

FRAME WORK  
FOR  
IMPLEMENTATION  
OF  
EDUCATIONAL REFORMS  
IN  
PUNJAB

SECTION I EDUCATION IN PUNJAB —A HISTORICAL PERSPECTIVE  
AND ITS CRITICAL ASSESSMENT

EDUCATION REFORMS COMMISSION PUNJAB 1985



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SECTION I EDUCATION IN PUNJAB- A HISTORICAL PERSPECTIVE  
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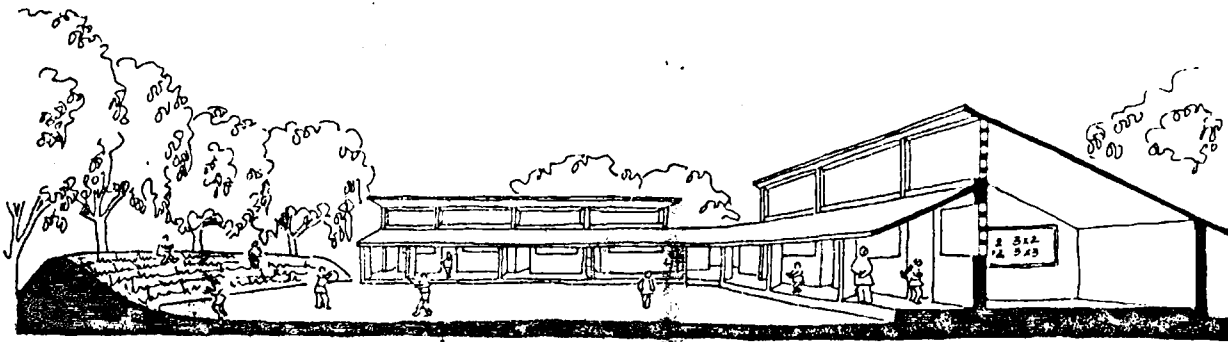
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Sub. National Systems Unit  
National Institute  
Planning and An  
Economic Affairs No  
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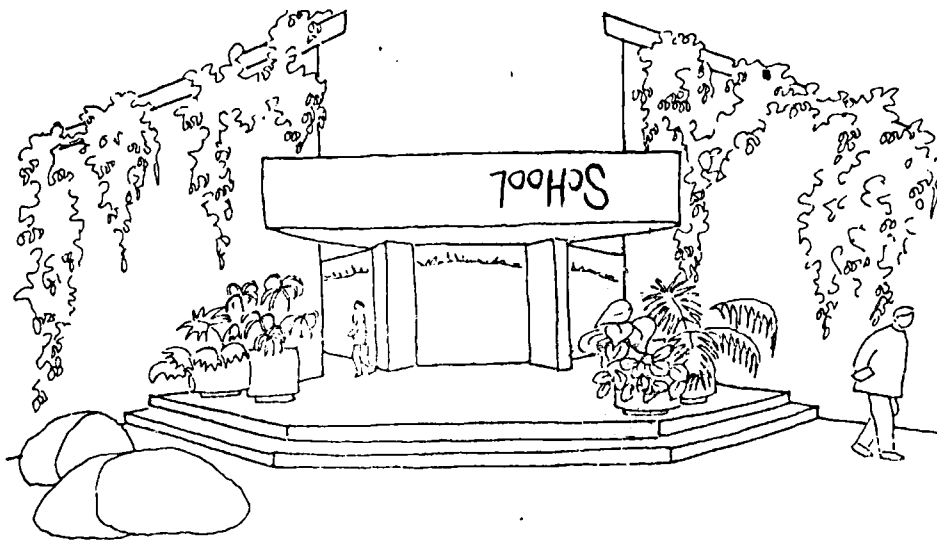
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SECTIONAL VIEW

To give the children 'THAT SOMETHING SPECIAL' in addition to the maximum requirement of the prototype primary school, we have resolved the six class rooms into L shape. The enclosure completed by the mound carved out of the excavated earth gives the children a secure and enveloping space of an intimate scale - a place where they can play and spill out their learning activities outside the class room.

