1952 was, however, far from being successful. In a Test, India lost four wickets for zero, Freddie Trueman raising a scare, until Hazare and Manjrekar came to partial rescue. Indian weakness against fast bowling was underscored that year, batsman running away to square-leg, as it were.

A foretaste of the challenge from Pakistan in hockey was presented in the 1956 Olympic hockey final at Melbourne, where India had to struggle hard for the 1-0 win. But somewhat surprisingly, India recorded a fine showing in football. Coached by Rahim of Hyderabad Police, who had made quite a mark in Indian football, India did well to finish fourth, holding in the process Yugoslavia to a goalless first half. Naville D'Souza of Bombay was as much a toast as Balbir Singh, the hockey captain. Rahim himself was sought after by football celebrities like Dr. Willy Meisl.

The famed Milkha Singh, with his beard yet to sprout, was in the Indian athletics team, which also included two women athletes, Mary Leela Rao and Stephanie D'Souza. Indian athletics had looked up and under the scientific coaching of J.S. Rousseau, they did well in the Asian Games at Tokyo in 1958, though the hockey title went to Pakistan on superior goal average. India had also done reasonably well in the second Asian Games at Manila in 1956. Indo-Pak athletics meets at New Delhi and Lahore threw up a number of prominent men like Milkha Singh Parduman Singh and Gurbachan Singh Randhawa.

Milkha Singh's finest hour was at Rome in 1960. In the 400 metres final, the first four finished in a row and in that memorable blanket-finish, Milkha was adjudged fourth by the camera. The flying Sikh may not have won even a bronze, but his electrifying run was well worth a gold. India lost their hockey crown for the first time, losing it to Pakistan.

Indian football had one of its few glorious moments at Jakarta in 1962 where the fourth Asian Games were held under the label of GANEFO

(Games of the Asian new emerging forces). Initially, denied participation, the Indian football team eventually made it and won the Asian title, for only the second time. Milkha Singh was the undisputed king of the mile. With India not ready to host another Asian Games, the 1966 and 70 Games were hosted by Thailand in Bangkok. Indian athletes made a tremendous mark in both Games.

Meanwhile, Indian tennis reached its zenith when the touch artist, Ramanathan Krishnan, took India to the Challenge Round of Davis cup in Australia. Krishnan's fairytale win at Calcutta against Tomas Koch of Mexico paved the way for the entry into Challenge Round, where Krishnan and Jaideep Mukerjea recorded an unexpected doubles win. Krishnan also takes the credit of having been twice semi-finalist at Wimbledon. Hitherto the nearest to that feat was Chaus Mohammed's entry into the quarter-final once. Krishnan had been almost every other famous tennis contemporary of his at some time or the other. Fittingly, he was the proud recipient of the Helms trophy, which was earned by only two other Indians, hockey star Babu and athletics official, Jal Pardiwala.

India won back the hockey title at Tokyo in 1964, taking it back from Pakistan, the winning goal by Mohinder Lal coming through a penalty stroke, introduced for the first time in place of the penalty-bully. Gurbachan Singh Randhawa, finished fourth in the 110 metres hurdles with a flat 14 seconds time.

India's hockey fortunes suffered a sad turning point at the Mexico Olympics of 1968. India were pushed to third place for the first time. It was also the first time that the Indian hockey team had two joint captains, Prithipal Singh and Gurbux Singh.

Pakistan were to host the inaugural World Cup Hockey competition but it was Spain who held it. At Barcelona, India were unlucky to lose to Pakistan in the semi-final in the suburb of Tarassa under hostile circumstances. The cup itself had the Indian map inscribed in a truncated form and India had to protest against a political machination. At Munich in 1972, India fared badly at hockey but Pakistan earned a suspension for bad behaviour. West Germany took the title, to herald the coming of age of nations other than Indian and Pakistan at hockey. In athletics, Sriram Singh was just beginning to make his mark.

The 1971 Oval cricket victory by India, the first in English soil, was recorded thanks to the sensational bowling of freak leg-spinner, Bhagwat Chandrasekhar. It was as memorable as Sunil Gavaskar's showing in the West Indies the same year and the victory of the team under Bishen Singh Bedi, three years later when more than 400 runs were scored in the last innings for a historic win.

The Indian hockey triumph at Kuala Lumpur in the World Cup was an arresting force in the path of decline, or so it seemed, but subsequent events turned out disappointing for hockey.

Montreal in 1976 saw India plummet to the seventh position in Olympic hockey, when artificial turf came into vogue for the first

time. There was, however, some consolation in athletics, for Sriram Singh's magnificent run in the 800 metres final was responsible for

Albert Junantarana of Argentina setting a world mark. Another athlete, Shivnath Singh, ran a great race in the marathon.

The revival of the hockey fortunes at Moscow in 1980 was not thought much of, since India under Bhaskaran, won the "gold" in a depleted field, because of the boycott. The boycott in 1984 at Los Angeles did not affect hockey as much as athletics and other sports. India lost ground again, but surprisingly Pakistan, adhering to the old, familiar pattern, took the gold at the expense of the fancied Australia.

The Asian Games at New Delhi in 1982 was a grand showpiece. New Delhi gave itself a giant Jawahar Lal Nehru Stadium and a lot of facelift in the shape of several new stadia-the Indira Gandhi Indoor Stadium, the cycling velodrome, the Talkatora swimming pool and the equestrian arena at Delhi Cantonment, not to speak of a most sophisticated shooting range at Thughlakabad. But sportwise, India did not achieve much, even the hockey title eluding them.

Hereabouts, Indian cricket soared to great heights. The cinderella of world cricket, described as dull dogs, won the World Cup at Lord's beating the West Indies and the 1983 triumph was followed by success in the Bensen and Hedges World series in Australia and later in the Asia Cup at Sharjah. Full marks to Kapil Dev, but before that salute Gavaskar, who created history by surpassing Don Bradman's record of 29 Test cricket. During the last tour of India by the West Indies under Vivian Richards, India has turned out a leg-spinning sensation in Narendra Hirwani, on whom rests the key for success in the coming tour of the West Indies by India.

Seoul, in the meantime, hosted an Asian Games with a splendour matching any Olympic Games and P.T. Usha was hailed the golden girl, even if she was to prove a great disappointment at the same venue, two years later, in the Olympic Games. Both India and Pakistan had to be content with fifth and sixth places in hockey in the Olympics.

Apart from the 1982 Asian Games, India had earned for themselves world acclaim in the organisational front by the successful conduct of three world championships in table tennis and billiards and one in wrestling. Wilson Jones, Michael Ferreira and Geet Sethi had won world titles and Prakash Padukone had distinguished himself at badminton as a gentleman-player par excellence. A prodigy, Viswanth Anand, had hit world Headlines at chess. At seoul, India failed in their bid for hosting the Commonwealth Games, but that was no disgrace in this fiercely competitive world of ours.

## YOUTH PROGRAMMES SINCE INDEPENDENCE - AN OVERVIEW

Youth constitute an important segment of society. An investment in their development is an investment in future. The importance of youth in a country's development is widely recognised and efforts have been made to tap this potential and utilise it for shaping the future. Programmes are being implemented for the development of youth and for their involvement in the development of their country. There is concern for youth and concerted action is called for to meet their needs and aspirations.

For launching any meaningful policy and programme for youth, an assessment of the size and characteristics of youth is essential. The age structure of the population has remained more or less static. In 1961, 32.05 per cent belonged to the youth and in 1981, the percentage remained more or less the same. Thus, the proportion has not changed much. Young persons thus constitute an overwhelming part of the population of India and consequently the large percentage of the labour force. About 73% of the youth population (age group 15-35) in India is living in rural area and the rest in the urban area. Since sixties majority of urban youth are forced to live in slums. Thus, out of total youth population of 222 million (1981 Census), about 161 million are living in rural area and the rest about 60 million in urban area and it is estimated that by the end of 2000 A.D., the youth population in India will be about 312.8 millions, accounting for 26% of the total world population.

Though, an accepted and proclaimed National Youth Policy was missing at that time, there are several schemes sponsored by the Central and State Governments in existence. These schemes are conceived with the idea of serving the youth as well as utilising the services of youth in the variety of situations with a view to promoting general awareness, education, employment, health, sports, recreation, participation, new opportunities, adventure, etc.

Initially, both at the Centre and the State level, youth services schemes have been evolved and operated by different Ministries/ Departments. The various programmes for youth affairs were previously dealt with by the Ministry of Education which was later re-designated as Ministry of Education and Youth Services in 1969. Rapid strides have been made in India in the field of spreading literacy. The overall percentage of literacy in India as per 1981 Census has been 46.89 per cent in respect of males and 24.82 per cent in respect of females, giving the average literacy of 36.23 per cent. The percentage of literate youth of the total youth population stands at 50.01 per cent in 1981. The total students population increased from 28 millions in 1950-51 to 114 millions in 1982-83, thus yielding a growth rate of 4.5% per annum.

With such a vast student population, it is essential to tap the energy of such youth group.

As a result of Kunzru Committee recommendation the National Cadet Corps was established in July, 1948 for student youth with an

approximate strength of 38,000. Subsequently in 1949 girls' wing of NCC was also established.

In 1954, the National Discipline Scheme was started in the Ministry of Rehabilitation for instilling discipline and imparting training in mass drill among the younger generation. On the basis of Kunzru Committee recommendation in 1963 the National Discipline Scheme was converted into an integrated scheme of National Fitness Corps meant for the school children.

The year 1969-70 opened a new chapter in the history of the youth programme by introducing National Service Scheme (NSS) for the first time in the country. The response of the student to this scheme has been excellent, starting with an enrolment of 40,000 volunteers in 1969, the coverage has increased to 9.25 lakhs during 1988-89 and it is proposed to cover one million students by the end of VII Plan.

The National Advisory Board on Youth in 1970 recommended starting of a national programme for the non-student youth. It was recommended setting up of one District Youth Centre in every district. As a part of the celebrations of Silver Jubilee Year of India's Independence, it was decided that the Youth Centres established in the district be called Nehru Yuvak Kendra. The programme was inaugurated in November, 1972. It is an important landmark in the history of youth programmes because for the first time a systematic sincere attempt was made to organise the rural youth through establishment of Nehru Yuvak Kendra at the district level.

With a view to providing flexibility to the youth programmes, Government set up a Central Autonomous organisation named, "Nehru Yuvak Kendra Sangathan" and registered under the Societies Registration Act, 1860 for management and administration of the NYKs. It will, inter-alia, manage and administer the existing Kendras, establish new ones, involve youth in constructive programmes of leadership training, cultural activities, sports activities, character building, self-help programmes, etc., function as coordinating agency to link the youth with various Departments/Agencies of the Government administering developmental programmes, devise and provide new opportunities for youth and to advise the Government on all matters relating to youth activities in general, etc.

1982 is another landmark as it witnessed the creation of Department of Sports on the eve of Asiad '82 held in India. It also looked after Youth Affairs. With a view to facilitate greater and coordinated effort for developing meaningful strategy and programmes for human resource development, the Ministry of Human Resource Development was constituted in September, 1985 comprising Department of Education, Culture, Youth Affairs and Sports, Women & Child Development and Arts. This is a step in the right direction and mostly benefiting the youth.

Apart from the creation of a new Department in 1985, the same year witnessed the launching of various schemes for youth on the occasion of celebration of International Youth Year which is also known as the "Year of Consultation with Youth". The year witnessed in

India an accelerated and clearly discernable forging ahead in the areas of youth affairs. There have been durable gain from the observance of IYY. The observance of National Youth Day - National Youth Week and adoption of National Youth Emblem have been very significant. Commemorative coins and stamps were also issued on this occasion. The International Youth Year provided several opportunities for Government to intensify youth programmes and to involve youth in activities directed towards character building, development of culture and physical fitness. The IYY celebration in India infused youth all over the country with an idea of progress and need to quicken its pace towards 21st century.