Mud mortar brick walls with open brick work for light and ventilation and thatch roofs are suggested, but within the same framework, details can be changed to suit the local techniques and knowhow.

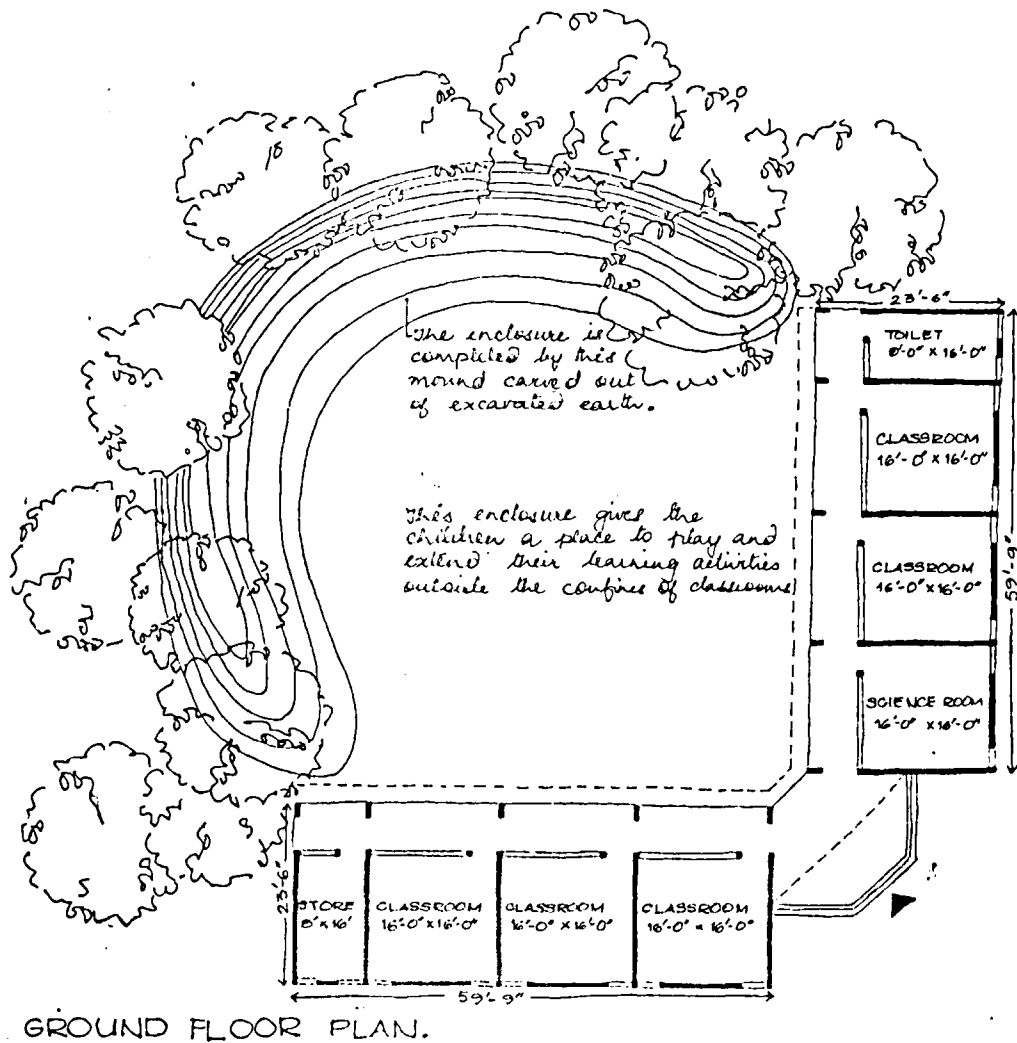
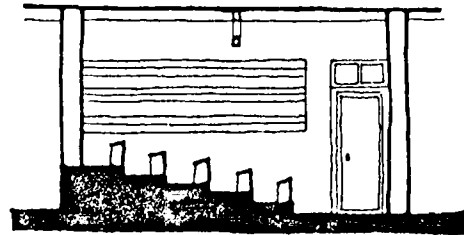
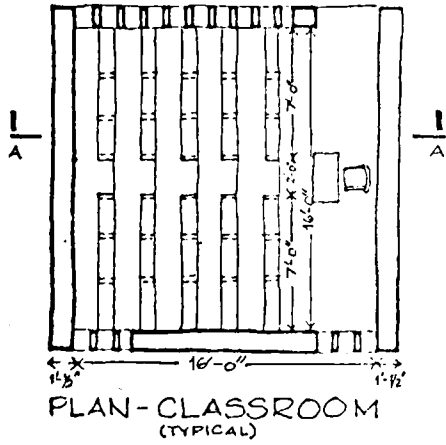