The year 1986 opened a new Chapter in the history of youth programmes. Realising the importance of youth as an active agent for socio-economic and cultural change, Government of India for the first time provided a special and significant place to new opportunities for youth under Point No. 13 of 20-Point Programme. The National Policy on Education, 1986 also emphasised the role of youth in national development. It states that "opportunities will be provided for the youth to involve themselves in national and social development through educational institutions, and outside them".

While formulating the VII Five Year Plan, the planners gave its due share to youth affairs by increasing its outlay manifolds. The VII Plan outlays for youth affairs have been substantially stepped up from Rs. 12.54 crores from Sixth Plan to about Rs. 100 crores for the Seventh Plan. With the availability of increased allocation, a hoist of new activities have been undertaken for the youth. Accordingly, sincere effort is being made by the Department not only to intensify the present activities but also to diversify the various programmes so as to increase the coverage of the programme. New schemes like Youth Awards for outstanding young persons and Voluntary Youth Organisations, Training of Youth, Exhibition for Youth, Assistance to Youth Clubs were formulated and put to operation. Steps are being taken to intensify national integration programmes, particularly in those areas of north-eastern region and border areas where intensification especially called for. Efforts have been made to cover scouting and guiding movement more vigorously and quality of this programme will be accelerated. The scope of the existing adventure programme is being widened to include new type of programmes and the Scheme of National Service Volunteers is diversified to become more relevant to rural development.

National Youth Advisory Committee has been constituted in October, 1986 to advise on new ideas and approaches for formulation and implementation of youth programmes at the grass-root level and to provide feedback on functioning of the voluntary organisations.

Keeping in view the experience gained during IYY, the guidelines contained in National Education Policy and the new opportunities to be created for youth under Point No. 13 of the 20-Point Programme, a sincere effort has been made by the Government of India to evolve a National Youth Policy, which was not on the anvil, so far. A draft National Youth Policy was prepared, debated, discussed widely and formally endorsed by the Conference of State Minister in-charge of

Youth Affairs and Sports held in Bangalore on 9 - 10th June, 1987. The National Youth Policy has already been laid in both Houses of the Parliament. Youth Policy, when adopted and implemented, will give a new direction to youth movement in India.



## NATIONAL CADET CORPS (NCC)

The National Cadet Corps (NCC) was established in 1948. Prior to this, there were University Officers' Training Corps (UOTC) (strength 38,000) and the Indian Air Training Corps (IATC) Units at the university level. A Sea Scouts Corps (SSC) was also functioning in some parts of the country. As a result of H.N. Kunzru Committee's recommendations, government ordered the formation of the National Cadet Corps on 15th July, 1948 with an approximate strength of 38,000 cadets. In 1949, the girls units were introduced. The Air Wing was added in 1950, followed by the Navy Wing in 1952. The NCC Rifles raised in 1960, merged with NCC in 1964.

The aims of the NCC are :

- (a) Development of leadership, character, comradeship, spirit of sportsmanship and the ideal of service;
- (b) To create a force of disciplined and trained manpower which in a national emergency could be of assistance to the country;
- (c) To provide training to students with a view to developing in them officer like qualities, thus also enabling them to obtain commission in the Armed Forces.

### Organisation

The National Cadet Corps has a four tier administration, with the Director General, in New Delhi headed by an officer of the rank of Lt. General. Under the Director General, there are 16 Directorates which are headed by officers of the rank of Brigadiers or equivalent drawn from all the three Services. All these Directorates are located in the State Capitals of various States and every Directorate looks after the NCC activities of the State where it is located, except in certain cases where Directorate coordinates the NCC activities of a number of small States/Union Territories.

Besides the Army Units, there are 58 Naval Unit and 58 Air Squadrons. As on date, NCC cover is being provided to 3,658 colleges under 119 universities of the country and to 6,554 schools. The coverage of students under NCC is about 11.2 lakhs (4.2 lakhs senior and 7 lakhs in junior division). The NCC activities in the schools and colleges are looked after by the part-time NCC officers who are drawn from the teaching community.

There are two training institutions in the NCC, namely the Officer's Training School at Kamptee and the Women Officer's Training School at Gwalior, which train part-time officers at the time of granting NCC commission and later at the time of promotions to the higher ranks.

## Activities

The NCC volunteers undertake various types of Camps - Annual Training Camps, Basic Leadership Camp, Rock Climbing Training Camps, Vayu Sainik Camp, Nau Sainik Camp, Advanced Leadership Camp (Naval Basic), National Integration Camps, Attachment Training Camp and Republic Day Camp. They also participate in youth exchange programme. Activities such as adventure training, parasailing, hang gliding, mountaineering, trekking, sailing expedition, cycling expedition are also undertaken by them.

## Evaluation of NCC

The functioning of the NCC was evaluated in 1970 by a Committee with Dr. Mahajani, the then Vice-Chancellor, Poona University as its Chairman. The report of the Committee was submitted in 1974. Under the Prime Minister's direction, another Evaluation Committee has been constituted by Government under the Chairmanship of Lt. Gen. M.L. Thapan (Retd.) PVSM to review the entire functioning of the NCC and to suggest the ways and means of improvement. The terms of reference of this Committee are as under :

- (a) To evaluate the work of the National Cadet Corps with reference to its aims and objectives and to recommend whether there is any need to modify the existing aims and objectives in the light of changes in the socio-economic environment and the geographical situation of the country and if so to recommend alternative aims and objectives and the role of the organisation.
- (b) To make specific recommendations regarding the changes to be brought about in respect of the following with specific reference to the role proposed to be assigned to the NCC :
  - i) The optimum strength of the NCC.
  - ii) The organisational structure including staffing pattern.
  - iii) Training pattern including its syllabus, etc.
  - iv) The manner of funding the activities of the NCC by the Central and State Governments.
  - v) Uniforms, equipment and training aids considered appropriate and the source and procedure of their supply.
- (c) The Committee may also suggest incentive for the NCC cadets, if any, required for improving their career opportunities including the desirability and possibility of vocationalisation of training in the NCC.

Since then the Committee has submitted its report to Ministry of Defence.

## NATIONAL FITNESS CORPS

The National Fitness Corps was the successor organisation to the National Discipline Scheme which was originally started in the Ministry of Rehabilitation in 1954 as a programme for instilling discipline and imparting training in mass drill among the younger generation in the refugee camps and colonies. The scheme was transferred to the Ministry of Education in 1958 and enlarged to cover many number of schools. A committee under the Chairmanship of Dr. Kunzru made a recommendation in 1963 that it was necessary at the school stage to introduce an integrated programme to give our education system a graduated scheme of character development for a democratic way of life which should be woven into the fabric of the educational system. This integrated programme at the school stage was to replace the several programmes like physical education, the Auxilliary Cadet Corps, the National Discipline Scheme, etc. In pursuance of this recommendation, the integrated programme known as National Fitness Corps was evolved. This integrated programme was approved for adoption in schools in meeting of the State Education Secretaries and State Director of Public Instructions held in February, 1965. At this meeting it was also decided that as the NDS Instructors were to function in the schools under the administrative control of the State Governments they should be transferred to the State Governments.

The terms of transfer were under negotiation with the State Governments ever since 1965 and have been modified on more than two occasions. Under the latest terms of transfer approved by the Union Government :

- (i) The State Education authorities should take over the administrative control of the instructors so that they can exercise supervision over the work at the staff. As the National Fitness Corps (NFC) programme is to function in an integrated manner as part of the school programme, the school authorities should be responsible for all the staff employed on this programme;
- (ii) The State Government may create as many posts on physical training instructors as their schools may need in the pay scales prevalent in the states and fill them up by absorbing the National Fitness Corps Instructors. If as a result of such action, the instructors have to be given higher pay and allowances than they are drawing now. The increased expenditure will be met by the Central Government. If on the other hand, they face reduction to their pay and allowances at the time of absorption, no instructor in any case draw lesser pay and allowances than he was drawing at the time of his absorption in the State service.
- (iii) If the State Government is not in a position to accept any instructional staff, such staff will continue in the present post and draw pay and allowances under the Central scales as

heretofore, until such time as they are found alternative employment elsewhere under the Central Governments.

- (iv) Every employee who goes to the state service will be treated as a State Government employee even if he is to function in a private aided schools.
- (v) The Central Government has agreed to reimburse to the State Government, the pay and allowances of the National Discipline Scheme Instructors for so long as they remain in State service.

As a further relaxation of the provision indicated in para 2 (ii) above, it has been decided on 2.4.73 that where by virtue of his qualification a National Discipline Scheme Instructors will have to be absorbed in a State pay scales of PET wherein he cannot hope to draw further increments. The State Government can create a special post in the State cadre of PETs on a scales of pay identical with the Central pay scale in which he is serving at the time of his absorption in the State services and earn increments in that special scale.

The National Fitness Corps, organisation as such, that is to say, the Headquarters and regional offices of the organisation has been closed down w.e.f. 1.7.72 and from that date a machinery to wind up the residuary work was set up in the Ministry.

While efforts were underway to transfer the Instructors to the State Service, many NFC employees had gone to the Court challenging the right of the Government to transfer the Instructors to the State service.

From the year 1972 to 1976, all the Instructors working in States/UTs were absorbed in the respective services.

As per the decision of the Supreme Court of India to extend benefits of Third Central Pay Commission and Kothari Pay Commission to Jr. Grade I Instructors, necessary orders has already been issued. Orders have also been issued to revise pay scales of other categories of Instructors. As per the terms and conditions of absorption the Central Government is committed to re-imburse the expenditure on pay and allowances of Instructors so long as they remain in service. At the time of decentralisation of NFC Scheme at the centre there were about 6000 NDS Instructors and their present strength is about 5300. Now the expenditure on Pay & Allowances of these instructors is about Rs. 8.50 crores.

## NATIONAL SERVICE SCHEME

One of the recommendations of the Education Commission (1964-66) was that students at all stages of education should be associated with some form of social service. This was taken into account by the State Education Ministers during their conference in April, 1967, and they recommended that at the university stage, students could be permitted to join the National Cadet Corps which was already in existence on a voluntary basis and an alternative to this could be offered to them in the form of a new programme called the National Service Scheme (NSS). The conference of Vice-Chancellors in September, 1967 welcomed this recommendation and suggested that a sub-committee of Vice-Chancellors could be set up to examine this question in detail. The details were soon worked out and the Planning Commission sanctioned an outlay of Rs. 5 crores for NSS during the 4th Five Year Plan. It was stipulated that the NSS programme should be started as a pilot project in selected institutions and universities. The programme was launched on 24th September, 1969, during the Gandhi Centenary Year, in 37 universities involving 40,000 students.

### OBJECTIVES

2. The objective of the scheme is development of personality of students through community service, offered while undergoing instruction in an education institution. It is sought to arouse the social consciousness of students and to provide them with the opportunity to work with the people around the educational campuses creatively and constructively, and to put education they receive to concrete social use. The motto of the National Service Scheme is 'NOT ME BUT YOU'. This expresses the essence of democratic living and upholds the need to appreciate the other man's point of view first and to show consideration for fellow human beings. It also underline that the welfare of individual is ultimately dependent on the welfare of society as a whole.

### PROGRAMMES

3. Under the scheme, any student studying in a college or in a university who opts for and is selected for NSS is expected to remain in it for a continuous period of two years and is required to render social service for a minimum of 120 hours per annum, besides participating in special camping programme. In furtherance of the objectives of the scheme, the programme covers following important aspects :

- i) Institutional Work : The students are placed in selected welfare agencies outside the campus, to work as volunteers;
- ii) Institutional Projects : Improvement of campuses, construction of play-fields, plantation of trees in the campuses;
- iii) Rural Projects : Eradication of illiteracy, minor irrigation works, agricultural operations, environmental enrichment and

conservation, health, family welfare and nutrition programme, development of rural co-operatives, saving drives, construction of rural roads etc.

- iv) Urban Projects : Adult and non-formal education in urban slums, work in the welfare institutions etc.

#### SPECIAL CAMPING PROGRAMMES

4. As part of the constructive involvement of student youth during their vacation period, certain large scale camping programmes have been organised under NSS in the course of which several aspects of rural needs were covered. During 1973-74, 'YOUTH AGAINST FAMINE' campaign was undertaken under which university students from all over India worked alongwith the local non-students youth in camps to mitigate famine conditions in drought affected and drought prone areas. 745 camps (involving 65,000 participants) were conducted under that campaign. Evaluation of these camps was done by the Delhi School of Social Work, Delhi. The evaluation report suggested that the experience gained warranted organisation of similar campaigns during vacations in future. Consequently special camping programmes during vacations have been made a regular feature of NSS from 1974-75. During the years 1974-75 and 1975-76 these campaigns were organised under the themes 'YOUTH AGAINST DIRT AND DISEASE' and 'YOUTH FOR AFFORSTATION AND TREE PLANTATION' respectively. From 1976-77 onwards, activities under the special camping programme have continued to be undertaken under the composite theme of 'YOUTH FOR RURAL RECONSTRUCTION'. During 1981-82 a new dimension was added to the special camping programme known as 'YOUTH FOR ECO-DEVELOPMENT'. However, since 1987-88 all special campings are being organised under the broad theme of 'YOUTH FOR DEVELOPMENT'.

#### PROGRESS

5. The response of students to the scheme has been encouraging. Starting with an enrolment of 40,000 students in 1969, the coverage of NSS students increased to 9.72 lakhs during 1988-89. The year-wise coverage of NSS students since 1980-81 is shown as under :

1980 - 81	4.75 lakhs
1981 - 82	5.12 lakhs
1982 - 83	5.40 lakhs
1983 - 84	5.71 lakhs
1984 - 85	6.10 lakhs
1985 - 86	7.19 lakhs
1986 - 87	7.68 lakhs
1987 - 88	8.84 lakhs
1988 - 89	9.72 lakhs

The scheme now extends to all the States and most of the universities in the country. Students, teachers, parents, guardians, persons in authority in government and universities and colleges, and the people in general now realise the need and significance of NSS. It has aroused among the student youth an awareness of the realities of life and a better understanding and appreciation of the problems of

the people. NSS is thus a concrete attempt in making education relevant to the needs of the society. There are several instances of excellent work and exemplary conduct of NSS units which have earned for them respect and confidence of the community. Social service rendered by university students has covered several aspects like adoption of villages for intensive uplift work, carrying out of medico-social surveys health education drives, setting up of medical centres, programmes of mass immunisation, sanitation drives, mass programme of functional literacy, blood donation, helping inmates of orphanages and the physically handicapped etc. They have also done very good work by helping people affected by the cyclone in Andhra Pradesh, Gujarat and Tamil Nadu, during floods in West Bengal, Orissa, Bihar, Uttar Pradesh and Delhi during drought in Maharashtra, Madhya Pradesh and Rajasthan. The NSS volunteers were also actively at work in helping persons affected by the gas tragedy in Bhopal and during recent earthquake in Bihar. They have also done useful work in organising campaigns for eradication of social evils and popularisation of the nationally accepted objectives like pride in Indianness, democracy, socialism, secularism, national integration and development of scientific temper. Now some programmes of the Technology Mission have also been extended to NSS and under NLM more than 2 lakhs volunteers have been involved.

#### IMPLEMENTATION

6. The policy guidelines for the programme are issued by the central government. At the state level there are State Liaison cells and state advisory committees for NSS to coordinate, review and evaluate the programme. At the university level there are NSS Advisory Committees headed by the Vice-Chancellors to advise on the Programme, Planning and Development. Each University is expected to have an NSS cell to supervise and coordinate NSS programme coordinator in the colleges affiliated to it. The NSS programme coordinator in the university is incharge of the Cell and work to the Vice-Chancellor. At the college level, the work is supervised by the Programme Officers who are regular teachers in the colleges and take up NSS work in addition to their normal teaching work. The Programme Officers in the college is expected to play the role of organiser, educator, supervisor, and a public relation person to maintain the quality and arrange all NSS programmes in his colleges. For establishing liaison at the state and university level and for coordinating various youth programmes, 15 NSS regional centres have been set up in different state capitals. These offices liaise with the state governments and universities to ensure that the activities under NSS are properly coordinated and that these agencies complement each other. At the Central level a Programme Adviser's Cell has been established to monitor the implementation of the programme in the field.

#### TRAINING

7. For organising orientation and refresher courses for Programme Officers and other functionaries of NSS, 16 Training and Orientation Centres (TOCs) are functioning in different schools of social work/universities. besides organising orientation and refresher course, these TOCs are also expected to assist the universities in the

planning and conduct of university level pre-camp orientation courses for special camping programme, provide consultancy services to the universities and colleges in the area of programme planning, supervision, evaluation etc., development of demonstration projects and to act as a clearing house of information on NSS. Out of these 16 TOCs, the four institutions viz. the Delhi School of Social Work, Delhi, and the Tata School of Social Sciences, Bombay, Madras School of Social Work, and R.K. Mission Ashram, Narendrapur, also undertake research, evaluation and publication work on NSS and have, accordingly, been designated as Training, Orientation and Research Centres (TORCs). It is proposed to increase the number of TOC to 19 and TORC to 10 in the near future.

#### FINANCIAL ARRANGEMENTS

8. The expenditure on National Service Scheme is shared by the Central and state government in the ratio of 7:5 except in the case of state of Jammu & Kashmir and union territories without legislatures in whose case the entire expenditure is met by the central government. The central government releases the grants to the state governments who, after adding their own contribution, release the same to the universities, which in turn, release the same to the colleges. Besides expenditure on grant-in-aid to the state governments, the central government also meets 100% expenditure on establishment of NSS offices, expenditure on training, research, evaluation and publication etc. There are two types of programmes organised under NSS. These are regular NSS programmes and special camping programmes. There is a separate pattern of assistance for regular and special camping programme under NSS. Under the regular NSS programme, an expenditure of Rs. 80/-, per NSS student per annum can be incurred. Out of this amount of Rs. 80/-, an amount of Rs. 3/-, Rs. 10/-, and Rs. 15/- is deducted for meeting the administrative expenditure at the state, university and college levels respectively. The remaining amount of Rs. 52/- per NSS student per annum is for programme development. Under the special camping programme, an amount of Rs. 156/- per camper per day can be spent for meeting expenses on board and lodging and travel expenses of the campers. Only 50% NSS students in a college participate in the special camping programme. The camps are generally of 10 days duration.

#### NSS AT +2 STAGE

9. A beginning has been made with the introduction of NSS at the +2 stage in the states of Karnataka, Andhra Pradesh, Kerala, Tamil Nadu, and West Bengal, Punjab and the Union Territory of Goa, Daman & Diu, and Delhi.

#### REVIEW OF NSS PROGRAMME

10. The scheme was reviewed by a working Group in the beginning of 1975. The group felt that there was enough quantitative evidence on the basis of experience gained to suggest that it was both desirable to continue and expand the National Service Scheme, though still on voluntary and selective basis. It recommended that the programme needed to be expanded so as to cover progressively a large percentage



of university/college students. The programme having been in operation for the last 16 years and also having expanded both quantitatively and qualitatively, the programme has again been reviewed on the threshold of the 7th Five Year Plan with a view to its evaluation and further improvement by a review committee set up by the government in August, 1984. The committee has submitted its report only during this month. One of the important recommendations of the Committee is that the programme of NSS has great potential and therefore should continue and expand. It has recommended that the rate of growth of coverage of students under NSS in each year of the VII Five Year Plan should be 10% with coverage of 6.10 lakhs students in 1984-85 as the base so as to cover 1 million students under the programme by 1989-90.

Two Committees one dealing with Administrative and Financial aspects like financial pattern under regular NSS programme, out of pocket allowance to teachers, permanency of NSS, scale of pay of Coordinators (Training) in Training and Orientation Centre/Training, Orientation and Research Centre, funding of evaluation of programme, purchase of vehicles, etc. and other technical committee dealing with technical aspects like volume of work to be done by each Training and Orientation Centre/Training, Orientation and Research Centre, leadership training for NSS students and teachers, syllabus for Orientation and Refresher Courses, etc., have been set up. These committees have since submitted their report on the basis of the recommendation of the Administrative Committee. NSS has been made permanent. State level Cells for NSS for effective planning liaison and expenditure of funds are being set up with 100% Central assistance.

#### Achievements

- (1) During the Seventh Plan period about one million students population would be covered under the Scheme. NSS volunteers coverage has been increased from 6.10 lakhs in 1985-86 to 8.87 lakhs in 1987-88. By the end of the Plan period 1989-90, it is expected that we will achieve the target of 1 million.
- (2) It is also heartening to note that NSS has been made permanent, included in the National Policy on Education and also in the 20-Point Programme. To promote the programme implementation and reliable data collection, a Programme Adviser Cell has been established.
- (3) NSS Manual containing all the guidelines about the Scheme has been published and released by Hon'ble Prime Minister during National Youth Award ceremony on 18.1.1988 alongwith 'Youth in India' another important publication on youth.
- (4) A contingent of NSS Volunteers from various parts of the country have been participating in Republic Day Parade in Delhi, since 1988.

- (5) The number of Training and Orientation Centre (TOC) and Training, Orientation Research Centre (TORC) proposed to be raised from 13 and 4 to 19 and 10 respectively in 1988-89.
- (6) NSS students are being involved in Mass Functional Literacy Programme since 1986-87 in a big way. Intensive efforts are being made to involve about 40% of the NSS volunteers in National Literacy Mission.
- (7) Administrative and technical component of NSS being reviewed with a view to improving the quality of the Scheme.
- (8) NSS students have been involved in national integration camps, relief work, eye and blood donation, conservation and enrichment of environment, project of national importance like Ganga cleaning, waste-land development, International Year of Shelter for Homeless, Exhibition for Youth and Adventure Programmes, etc.

#### Obstacles

1. Irregular session of the universities.
2. Expenditure under the Scheme is shared between Central and State Governments in the ratio 7:5. Generally it is observed that the State Governments do not provide their share of expenditure in their budget in time.
3. On the part of the State Governments, delay is involved in releasing the grants to the universities.
4. Audited statement of accounts are not submitted in time. As a result, difficulties are faced while releasing the second instalment.
5. For lack of infrastructure facilities, incentives and resources, difficulties are being faced in involving more NSS students in National Literacy Mission.
6. Lack of incentive for NSS students, Programme Officers and Programme Coordinators.
7. Evaluation of NSS Volunteer's activities as per National Education Policy.
8. Non-setting up of State level NSS Advisory Committee.

#### Proposed Expansion

As already mentioned, the NSS strength has increased from 40,000 in 1969-70 to 9.72 lakhs during 1988-89. Keeping in view the great potential which the scheme has, there is much scope for enlargement of coverage under NSS. It is, however, felt that there are other youth activities like NCC, Sports and Games available for students in universities and colleges and that increase in the strength of NSS has to be made keeping in view involvement of students in these

activities. It is now felt that the scheme is not only useful but essential to the full development of the personality of students, particularly in the context of the campus situation in the country, where besides purely academic work, other opportunities for personality development, barring the National Cadet Corps and some sports activities as are scarce. Over the course of times, we should work towards the situation where each and every student in a university and college would have such opportunities through the National Service Scheme, National Cadet Corps, regular participation in sports and games and through other suitable activities as envisaged in the New Education Policy.