VIEW OF ENTRANCE

PROPOSED PROTOTYPE SCHOOL

SATNAM  
NAMITA  
& ASSO.  
ARCHITECTS





PROPOSED PROTOTYPE SCHOOL

SATNAM  
NAMITA  
& ASSO.  
ARCHITECTS



## CHAPTER I

### INTRODUCTION

1.01 The Punjab Education Reforms Commission was set up by the Governor of Punjab vide Punjab Government Gazette (Extraordinary) Notification No. 19/2/82-3-Edu-(3)641 dated the 20th February, 1982. The composition of the Commission was as under :-

1. Professor R.N. Dogra,  
Chairman of the Board of Governors,  
Indian Institute of Technology,  
Kanpur. Chairman
2. Dr. S.S. Bal,  
Professor and Head of the Department  
of History, Punjabi University,  
Patiala (now Vice-Chancellor, Guru  
Nanak Dev University, Amritsar) Member
3. Dr. R.P. Bambah,  
Professor of Mathematics,  
Panjab University, Chandigarh,  
(now Vice-Chancellor, Panjab University,  
Chandigarh) Member
4. Dr. G.L. Bakhshi,  
Retired Director of Public Instruction,  
Punjab Member
5. Sardar Gurdial Singh Dhillon,  
Principal and Director,  
Sri Dasmesh Academy, Anandpur Sahib Member

Professor R.P. Bambah had to withdraw from the Commission from 9.7.1982 due to his assignment as Visiting Professor to the Ohio State University in the United States of America for the academic year starting from 5.9.1982. The Government was pleased to appoint Dr. S.K. Mitra (Retired Director, National Council of Educational Research and Training (NCERT), New Delhi) in this vacancy. He continued as Member of the Commission even



after Prof. Bambah's return on 26.8.1983.

1.02 The Commission was appointed as a result of the State Government's concern about the dominant public perception that the challenges of the 21st Century, with the present day explosion of knowledge and the accelerating rate of change, cannot be adequately met without a thorough reappraisal of our system of education, which is the most potent instrument of socio-economic change in society. Education, to date, had for its objective only transference of information and knowledge from one generation to the other. More recently we have added to it a new dimension, that is, its socio-economic purpose. Education, thus, has to be related to the process of socio-economic development and productivity, which it is not at present. It, therefore, needed to be examined thoroughly with a view to formulating general principles and policies for the development of an education relevant to this purpose at all levels.

1.03 The Commission's Charter contained specific terms of reference, to which we have given particular attention. These included :-

- i. To critically assess the functioning of the present education system and to pin-point its inadequacies.
- ii. To suggest specific changes in the structure and content of education at all levels and incorporate in it ideals of democracy, secularism and national integration.
- iii. To suggest concrete steps to give education a vocational bias with the objective of reducing the incidence of unemployment among the educated persons.