## NEHRU YUVA KENDRA

### Objective

The main objective of the Scheme is to enable the non-student rural youth to act as the vanguard in the process of development in the rural areas and popularisation of nationally accepted objectives. In furtherance of these objectives, the NYKs have been organising a variety of programmes which include non-formal education, vocational training, social service including working for better rural environment, sports and games, recreational and cultural programmes and youth leadership training programmes.

At the inception of the Scheme in 1972, the budget for each NYK was about Rs. 20,000/- including expenditure on programmes. This has grown over the years and during 1985-86, it was Rs. 2.33 lakhs per NYK including Rs. 1.03 lakhs for programmes alone. The programmes have also been diversified to include adventure, national integration camps, exhibitions, and other youth programmes with which the Department of Youth Affairs & Sports is associated. The NYK Sangathan has been organising programmes with the help of youth clubs and at present about 50,000 youth clubs have already been set-up by the Sangathan. The Scheme is fully financed by the Central Government by way of grants-in-aid on meet the deficit basis. At the district level, there are district organising committees with the Collector/District Magistrate as the Chairman and representatives of Youth Clubs and youth organisations are members. At present NYKs are functioning in 360 districts of the country. It is expected that every district of the country will be covered by the Scheme by the end of 1989-90. To evaluate the programmes of NYKs, Government has set up Information Development and Resource Agencies (IDARAs) at some of the existing voluntary youth organisations who are doing work in the related field. The present number of IDARAs is four - one each has been set up at R.K. Mission Ashram, Narendrapur (West Bengal); Literacy House, Lucknow; Gandhigram Rural Institute, Gandhigram (TN) and Indian Institute of Youth Welfare, Nagpur. A number of programmes of the NYK had been evaluated by the IDARAs (work camp, vocational training programme, youth leadership training programme) and the programmes have been generally found to be useful. The institute of IDARAs are also being used for giving training to the Youth Coordinators and making available the necessary expertise for them to organise activities at the local level. The IDARAs are financed by the Government of India by way of grant-in-aid for maintenance of a core staff and some contingencies.

### Achievement

- (1) The target is to cover all the districts by the end of Seventh Plan 1989-90. So far 360 NYKs have been opened.
- (2) An autonomous organisation called Nehru Yuva Kendra Sangathan has been established to provide new thrust to programmes intended for rural youth.

- (3) Action Plan for each Kendra has been prepared for the first time and efforts have been made to improve training and evaluation of NYKs programmes.
- (4) Preparation of training institute of Coordinators, NSVs, etc.
- (5) Youth Club Mandal has been prepared.
- (6) Youth Cooperative Societies are being organised.
- (7) Programme of Great Nehru Trail from Srinagar to Imphal has been started.
- (8) Nehru Yuva Kendras have taken up the work of functional literacy under National Literacy Mission and about 16,000 centres are being run by various NYKs during 1988-89. During 1989-90, the NYKs are expected to run 40,000 Adult Education Centres.
- (9) NYK Sangathan have also taken up Computer Literacy Course in 60 districts for benefit of non-student rural youth.

#### Obstacles

- (1) After the creation of NYK Sangathan, a large number of cases have been filled in Central Administrative Tribunals. Stay orders given in the cases have, to some extent hindered the implementation of the programme.
- (2) Lack of liaison between the Sangathan, State Governments and District Administrations.

## NATIONAL INTEGRATION SCHEME

### Objective

The Scheme aims at promoting spirit of national integration among youth of the country through inter-state visits, national integration camps and organisation of seminars and conferences on various themes of national importance.

### Achievements

- (1) Every year national integration camps are organised in various parts of the country through NSS, NYKs, State Governments and Voluntary Organisations.
- (2) All India University Cultural Festivals have been revived after a gap of 25 years during 1985 and a NAM Youth Festival hosted to mark the IYY. Two more All India Festivals have been held since then.
- (3) The first National Rural Youth Folk Festival involving youth was held at Hyderabad in 1986.
- (4) Special attention is being given to sensitive remote and border areas.
- (5) Opportunities are given to youth from border areas to witness Republic Day Parade in Delhi.
- (6) Since 1987, motivational camps for youth at Sevagram (Wardha) are organised in October and January.
- (7) Tribal Youth Folk Festivals are being held.
- (8) Efforts have been made to utilise youth energy creating durable community assets.

### Obstacles

- (1) Difficulties in getting rail concession for this purpose.
- (2) Lack of proper coordination among various agencies like organisation taking up the integration camp, State Governments and the local administration.

## PROMOTION OF ADVENTURE

### Objective

The Scheme aims at fostering among youth the spirit of taking risk, cooperative team work, encouraging in them quick and ready and effective reflexes to challenging situation and inculcating discipline and endurance. Department of Youth Affairs & Sports also give financial support to four Mountaineering Institutes in the country viz. (1) Himalayan Institute of Mountaineering, Darjeeling; (2) Jawahar Institute of Mountaineering and Winter Sports, Aru; Nehru Institute of Mountaineering, Uttarkashi; and Directorate of Mountaineering and Allied Sports, Manali.

### Achievements

- (1) Every year as stipulated in the Action Plan, financial assistance is given to voluntary organisations, adventure clubs, State Governments, colleges to undertake adventurous activities like trekking, mountaineering, rock climbing, long distance cycling, raft expeditions, parasailing, hang gliding, etc.
- (2) Department has also given assistance for the programme "Sailing round the World" in 32 ft. sailing yacht.
- (3) Freedom Forty Cycle Expeditions were organised. Youth in large number drawn from different part of the country participated.
- (4) Financial assistance has been given for introducing parasailing and hang gliding in adventure programmes sea exploration and sailing in water manship, fairing and deep water diving.
- (5) Maitree Yatra - Calcutta - Rameswaram: Delhi - Kutch - Rameswaram undertaken by Sea Explorer's Institute.
- (6) Sea to Mountain Expedition was undertaken by Tata Steel Adventure Foundation from Diamond Harbour to Gangotri on an indigenous motor boat 'Indira'.
- (7) Proper policy on equipments has been evolved.
- (8) Efforts are being made to establish State Institutes of Adventure.

### Obstacles

- (1) It has been observed that the adventure programme have been primarily confined to trekking and mountaineering only.
- (2) Only a few states like West Bengal, Karnataka, Kerala, Maharashtra, Delhi have come forward to avail the assistance under the Scheme.

- (3) Lack of training, infrastructural facilities and equipments in different States.
- (4) Manufacturing of indigenous equipments is yet to be promoted.



## YOUTH HOSTEL

Pandit Jawaharlal Nehru summed up the philosophy of youth hostels in this manner :

"I welcome the growth of the Youth Hostel Movement in India. Apart from the obvious advantages of travel in various parts of the country, there is I think, a basic significance in young men and women doing so in the impressionable years of their lives. We have, even more, to get some idea of the great development schemes and the changes that are taking place in India. We have to do this as children of India discovering our own country with a desire to participate in the fashioning of India".

The Youth Hostel movement is an International movement which blossomed through an eminent German School teacher Richard Schirrmann, who believed in the virtues of group excursions to study geography, history and the world of nature. In 1919 Youth Hostel Association was established in Germany. The International Youth Hostel Federation was inaugurated in 1932 as an outcome of the first International Youth Hostel Conference held at Amsterdam. The movement took its birth in 1949 in India at Mysore. In 1955 its office was shifted to Delhi and India became a member of International Youth Hostel Federation. In 1970, the Youth Hostel Association of India laid the foundation of its youth hostel at Chanakyapuri in New Delhi. Now, it has 20 branches and a membership of 37,000.

The Scheme of Youth Hostel was initiated by the Ministry of Education in early Sixties. In 1966, the responsibility of establishing the youth hostels was transferred to the Department of Tourism on the recommendation of a Working Group set up by the Planning Commission in October, 1965. With effect from 4th January, 1985, the subject of youth hostel has been transferred to the Department of Youth Affairs and Sports.

### Objective

The Scheme envisages construction of youth hostel as a joint venture of Central and State Government to provide cheap accommodation to travelling youth, thereby promoting youth travel in the country.

### Achievements

- (1) The Scheme of Youth Hostel was transferred from Ministry of Tourism to the Department of Youth Affairs & Sports on 4th January, 1985. So far 27 Youth Hostels have been completed/functioning. 28 Youth Hostels are in different stages of constructions.
- (2) Youth Hostel Warden's Workshops are also being held regularly to get feed back, new ideas so that innovating measures can be taken to strengthen the youth hostel movement.
- (3) Youth Hostel Manual is on the anvil.

### Obstacles

- (1) Non-Availability of land by the State Government and handing over site to construction agency.
- (2) Long time taken in preparation of estimates and detailed drawings.
- (3) There is only one Assistant Engineer in the Department who looks after both Sports and Youth Hostels.
- (4) Non-constitution of Local Management Committee in many States for the management of Youth Hostel.
- (5) Non-transfer of subject of Youth Hostel from Department of Tourism to Department of Youth Affairs and Sports in two States - Madhya Pradesh and Rajasthan.
- (6) To develop Youth Hostel as focal centre of youth activities.

## TRAINING OF YOUTH

### Objective

The Scheme aims at motivating the youth through spread of knowledge by participating in training courses based on local needs and talents for promoting self-employment and better employment.

### Achievements

The Scheme has been started by the Department only in 1986-87. Over 10,000 youth have been benefitted so far under the Scheme. The subjects of training relates to agricultural technology, crop, husbandry, dairy, poultry, bee-keeping, pisciculture, puppetry skill, plumbing, pipe fitting, pumpset repairing, manufacture of agarbati, youth leadership training camp, health education, etc. Efforts are being made to identify suitable state level institutions to impart training.

### Obstacles

1. No follow-up measures like tieing them with Banks for loan after training.
2. No evaluation of the training programme.
3. No proper identification of training institutions.

## ASSISTANCE TO VOLUNTARY ORGANISATIONS

### Objectives

The Scheme provides a framework for voluntary organisations to involve youth in programme of rural development and in slums.

### Achievements

About 300 Voluntary Organisations are to be financed during Seventh Plan period. So far about 200 organisations have received grants. It is expected that by the end of the Plan period, the target will be achieved.

### Obstacles

- (1) Only a few organisations in some states have come forward to avail this assistance.
- (2) No evaluation of the Scheme.
- (3) Voluntary Organisations are also ill-equipped in terms of knowledge, experience, skill and training.

## NATIONAL YOUTH AWARD SCHEME

### Objective

The Award has been conferred on young persons and Voluntary Organisations in recognition of their outstanding work done in cases of national development and social services.

### Achievements

National Youth Awards Scheme was instituted in 1985, to recognise outstanding contribution of youth and voluntary organisations in the field of social service and national development. 37 Awards have so far been given upto 1987-88 (34 individuals and 3 Voluntary Organisations).

### Obstacles

Recommendations from various State Governments are not received in time.

## SCOUTING AND GUIDING

Scouting and Guiding which is an International movement, aims at developing the character of young boys and girls to make them good citizens by inculcating in them a spirit of loyalty, patriotism and thoughtfulness for others. Scouting and guiding also promotes balanced physical and mental development of boys and girls. The major organisation that promotes this activity in India is the Bharat Scouts and Guides which is affiliated to the International Scouting and Guiding organisations, namely, World Organisation of Scout Movement, Geneva and World Association of Girls Guides and Girls Scouts, London.

Before the advent of Independence in 1947 only three major associations were working on All-India basis :

- (1) The Hindustan Scout Association : Open to both boys & girls.
- (2) The Boys Scout Association : Open to boys only.
- (3) Girls Guide Association : Open to girls only.

With a view to merging all the different Scout and Guide Association, a Committee consisting of representatives from each Association was constituted. The leading members of the merger committee were Dr. H.N. Kunzru, Shri Maulana Abul Kalam Azad and Justice Vivian Bose. In November 1950, a consensus was reached with regard to constitution, fundamental aims, policy, rules and organisation. All different Associations which promoted scouting in India came under one banner with the name of "The Bharat Scouts and Guides". The Bharat Scouts and Guides with humble strides grew along with the development of the country ever since it became Republic. At present there are 40 State Associations affiliated to the National Association, the 9 zones of the Railways and Kendriya Vidyalaya Sangathan having given statehood in the set up of the Bharat Scouts and Guides.

The average rate of growth in the coverage under scouting and guiding is 2% approximately per annum. The total students population in schools all over the country at present is about 11 crores and present coverage under the scouting and guiding is about 20 lakhs. Thus considering a large number of student population, 2% cover is very negligible. In order to strengthen the scouting and guiding movement in India, Department of Youth Affairs & Sports, Government of India constituted a Working Group in March, 1986 to bring about quantitative as well as qualitative improvement in their functioning. The Working Groups after detailed deliberations and discussions recommended as follows :

- (i) Scouts and Guides units which are weak should be made active by way of providing basic facilities for running the units in an effective manner;
- (ii) It is necessary to improve qualitative aspects of the movement in weak units like youth leadership training, holding of camps, adventure activities, etc., by way of providing financial assistance (through the Head-quarters of BS&G) for purchase of equipment and meeting expenditure on out-door activities; and

- (iii) The 2% normal rate of growth under Scouting and Guiding so far as has been insignificant keeping in view the overall student population in schools and left to the states, the movement is not likely to make much headway with this normal growth rate. As such, it is necessary that besides the normal growth to be achieved under the programme, assistance may be given to BS&G for extra enrolment and running of scouts and guides units.

The Working Group also recommended for setting up of regional centres for effective implementation and supervision of the Scouts and Guides programmes.

On the basis of the recommendations of the Working Group, Department has already rendered necessary financial assistance for creation of four regional centres at Patna, Ahmedabad, Lucknow and Bangalore. There is a proposal to open 5th regional office at Guwahati for the North-Eastern region. Government is also giving financial assistance to Bharat Scouts and Guides for organisation of camps, advance course for unit leaders, training and camping equipment to weaker units and training of new leaders.

Scouts and Guides is doing excellent work in the country. Bharat Scouts and Guides has been awarded a Certificate by the United Nations Secretary General for their outstanding work done during the International Year of Shelter for Homeless. World Scouts Bureau, Geneva has awarded the Bronze Wolf, the World's highest Scout Award to the National Commissioner, Bharat Scouts and Guides, recognising the sustained efforts to pass on the message of peace to the people of the country, the United Nations has named the Bharat Scouts and Guides as a Peace Messenger and presented a valuable certificate. It has also been conferred Indira Gandhi National Integration Award for 1987.

#### Obstacles

- (1) Lack of adequate funds for scouting and guiding, purchase of adventure/camping equipment, etc.
- (2) Non-existence of ham radio network for scouts and guides.
- (3) Non-promotion of craft centres of BS&G at the district level.
- (4) Inadequate development of camping ground and equipment.
- (5) Lack of incentive for scouts and guides and their leaders.

## FESTIVAL OF INDIA

The youth programmes of the Festival of India in USSR and the Festival of USSR in India were successfully organised during 1987-88. Nearly 500 youth from India visited USSR in three batches coinciding with three main centres of inauguration of Festival of India in USSR. Thereafter the Indian youth travelled in different Republics of USSR and exhibited their talents, interacted with the Soviet youth, gave cultural performances, participated in seminars, etc. Similarly nearly 500 Soviet youth visited India coinciding with the four main centres of inauguration of Festival of USSR in India. After taking part in the inaugurals the Soviet youth were taken to more than 40 cities in India where they gave cultural performances, interacted with the Indian youth, participated in seminars, etc. Youth exhibitions were organised both in USSR and India.



**TENTATIVE PROPOSALS FOR YOUTH AFFAIRS AND ADVENTURE  
FOR THE VIII PLAN, CONSIDERED BY THE WORKING GROUPS**

The most significant aspect of the VII Five Year Plan is that a number of programmes have been launched in the country to benefit the youth who, for the first time, started receiving attention in such massive fashion. There was a quantum jump in the Plan outlay for youth programmes from Rs. 12.54 crores in the VI Plan to Rs. 100 crores in the VII Plan, representing an eightfold increase.

2. The following major developments/programmes during the VII Plan deserve special mention :

- (1) Creation of a full-fledged Department of Youth Affairs and Sports within the Ministry of Human Resource Development in 1985;
- (2) Declaration of 1985 as International Youth Year as well as the "Year of Consultation with Youth", which provided Government an opportunity to focus attention on the problems faced by youth and to initiate and intensify programmes designed specially for young people in collaborative consultation;
- (3) 12th January, the birthday of Swami Vivekananda, was declared as the National Youth Day. The week commencing from 12th January has been designated as the National Youth Week.
- (4) Inclusion of New Opportunities for Youth in the 20-Point Programme of the Government;
- (5) Adoption of a National Youth Emblem;
- (6) Holding of NAM Cultural Youth Festival - NAMIFEST;
- (7) Introduction of new schemes - National Youth Award, Training of Youth, Exhibition for Youth and Assistance to Youth Clubs;
- (8) Transfer of the subject 'Youth Hostel' from Department of Tourism to Department of Youth Affairs and Sports;
- (9) Coverage of 1 million NSS students by the end of the VII Plan;
- (10) Bringing out a comprehensive Study on "Youth in India" and NSS Manual.
- (11) Setting up an autonomous organisation called "Nehru Yuva Kendra Sangathan" to give a thrust to the programmes of rural youth and to take up new innovative schemes for them;
- (12) Intensification of National Integration Programmes particularly in areas of N-E States, Border and sensitive areas;
- (13) Diversification of National Service Volunteer Scheme;
- (14) Finalisation of the National Youth Policy;

(15) Significant youth participation in the Festivals between India and USSR; and

(16) Enlargement of the scope of Cultural Exchanges of Youth with many countries.

3. During the VIII Plan, attempts would be made to further consolidate and expand the gains and initiatives of the VII Plan, rationalise and integrate various youth Schemes and programmes and introduce new and imaginative Schemes.

4. Planning Commission has constituted a Working Group for Department of Youth Affairs and Sports to formulate proposals for consideration in VIII Plan. The terms of reference of the Working Group, inter alia, includes :

- to suggest measures for effective linkages with other development schemes.
- to suggest feasible perspective of development upto 2005 A.D.
- to suggest ways and means to harness the potential of both rural and urban youth in national and social development.
- to recommend modalities to involve and to get active support from non-governmental institutions.

5. Five Sub-Groups were set up to cover the following broad segments in the area of Youth Affairs :

- 1) National Service Scheme
- 2) NYK Sangathan
- 3) Adventure and other on-going schemes
- 4) New Schemes
- 5) Coordination, linkages and management

6. The Sub-Group on NSS has suggested 10% expansion each year, with the target of 16.00 lakhs student volunteers by the end of the VIII Plan. Introduction of NSS at +2 level throughout the country, more allocation of NSS volunteers to backward areas and States which are manifestly under-developed, identification of NSS as a third dimension of the University system and allocation of more resources for programmes in the rural areas have been suggested. Among the long-term projects, the Sub-Group has suggested the taking up of national projects of Ganga Action Plan, Wasteland Development, Technology Mission, National Literacy Mission and some income-generating projects, along with the strengthening of the organisational structure.

7. The Sub-Group on Nehru Yuva Kendra Sangathan has emphasised that the NYK is one of the largest grass-roots level Organisations in the country, with the potential to succeed in energising wide-spread popular participation in social and community development. It has suggested expansion of its present net-work of 50,000 Village Youth

Clubs to 5,50,000 villages, harnessing of this network to the Government programmes for the masses, particularly in the priority sectors of employment generation, literacy and family welfare in a conscious and organised manner, setting up of spear-head training teams to provide continuous and specialised training to village youth leaders, setting up of village level youth centres to provide rural youth with educational, sports and cultural facilities, starting of new programmes like computer literacy course for the rural youth, setting up of Nehru Yuva Cooperatives as a subsidiary of the NYK Sangathan, formation of the Great Nehru Trail - from Srinagar to Imphal. However, special emphasis has to be given to self-employment and upgradation of skills, to improve the quality of life of rural youth.

8.1 The Sub-Group on adventure and other on-going Schemes has suggested conversion of the Western Himalayan Institute of Mountaineering and Allied Sports, Manali from a State Institute to a National Institute, a total ban on import of mountaineering equipment and promotion of indigenous manufacture. It has recommended the establishment of State Institutes of Adventure, as well as a National Institute of Adventure and an Institute for Adventure for Women. It has suggested popularising the concept "Adventure at Low Cost" at the Grass-roots level and lowering of the age group to 8 years to inculcate the spirit of adventure at an early age.

8.2 The Sub-Group has called for strengthening of other existing Schemes - Bharat Scouts and Guides, Youth Hostel Movement, National Integration, Assistance to Voluntary Organisations. National Youth Awards, National Service Volunteers Scheme, Exhibition for Youth, Training of Youth, Assistance to Youth clubs. It has recommended increase of stipend to between Rs. 600 and Rs. 800 per month for the National Service Volunteers from the existing Rs. 450/- per month (including travelling allowance). It has suggested organisation of 1000 Yuva Milaps, Seminars and Conferences and Folk Festivals, imparting training to 1.75 lakhs youth, organising 1950 exhibitions in different parts of the country and assistance to 5,50,000 youth clubs.

9. The Sub-Group on New Schemes has recommended creation of basic infrastructure from the village level upwards to the State and National level. It has suggested the setting up of Study-cum-Recreation Centres/Youth Development Centres in each Village Panchayat for round-the-year activities for the youth of the community. It has recommended the modalities for operation of the centres at Panchayat/Taluk Headquarters/District Headquarters levels. By creating broad-based sports, culture and human resource development potential, the Sub-Group has emphasised that there will be an explosion of allround excellence at all levels. It has recommended the coordination of activities among various youth organisations in implementing these programmes and called for the creation of "Yuva Shanti Sena", a non-violent task force to counter specific social evils. It has called upon the State Governments to participate substantially in the youth activities/programmes from the grass-roots level.

10. The Sub-Group on Coordination, Linkages and Management has suggested the toning up of inter-linkages within the Ministry of Human Resource Development, as well as with other Ministries having youth related Schemes and programmes. It has envisaged setting up of two Committees - one at the Department level and the other at the HRD level for effective review and coordination. Similar Committees at the State level would also be helpful. District level Coordination Committees, which would also liaise with District Administration through District Planning Committees, have also been proposed. The Sub-Group has suggested involvement of NSS volunteers, National Service Volunteers and National Youth Awardees in the evaluation and monitoring of youth activities, along with the existing net-work of voluntary organisations. For the effective implementation of National Youth Policy, a Committee at the National level for the youth programmes has been suggested. The Sub-Group has called for revamping the Management Information System through the strengthening of the existing computer system, extending telex facilities to the NSS Regional Centres, drafting of specialised personnel with adequate knowledge of youth programmes, creation of a new section in DYAS to deal with Schemes of Promotion of National Integration (Yuva Milaps) and Promotion of Adventure.