- iv. To suggest specific changes in the administration of educational system with particular reference to qualifications, conduct, pre and in-service training and re-orientation programme of teachers.
- v. To review the syllabus at all levels of Primary, Middle, High/Higher Secondary Schools and also suggest course content for encouraging values of national integration, democracy, secularism, socialism and development of universal humanitarian values.
- vi. To examine availability of essential facilities to the schools such as seating arrangements, drinking water, sanitary conditions, text-books and stationery items at controlled rates within the premises of educational institutions.
- vii. To suggest measures for inculcating respect for manual labour with particular emphasis on self-employment.
- viii. To suggest schemes for providing incentives for children of the weaker section.
- ix. To suggest special schemes to encourage girls' education.
- x. To review teaching methods, their evaluation and examination methods.
- xi. To suggest measures for improving social control over education in Punjab.

1.04 Having accepted the challenge of our assignment, we became conscious of the tremendous responsibility entrusted to us and of the intricacies and complexities inherent in this onerous task. It needed considerable time, resources, adequately trained professional staff and support of Government, not only in the Department of Education but all the other related departments as well. Since all the members were available only on a part-time basis, it was decided to have a small secretariat of the Commission headed by a full-time Secretary to be assisted

by a Joint Secretary, research associates, consultants on the professional side and office staff for administrative purposes. The Secretariat of the Commission started functioning at its office in Sector 7-C, Madhya Marg, Chandigarh from September 1, 1982, when Dr. J.N. Joshi, Professor of Education, Panjab University, whose services had been obtained from the University on deputation, assumed charge of the office of Secretary to the Commission.

1.05 In going about the Commission's work we mainly relied on the following sources of information :-

- Analysis of the existing problems in education in Punjab;
- statistical data available from the Directorates of Primary, School and College Education; Department of Social Welfare, Punjab; Director Census Operations, Punjab; Directorate of Industrial Training, Punjab; Directorate of Sports, Punjab; Director of Technical Education, Punjab; various universities in the State; Punjab School Education Board; State Council of Educational Research and Training, Punjab; and the Economic Adviser to Government, Punjab;
- views of administrators, teachers, students, representatives of teachers' associations; representatives of professional and public groups and scholars, who testified at the meetings of the Commission;
- seminars, workshops and group discussions arranged on salient themes related to the educational system;
- in-depth surveys and questionnaire studies; and
- visits to educational institutions.

1.06 For the functioning of the Commission, thus, we opted for a rational-empirical model of analysis and exploration, synthesising issues and solutions emerging from various sources of information including the reflections and views of representative cross-sections of society directly or indirectly concerned with the education system and representing diverse shades of interests and ideologies.

1.07 We started analytical studies by examining the recommendations made by various Commissions and Committees on educational reforms from time to time, with emphasis on the directions given by them during the post-independence period. This survey helped in building up a historical perspective of educational development in Punjab vis-a-vis India.

1.08 The universalisation of elementary education and the enactment of the Punjab Compulsory Primary Education Act, 1960, had caused some obvious stresses and strains in the system. It was, therefore, decided to gather statistical data as to the number of pupils, educational institutions and teachers, financial allocation for the educational system and its ratio to the total budget etc. with a view to discovering trends in each of these areas. The information thus gathered enabled us to locate deficiencies in the physical facilities and the infrastructure available at different levels of the educational system, on the basis of accepted norms.

1.09 We had a series of discussions with the Directors of Primary, Secondary and College Education; Director SCERT; Director Technical Education; Chairman and other functionaries of the Punjab School Education Board; Director of Sports; Secretary, Panchayati Raj Khed Parishad; Additional Director of Public Instruction (Youth Welfare); representatives of Teachers' associations as also of professional and public groups; Vice-Chancellors, Registrars, students, and other functionaries in the field of higher education; officials of Punjab, Haryana and Delhi (P.H.D.) Chamber of Commerce and Industry; the Principal and Faculty of Technical Teachers' Training Institute (TTTI), Chandigarh; top level functionaries of Engineering Colleges, Agricultural University, Home Science College, Post-Graduate Institute of Medical Education (PGI), Chandigarh; Director Research and Medical Education (DRME) Punjab; Director Agriculture; and also a large number of public minded citizens, for eliciting their views on educational problems according to their experience and perception in their own area of specialisation. Their views were of paramount importance for delineating major issues at different levels of the educational system. We acknowledge our gratitude to all of them for their ungrudging cooperation.