The shape of the VIII Plan will emerge in a few months but it can be stated that the broad policy, programmes and pattern of assistance, as they are in operation today, will continue, with added emphasis, refinements and required resource inputs during the VIII Plan.

#### CONCLUSION

Generally there is an encouraging response to various youth programmes, but considering the fact that India has a massive youth population of more than 250 millions, there is an urgent need to expand the coverage of the youth programmes extensively and qualitatively. This will need large investment on the part of Central as well as State Governments. Central Government, State Governments and the voluntary organisations in cooperation with each other must make a determined effort to give more thrust and new direction to the youth movement in India.

## DEPARTMENT OF WOMEN AND CHILD DEVELOPMENT

Within the new Ministry of the Human Resource Development a special Department exclusively handling the work of Development of Women and Children has been set up as a result of which, there has been a tremendous spurt in Government activities in this field, both in the Centre and the States. The final allocation of the Department of Women and Child Development has also increased more than three-fold as compared to the Sixth Plan, from Rs. 255.91 crores to Rs. 740.62 crores in the Seventh Five Year. The annual Plan allocation have also been increasing in the following manner :

1985-86	Rs. 95.20 crores
1986-87	Rs. 146.00 crores
1987-88	Rs. 220.98 crores
1988-89	Rs. 238.15 crores

The new Department for Women and Child Development has taken up comprehensive programmes of administrative, economic and social measures in order to ensure all round development of women and children.

### Women's Development

The major steps taken in the Women's Development Bureau have been as follows :

#### 1. Legislative Measures

- i) The Equal Remuneration Act : was passed in 1976 to provide for the payment of equal remuneration to men and women for the same type of work and to prevent discrimination on grounds of sex against women in the matter of employment. A Bill to amend the E.R.A. to prevent discrimination against women both at the time of recruitment and after was introduced and passed by both the Houses of Parliament in December, 1987.
- ii) The Suppression of Immoral Traffic in Women and Girls, 1956: which was amended in 1978 was again amended in 1986 in order to make the provisions of the Act more effective and stringent and also to extend the scope of the Act to cover all persons whether male or female, who are exploited sexually for commercial purposes. The Act is now called the Immoral Traffic (Prevention) Act, 1956.
- iii) The Dowry Prohibition Act : enacted in 1961, was amended in 1984 and again in 1986 in order to make the offence cognizable, enhance the penalty of both fine and imprisonment and to widen the scope of the Act in order to make it more effective.
- iv) The Commission of Sati, (Prevention) Act, 1987 : The Central Government passed the Commission of Sati (Prevention) Act in

1987 and this Act gives a detailed definition of "Glorification" in relation to Sati. Glorification is defined as :

- a) observance of any ceremony or the taking out of procession in connection with the commission of sati;
- b) the supporting, justifying or propagating the practice of sati in any manner;
- c) the arranging of any function that eulogises the person who has committed sati; and
- d) the creation of a trust or the collection of funds or the construction of a temple or other structure or the carrying on any form of worship or the performance of any ceremony thereat with a view to perpetuating the honour or to preserve the memory of a person who has committed sati.

The punishment of any act of glorification of sati is imprisonment for a term which shall not be less than one year but which may extend to 7 years and with fine which shall not be less than Rs. 5,000/- but which may extend to Rs. 30,000/-. The collector or the District Magistrate may also by order prohibit the glorification in any manner of sati by any person. The State Government also has the powers to direct the removal of temples or structures which perpetuate the honour of or preserve the memory of any person committing sati. Similarly the State Government through the Collector or District Magistrate has the power to seize any funds or properties which have been collected or acquired for the purpose of glorification of sati.

- v) The Criminal Laws : namely, the Indian Evidence Act, the Indian Penal Code and the Criminal Procedure Code : were amended in 1983 to make the penal provisions against the offence of rape and other such crimes against women more stringent, and also to make a new provision in the Indian Penal Code to make cruelty against women by the husband and other relations punishable. The onus of proof of innocence in such cases would rest on the accused. Consequential amendments arising out of Dowry Prohibition (amendment) Act, 1986, were carried out in the Cr. P.C. and the Indian Evidence Act. A New offence "Dowry Death" has been included in the Indian Penal Code.
- vi) The Family Courts Act : was passed in 1984 for the setting up of Family Courts in the country with a view to promoting conciliation in and securing speedy settlement of disputes relating to marriage and family affairs and for matters connected therewith.
- vii) A new Act has been passed called the Indecent Representation of Women (Prohibition) Act, 1986, to prevent vulgar display of women through advertisements, books, posters etc.

## 2. New Programmes

- i) Women's Development Corporations : A new scheme for assisting the setting up of Women's Development Corporations in the States has been launched. Identification of women as individuals or in groups, preparation of viable projects, facilitating training, credit and marketing, etc. are some of the functions to be carried out by the proposed Corporations. Besides Tamil Nadu, WDCs have been set up in the State of Kerala, Karnataka, Andhra Pradesh, Maharashtra, Gujarat, Punjab, Chandigarh, Madhya Pradesh, Uttar Pradesh and Manipur. Under this scheme a sum of Rs. 16 crores has been allocated.
- ii) Women's Division in NIPCCD - A Women's division in the National Institute of Public Cooperation & Child Development has been set up. The effort is to identify the problems of women and utilise the services of well-known consultants in the field to guide in the preparation of programmes.

## 3. Expansion/Revision of Existing Schemes (Supportive Service)

The scheme for setting up of Working Women's Hostels has been liberalised. This has been done with the aim of encouraging this extremely popular scheme. The scheme for Short-Stay Homes for Women in Distress is also being expanded. A Committee headed by MOS has been set up to review the working of the scheme. The scheme of Condensed Courses for Education for Women has been revised with improvements in the schematic budget and inclusion of vocational training. The funds allocated and expenditure incurred under the schemes in 1988-89 are as under :

Scheme	B.E. & R.E.	Expenditure upto 28.2.89
Working Women's Hostels	B.E. : Rs. 500 lakh R.E. : Rs. 496 lakhs	Rs. 369.84 lakhs
Rehabilitation of Women in Distress	B.E. : Rs. 20 lakhs R.E. : Rs. 24 lakhs	Rs. 18.25 lakhs
	Non-Plan	
Short Stay Home for Women and Girls	B.E. : Rs. 25 lakh R.E. : Rs. 25 lakhs	Rs. 25.00 lakhs
	Plan	
	B.E. : Rs. 70 lakh R.E. : Rs. 70 lakhs	Rs. 23.85 lakhs

## 4. Setting up of Commissions/Committees

### 1. National Committee on Women

A 29-Member National Committee on Women headed by the Prime Minister has been set up. The members of the Committee include women





activists, State Ministers, MPs, Journalists, lawyers, social workers and representatives of media, academics and women's organisations. The first meeting of the National Committee on Women was held on 17 May, 1988.

## 2. National Perspective Plan

A Core Group headed by MOS(WY) was set up in the Department of Women & Child Development, Ministry of Human Resource Development to draw up a draft National Perspective Plan for Women 1988-2000 A.D. The Core Group presented the National Perspective Plan on 9.10.1988. The recommendations of the NPP aim at outlining a long term overall policy for Indian women, guided by principles and directives relevant to the development process. It is linked to the National target determined for the end of the century in respect of certain basic indicators especially of health, education and employment. It is the first comprehensive report since 1975 on women and development. The Cabinet has constituted a Group of Ministers to examine the recommendations of the NPP.

## 3. National Expert Committee on Women Prisoners

The National Expert Committee on Women Prisoners which was set up under justice Krishna Iyer has submitted its report to the Government on 18th May, 1987. In order to assist the Government in implementing the various recommendations of the Committee, a Working Group comprising representatives of the Ministries and Departments concerned, as well as the Central Social Welfare Board has been set up to examine the report and to make specific recommendations with respect to each aspect of the Report as well as to suggest specific follow-up action wherever considered feasible and necessary. Action has been initiated to implement the recommendations of the Committee in consultation with Central Ministries as well as the State Governments, the Central Social Welfare Board and State Welfare Advisory Boards.

## 4. National Commission on Self Employed Women

The National Commission on Self Employed Women headed by Smt. Ela R. Bhatt, MP set up by the Government of India, Ministry of Human Resource Development, Department of Women & Child Development, presented its report titled "Shram Shakti" to the Prime Minister in July, 1988. The National Commission on Self Employed Women was constituted by the Government to make a comprehensive study of the working and living conditions of poor women. The Commission has put together in the report issues concerning working women, examined the existing institutions and mechanisms and made detailed recommendations for improving the status of working women in the informal sector.

## 5. Employment

The work participation rate for women has gone up from 11.87% in 1971 to 14.37% in 1981. An increasing number of women are being employed at the managerial level in professions like law, medicine, architecture etc. In the Public Services also women are getting a



much larger share of employment than before. More and more women are being selected from the All India Services like IAS and the Class I Services. Even in the conventional occupational groups like teaching, the number of women employed has increased from 32086 in 1950-51 to 820,918 in 1979-80.

#### 6. Integrated Rural Development Programme (IRDP)

The Integrated Rural Development Programme is the most important anti-poverty programme being implemented in the country. To correct the low coverage of women beneficiaries under this programme, the Government announced in 1985, that from 1985-86 onwards 30 per cent of the IRDP beneficiaries should be women.

#### 7. Development of Women & Children in Rural Areas (DWCRA)

The Development of Women and Children in the Rural Areas is one of the most important schemes of IRDP designed exclusively for women below the poverty line. As against 3308 groups of women organised during the 6th Plan, during the first two years of the 7th Plan 11,118 groups covering 1.82 lakh women have been organised for the promotion of activities pertaining to women in rural areas.

#### 8. Education

Female literacy has risen from 7.93% in 1961 to 24.78% in 1981. The percentage of enrolment of girls at the elementary stage increased from 42.6% in 1950-51 to 64.8% in 1982-83. The number of women teachers went up from 82,201 in 1950-51 to 250,206 in 1979-80. The Ministry of Education constituted a special working group to oversee the implementation of plans for the education of women. Measures such as adoption of multi entry in education, non-formal part-time education facilities and correspondence course to benefit women in some urban and rural areas, award of scholarship, grant of book loans and hostel facilities are being implemented.

##### a) The Education of Girls upto the Higher Secondary Stage

One of the first measures taken by Government was to make the education of girls upto the level of Higher Secondary free throughout the country. This was announced by the President of India in his address to the Joint Session of Parliament on 17th February, 1985.

##### b) Women and the New Education Policy

The new Education Policy focuss attention on education as an agent for ensuring equality for women. The removal of sex stereotypes and gender discrimination has been emphasised in all spheres of education. Now programmes for non-formal education of girls are being launched. A special cell on Women's Education has been created. Greater emphasis has been laid on Technical & Vocational Training of Women.

### c) Centres for Women's Studies

Twenty-five Universities have been selected as developing centres for Women's Studies which will attempt studies, research and documentation on women's issues.

### 9. Health

The life expectancy of women has gone up from 31.7% in 1951 to 51.2% in 1981. The trend of sex ratio has increased from 930:1000 men in 1971 to 935:1000 in 1981. In order to improve the health status of women a number of special programmes are being implemented that provide nutrition. The infra-structure of child and maternal health service has been expanded both in the urban and in the rural areas, by setting up of primary health centres, rural family welfare centres and sub-centres. In addition the Department of Family Welfare has sponsored a number of schemes or immunisation of expectant mothers against tetanus and for prophylaxis against nutritional anaemia among mothers. During 1982-83 alone 39.03 lakhs expectant mothers were immunised against tetanus.

### 10. Monitoring

A Monitoring Cell has been set up in the Women's Bureau to closely monitor 27 beneficiary-oriented schemes being administered by various Ministries/Departments for Women's Development. Quarterly reports are sent to PM's Office.

### 11. SAARC

India Heads the SAARC Technical Committee on Women under the accepted programme of action, a training programme for rural women was organised at the Institute of Rural Management at Anand. A Workshop on Women in Industry was organised at Jaipur. In SAARC Technical Committee meeting at Bangalore the subject of the female child was taken up as a top priority item. A decision to update the status of women reports in each country was also been taken. SAARC Workshop on Girl Child was held in New Delhi.

A SAARC Conference on South Asian Children was convened in 1986.

### 12. Administrative Measures

The Women's Bureau has been able to influence the Department of Personnel to issue instructions regarding posting of husband and wife in the same place, inclusion of woman in Selection Boards, to correct the interpretation of provisions of Maternity Leave Rules, introduction of women's component in the training programmes of IAS officers, etc.

### 13. Media Activities

To enhance the awareness about the various issues pertaining to the day to day lives of women media activities have been stepped up. Efforts are being concentrated on print as well as the audio-visual

media such as radio, television and films to create increasing awareness and consciousness about the status of women and the issues that govern their lives.

#### 14. Legal Literacy Courses for Women

The Department has funded the Department of Adult Continuing Education & Extension, University of Delhi, SNTD University for Women, Bombay and Women's Studies & Development Centre, University of Delhi, Delhi for running legal aid cell, counselling and aid unit for prevention of atrocities on women etc. under the scheme of Financial Assistance to Women for Education Work for Prevention of Atrocities Against Women.

#### 15. Committee on Women Entrepreneurs

A Committee on Women entrepreneurs has been set up in the Ministry of Industry under the Chairmanship of MOS(WY).

#### 16. Schemes for Women Welfare and Development

##### a) Short Stay Homes for Women and Girls

Under this scheme, the Department is giving grants-in-aid to voluntary organisations and institutions for establishing and running of Short Stay Homes. The objective of the scheme is to protect and rehabilitate those women and girls, who are facing social and moral danger due to family problems, mental strain, social ostracism, exploitation or any other cause, which may leave a woman in a situation, where she is exposed to any kind of danger. Under the scheme the following services/facilities are provided :

- Medical care;
- Psychiatric treatment;
- Case-work services;
- Occupational therapy;
- Social facilities of adjustment;
- Education, vocational and recreational activities.

At present 50 Homes (an increase of 10 Homes over the number reported last year) are running with grants-in-aid from this Department. According to the scheme, each Home should have an average of 30 residents at a time, with facilities for a minimum of 20 and a maximum of 40 residents. Regarding the number of beneficiaries, a monthly report on the number of women/girls, who are benefited in a particular year/month is received, thus facilitating monitoring and evaluation of the scheme. As per the approved schematic budget, each short stay home is given an annual grant of Rs. 2,05,000/- (Rs. 1,87,300/- as recurring and Rs. 25,000/- as non-recurring) during the first year of its inception and Rs. 1,87,300 in the subsequent years. A budget of Rs. 70.00 lakhs under Plan and Rs. 25.00 lakhs under Non-Plan has been made for the current year 1988-89 for this scheme. Of this provision, a sum of Rs. 39.76 lakhs approximately has been spent as on December, 1988 on running the existing homes as well as on creating new homes. It is anticipated that of the remaining amount of

Rs. 53.24 lakhs, a sum of Rs. 20.00 lakhs approximately will be spent on meeting the expenditure on running the existing homes and Rs. 10.00 lakhs approximately on meeting the expenditure on creation of new homes before the end of the current financial year 1988-89.

b) Education Work for Prevention of Atrocities Against Women

Assistance under this scheme is given to organisations working with women for social uplift and betterment, for carrying out education work for the prevention of atrocities against women through propaganda, publicity and research work. Assistance under this scheme is admissible for various items of education work such as production and publication of educative journals, articles, books and publicity material like pamphlets, booklets, hoardings, posters, slogans etc. depicting themes of violence against women; surveys/studies on particular aspects of violence/atrocities against women; awards to best films, short plays, short stories, poems and other creative efforts; dissemination of information or material in the form of films/books and other materials in regional languages and all activities connected therewith; holding of seminars/conferences/meetings/exhibitions etc; honorarium to social workers/evaluation/judges of essays/debates etc; holding of training camps for social and other workers including government functionaries; legal literacy training camps/para-legal training hand books, guides, primers etc; and use of folk media for raising awareness relating to violence against women such as street plays, puppetry and other traditional art forms; and legal and counselling services to women prisoners.

The quantum of assistance shall be determined in each case on merits. The Central Government may, however, meet 90 per cent of the expenditure on any of the items enumerated above. A budget provision of Rs. 30.00 lakhs was available for the scheme for the year 1988-89. Of this provision, a sum of Rs. 18,38,564/- approximately has been spent as on December, 1988. The remaining amount will be spent by the end of the current financial year. A Project Sanctioning Committee in the Department has been appointed to scrutinise, approve and sanction the proposals.

c) Support to Training and Employment Programme for Women (STEP)

A new omnibus scheme for rendering support to women's employment in various sectors such as agriculture, dairying, small animal husbandry, fisheries, khadi and village industries, handlooms, handicrafts and sericulture, where women are preponderantly engaged in work, has been formulated at the beginning of the seventh Plan (1985-86). The scheme focuses on the poorest, the most marginalised and assetless women. These would include wage labourers, unpaid family workers, female headed households, migrant labourers, tribals and other dispossessed groups. In order to implement this scheme, certain broad guidelines and parameters have been drawn up by the Department under which proposals from various organisations could be considered for financial assistance. There is a project sanctioning committee in the Department to scrutinise, approve and sanction the proposals received under the scheme.

#### d) Welfare Boards

The Central Social Welfare Board, was set-up with a view to promote and strengthen voluntary efforts in the field of social welfare. It was set-up in 1953 and was registered as a company from 1.4.69. The State Boards were set-up in 1954. 30 State/UT Advisory Boards have also been set up. The Board is implementing various programmes for the welfare and development of women, children and handicapped. There is a general grant-in-aid scheme apart from condensed courses of education and vocational training for women, socio-economic programmes, creches for the children of working and ailing mothers and awareness generation programmes for the women. Financial assistance is given by the Board to the voluntary organisations for implementation of the welfare/development programmes. Around 10,000 organisations are aided by the Board.

The Central Social Welfare Board receives 100% grant in aid from the Government for all these programmes and establishment charges. The total allocation to the board is around Rs. 30 - 35 crores per annum.

#### Child Development

A review of the first four decades of development with reference to the child shows that the foundations for this were laid in the Constitution of India itself through Articles 24, 39 and 45. Among other things, the most important result of the efforts made over these four decades is the fact that more children survive today than at any time before so as to be able to have a chance to live up to their full potential as the future citizens of a strong and healthy India. While the National Policy for Children was adopted in 1974 in the third decade of our freedom, which today forms the blue print for the present and future development in this sector, the beginnings of this policy can be seen in the steps taken by the country even earlier through a series of programme designed for the welfare and development of the Indian Child.

2. Amongst the earliest steps taken were in the direction of combatting child malnutrition and under nutrition.

3. This is because malnutrition or undernutrition has been for decades the single most challenging problem that the children of the country have faced. Its manifestations and consequences have been diverse and tragic. With children and mothers being the worst sufferers of the consequences of this phenomenon, the nutritional status of children has tended to reflect the nutritional status of the entire country.

4. The programmes of nutrition improvement in the country have passed through mainly 3 phases, namely, the medical and clinical phase, the food production and technology phase and the community development phase. We are presently at the multi-sectoral phase which entails a coordinated and integrated approach to child development, drawing inputs from various sectors. The history of these approaches is exemplified by the various supplementary feeding programmes.

at bridging the calorie and protein gaps in the diets of the children. The earliest such programme was the nutrition programme undertaken with the assistance of CARE, in 1950.

### 1. The CARE - Assisted Nutrition Programme

The Department of Women and Child Development has the nodal responsibility for CARE assistance in India, administering the Indo-CARE Agreement of 6 March 1950 which governs the relations between the Government of India and CARE. Under this arrangement, CARE provides food commodities for Supplementary Nutrition Programmes for children. The expansion of this programme is such that during 1988-89, CARE has agreed to provide 1,94,704 MT food commodities to cover 95,51,700 beneficiaries of whom 68,11,700 beneficiaries are covered under pre-school feeding in nine States viz. Andhra Pradesh, Bihar, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and West Bengal.

Non-food projects known as 'Integrated Nutrition and Development Projects' are also being funded by CARE in Karnataka, Madhya Pradesh, Orissa and Rajasthan. These projects include activities such as installation of water systems, nutrition, health and sanitation education, income generating activities, immunisation facilities and training and communication campaign on ORT. In order to support further similar development projects CARE, in collaboration with US AID, monetises oil for support of the ICDS Programmes.

### 2. The Bal Sevika Training Programme

The Bal Sevika Training Programme was started in 1961-62 to meet the requirement of trained personnel for the institutions implementing welfare programmes for pre-school children. The bal Sevika is a multipurpose worker at the field level.

She is trained to have a close understanding of the basic needs of a child. The Bal Sevika training course of 11 months' duration is conducted entirely through the Indian Council for Child Welfare (ICCW) with 100% financial assistance from the Government of India. There are 25 Bal Sevika Training Centres in the country. The annual recurring expenditure of each training centre, which is equipped to train 50 Bal Sevikas every year, is Rs. 1.50 lakhs. Grant-in-aid to meet expenditure on account of salaries etc. of the technical staff of the ICCW as well as the training centres is also provided by the Government. During the year 1988-89, 1366 persons are under training. The plan outlays for the year is Rs. 40.00 lakhs.

### 3. The Balwadi Nutrition Programme

The Balwadi Nutrition Programme is being implemented since 1970-71 through five national level voluntary organisations, namely the Central Social Welfare Board, Indian Council for Child Welfare, Board, Indian Council for Child Welfare, Harijan Sevak Sangh, Bhartiya Adimjati Sevak Sangh and Kasturba Gandhi National Memorial Trust. These organisations extend assistance to local voluntary organisations through their State Units for the implementation of the programme.



The grant-in-aid under this programme is given towards honorarium for the balsevikas/helpers and supplementary feeding of children. About 5045 balwadis are being run by the five national level voluntary organisations to implement the programme.

About 2.29 lakh children in the age group of 3-5 years are covered under this programme. Supplementary Nutrition consisting of about 300 calories and 10 grams of protein per child per day is given for 2.70 days a year. Apart from nutritional supplementation, the balwadis look after the social and emotional development of children attending these balwadis. The anticipated expenditure under this programme for the year 1988-89 is Rs. 361.00 lakhs.

While programmes of this kind aimed sectorally at the development of children through interventions like those aimed at nutrition were implemented in the first two decades of development, the experience gained in such programmes pointed to the need for a multi-sectoral approach to child development based on the crucial needs of the child immediately before and after its birth as also during its formative years. This realisation led to the formulation of a National Policy for Children in the seventies.

#### 4. National Policy for Children

The National Policy for Children was adopted on 22 August 1974. The Policy describes the country's children as a 'supremely important asset'. It enjoins on the State the policy to provide adequate services to children, both before and after birth and through the period of growth to ensure their full physical, mental and social development. The policy provides for the following measures to be adopted towards the attainment of its objectives :

- i) All children shall be covered by a comprehensive health programme.
- ii) Programmes shall be implemented to provide nutrition services with the object of removing deficiencies in the diet of children.
- iii) Programmes will be undertaken for the general improvement of the health and for the care, nutrition and nutrition education of expectant and nursing mothers.
- iv) The State shall take steps to provide free and compulsory education for all children up to the age of 14 for which a time-bound programme will be drawn up consistent with the availability of resources. Special efforts will be made to reduce the prevailing wastage and stagnation in schools, particularly in the case of girls and children of the weaker sections of the society. The programme of informal education for pre-school children from such sections will also be taken up.

- v) Children who are not able to take full advantage of formal school education should be provided other forms of education suited to their requirements.
- vi) Physical education, games, sports and other types of recreational as well as cultural and scientific activities shall be promoted in schools, community centres and such other institutions.
- vii) To ensure equality of opportunity, special assistance shall be provided to all children belonging to the weaker sections of the society, such as children belonging to the Scheduled Castes and Scheduled Tribes and those belonging to the economically weaker sections, both in urban and rural areas.
- viii) Children who are socially handicapped, who have become delinquent or have been forced to take to begging or are otherwise in distress, shall be provided facilities of education, training and rehabilitation and will be helped to become useful citizens.
- ix) Children shall be protected against neglect, cruelty and exploitation.
- x) No child under 14 years shall be permitted to be engaged in any hazardous occupation or be made to undertake heavy work.
- xi) Facilities shall be provided for special treatment, education, rehabilitation and care of children who are physically handicapped, emotionally disturbed or mentally retarded.
- xii) Children shall be given priority for protection and relief in times of distress or natural calamity.
- xiii) Special programmes shall be formulated to spot, encourage and assist gifted children, particularly those belonging to the weaker sections of the society.
- xiv) Existing laws should be amended so that in all legal disputes whether between parents or institutions, the interests of children are given paramount consideration.
- xv) In organising services for children, efforts would be directed to strengthen family ties so that full potentialities of growth of children are realised within the normal family, neighbourhood and community environment.

The National Policy for Children forms the bed-rock of child development strategies and the implementation of various programmes designed for the development of children in the country, today. The third decade of India's freedom saw the programmes for child development surge forward dynamically. A significant contribution was made by the Prime Minister herself.

## The National Children's Board

The National Children's Board was set up on 3 December 1974. The board is headed by Prime Minister as Chairman, Minister of Human Resource Development as Vice Chairman, Ministers in-charge of Ministries of Finance, Health and Family Welfare, Labour, Welfare, Education and Culture, Youth Affairs, Sports and Women & Child Development and Deputy Chairman, Planning Commission as members. Non-officials working in the field of child welfare, Ministers in State Governments dealing with child welfare, Members of Parliament, Chairman, Central Social Welfare Board and Director, National Institute of Public Cooperation and Child Development are also members of the Board. The functions of the Board are :

- i) to plan and review the implementation of the programmes connected with the activities for the welfare of children;
- ii) to coordinate the efforts made by different governmental and private agencies in implementing programmes for the welfare of children;
- iii) to locate gaps in the existing services and suggest measures to eliminate such gaps;
- iv) to suggest, from time to time, any changes needed in the priorities accorded to the different programmes; and
- v) to act as a high powered national body to symbolize the commitment of the nation to the welfare and development of children.

The Board also has a Standing Committee, headed by the Minister of State for the Department of Women and Child Development to assist the Board in its working. The Board serves as a national forum as interaction between the voluntary agencies and the Department. The non-officials as members of the Board provide quite a substantial periodical feed back with regard to implementation of various programmes of Child Development.

## The Integrated Child Development Services (ICDS) Scheme

By far the most dramatic and dynamic development in the cause of the Child in India came in 1975 with the concretisation of the multi-sectoral approach to child development through the Integrated Child Development Services (ICDS) Programme, acknowledged today as the World's largest child development programmes.

The Integrated Child Development Services (ICDS) was launched on 2nd October 1975 in 33 projects on an experimental basis. The strategy adopted for the ICDS is one of integrated delivery on Early Childhood Services so that their synergistic effect can be taken full advantage of. The scheme provides a package of following Early Childhood Services :

- i) Supplementary Nutrition
- ii) Immunisation
- iii) Health check-up and referral services to children below 6 years, pregnant women & nursing mothers.
- iv) Non-formal pre-school education to children (3-6 years) and
- v) Nutrition and health education to women.

The projects have been taken up in selected blocks in the most backward rural, tribal areas and urban slums. The main objectives of the ICDS are :

- a) to reduce the incidence of mortality, morbidity, malnutrition and school drop-outs;
- b) to improve the nutritional and health status of children in the age group 0.6 years;
- c) to lay the foundations for proper psychological, physical and social development of the child.

Based on the positive results shown by Independent Evaluation Studies and response from the State Governments, the programme has been expanded quickly and now there are 1736 centrally sponsored ICDS projects in the country. There are also 216 ICDS projects in the State Sector.

The programme has been expanded considerably during the last 4 years, as may be seen from the following indicators;

Item	March 1985	December 1988
No. of projects sanctioned	1019	1736
No. of Anganwadis providing supplementary nutrition	74194	145380
No. of beneficiaries receiving supplementary nutrition	6175000	11154430
No. of Anganwadis providing pre-school education	81368	151434
No. of children attending pre-school education	2690000	5143690
Amount spent	38.08 crores	162.72 crores

A number of Evaluation and Research studies of the ICDS programme have been conducted by independent authorities. These studies have

shown the beneficial results that have flowed from the ICDS programmes.

- i) 2/3 of the population covered by the ICDS programme comprised SC, ST and other backward communities.
- ii) ICDS has been able to cross the income barriers and reverse the usual trend of higher income groups availing more benefits.
- iii) ICDS areas registered significant decline in the incidence of severe mal-nutrition.
- iv) The immunisation coverage of children in the ICDS project areas was substantially higher than coverage in non-ICDS areas, sometime even 3 or 4 fold.
- v) Decline in infant mortality and birth rates and greater acceptance of Family Planning in ICDS areas, as indicated below :

Item	ICDS area	National figures
IMR	88.2 (1982-83)	105.0 (1982)
Birth rate	24.2 (1982-83)	33.3 (1983)
Pregnancy Prevalence rate	1.8 (1982-83)	2.8 (1983)

- vi) in ICDS areas, the enrolment in primary schools was higher than that in the non-ICDS areas.
- vii) the rate of drop-outs from schools decreased in ICDS areas.

Apart from this, ICDS Programme has also resulted in providing full time employment to about 12,000 women as Child Development Project Officers and Supervisors and part-time employment to more than 3 lakh women as angwanwadi workers and helpers. Some of the other programmes under implementation aimed at child development are :

#### Creches/Day Care Centres for Children of Working and Ailing Women

The Central Scheme of Creches for children of Poor Working and Ailing Women is implemented through voluntary organisations. The Department provides grants to the Central Social Welfare Board which, in turn, assists voluntary organisations to implement the scheme. The scheme envisages day-care services for children of the age group 0-5 years. Services include health care, supplementary nutrition, sleeping facilities, immunization and play and entertainment for the children. Each creche unit takes care of 25 children. Two Ayas/Helpers are employed to look after the children.

The scheme was started in 1975-76 with 247 creche units covering 6175 children. The scheme has been expanded since then and it now covers 11311 creche units and 282000 beneficiaries. Amount spent in 1988-89 under this scheme is estimated at Rs. 14.03 crores.

## World Food Programme (WFP) Project 2206)

World's Food Programme (WFP) extends food aid for Supplementary Nutrition of Children below 6 years, pregnant women and nursing mothers. The Project completed 3 Phases from 1977-78 to 1984-85. Under this programme 21.90 lakh beneficiaries comprising 19.08 lakhs pre-school children and 2.12 lakh mothers distributed in 5 States receive assistance.

During the next Phase, the WFP will extend assistance for two innovative pilot schemes namely : Construction of the building of 660 Anganwadi Centres and training and involvement of adolescent girls in ICDS activities.

## National Awards for Child Welfare

The National Awards for Child Welfare were instituted in 1979 'the Year of the Child' as a State recognition of voluntary action for the cause of the child. The scheme envisages five awards for Institutions and three awards for individuals in a year for the best work done in the field of child welfare - Rs. 2,00,000/- in cash and a citation for the awardee institution and Rs. 30,000/- in cash and a citation for the awardee individual. These awards have been given to 29 institutions and 30 individuals since inception.

## Tamil Nadu Integrated Nutrition Project

The Tamil Nadu Integrated Nutrition Project (TINP) is being implemented since 1980-81. Ten districts of Tamil Nadu, are covered by the Project. The number of beneficiaries is 6,28,610 children (6-36 months) and 2,45,534 pregnant and nursing mothers. The project is assisted by the World Bank.

The programme aims to improve the nutrition and health status of children below 3 years of age and pregnant and nursing mothers. Under this project, nutritional surveillance and food supplementation to the children between 6 and 36 months of age and for pregnant women and nursing mothers are being provided in rural areas covering 173 blocks.

The first phase of the Tamil Nadu Integrated Nutrition Project has been completed as on September 1988. A second project would be taken up in the coming years.

Based on the ICDS and the Tamil Nadu Integrated Nutrition Project experience, there is a proposal to seek assistance from the World Bank for an extensive multistate Integrated Child Development Services (ICDS) Project as part of the Government's effort towards human resource development to cover areas that are chronically nutritionally deficient. These areas would be the contiguous tribal and other areas which are quite often also drought-prone and inhabited predominantly by the malnourished including the Scheduled Castes and Scheduled Tribes.

## Early Childhood Education

Early Childhood (Pre-school) Education was suggested under the Sixth Plan as a distinct strategy to reduce the drop-out rate and improve the rate of retention of children in schools. Early Childhood Education is designed towards improving the children's communication (language) and cognitive (social, emotional, intellectual and personality development) skills as a preparation for entry into primary school. A scheme to give Central assistance to voluntary organisations for running such Early Childhood Education centres in rural and backward areas is under implementation in nine educationally backward States, namely, Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. Around 4300 centres are in operation at present involving an annual outlay of around 301 lakhs.

## Wheat Based Supplementary Nutrition Programme

A new centrally sponsored scheme of Wheat Based Supplementary Nutrition for Pre-school children and nursing and expectant mothers has been introduced by the Government of India from January 1, 1986 with a view to making use of the surplus food stocks to improve the nutritional status of the children and mothers belonging to the weaker sections. This new programme is meant to expand the existing supplementary feeding services by covering additional beneficiaries. Central assistance for the programme consists of the supply of free wheat and supportive etc. Another segment of this programme provides wheat to the State Governments subsidising it to the extent of 1/3 of the cost. The Government of India has so far sanctioned 3.0 million beneficiaries under the Centrally Sponsored Scheme. Since its inception in 1986, the Centre has provided an outlay of Rs. 98.15 crores for this programme till 1989-90.

## Universal Children's Day

Universal Children's Day is observed throughout the country every year on 14 November, birthday of India's First Prime Minister Late Pt. Jawaharlal Nehru who was ardent lover of children. Detailed guidelines are issued every year to the State Governments/Union Territories for the celebration of Universal Children's Day. The theme selected for celebration of Universal Children's Day in 1988 was "HAPPY CHILDREN - CHACHA NEHRU'S DREAM".

## TOY BANK

The "Toy Bank" Scheme was launched all over the country on the Universal Children's Day, 1986. Under the scheme, toys are collected in schools from children and redistributed amongst the Anganwadis, Balwadis, Creches, Day Care Centres etc. Several States have reported encouraging response from children and school principals to this scheme. The scheme is gaining momentum.