1.10 We were fully conscious of the utility of obtaining a picture of the actual working of educational

institutions. It was, therefore, decided to collect information from primary and secondary schools regarding physical facilities, teaching load, number of working days, suitability of courses of study and text-books, examination system, drop-out rate, programme of non-formal education, vocational training and work experience, value education etc. through questionnaires, interviews and visits.

1.11 Realising the importance of Teacher Education in any programme of upgrading the Educational system, a detailed questionnaire was also drawn up for use with the faculty members of colleges of education in the State, mainly to elicit their views on the relevance of teacher education to the existing school practices, and the state of in-service training. An analysis of these questionnaires revealed mis-matches between the objectives of education and the prevalent educational practices and led to the identification of the basic issues which needed a thorough examination before formulating recommendations in respect of each one of them.

1.12 A questionnaire was also developed for use with the people's representatives in the Vidhan Sabha, Lok Sabha and Rajya Sabha. The questionnaire was mailed to all the M.L.A's and M.P's of Punjab for obtaining their views and suggestions for educational reforms in the State.

1.13 In order to thrash out some of the issues, in-depth surveys were conducted; for example, a study of

drop-outs at the primary stage was conducted in regions such as the Bet and Kandi Areas and in districts of the international border area. A similar study was conducted in educationally backward districts.

1.14 Detailed information was gathered from official records and some of the representative schools regarding special schemes for the under-privileged/weaker sections of society. A review of text-books up to high school stage was also undertaken.

1.15 Through another approach, seminars were organised on the major issues thus identified, in collaboration with different agencies. The Punjab School Education Board organised two seminars on behalf of the Education Reforms Commission - one at the State College of Education, Jalandhar on Primary Education from 5.11.1982 to 7.11.1982 and the other on Secondary Education at the TTTI, Chandigarh on the 20th and 21st December, 1982. Besides, top administrative officials of the Education Department, wide cross-sections of teachers, head teachers, supervisory staff, representatives of teachers' associations and experts took an active part in the seminars, which was helpful in gaining a deeper insight into the problems existing in these spheres of education. We are grateful to both these organisations for helping us in this respect.

1.16 We were fully convinced that no major reforms in education would be feasible without improving teacher

education programmes in the State. Guided by this conviction, we organised another seminar on Teacher Education at Sri Dasmesh Academy, Anandpur Sahib, through the courtesy of the Principal and staff of the Academy, on 19-20th May, 1983. The two day seminar on Teacher Education was attended by University Professors, Principals and teachers of colleges of Education, representatives of National Council of Educational Research and Training (NCERT), teachers from J.B.T. institutions, officials of SCERT, teachers from Government aided and public schools, and officials of the Punjab School Education Board. There was paper presentation followed by discussions, which have been of great value to us.

1.17 It is seldom fully appreciated that the development of the human resource is vital to the exploitation of the physical potential of any region or State. The Educational focus, therefore, should be on exploiting the developmental possibilities of the human resource, and, through it, attempting to bring about changes in physical and social environment. The issue of the development of human resource centres round value oriented education as much as it relates to the development of knowledge and skills. We had definite views on this aspect and for this reason, we thought of adopting a seminar-cum-workshop mode for identifying the modalities for the implementation of value education in the schools of Punjab. Two day brain



storming deliberations were witnessed at the TTTI, Chandigarh on the 8th and 9th October, 1983. A large number of papers covering a wide spectrum of views on value education were presented at the seminar attended by distinguished scholars and workers in this field from all over India. The Government of India's concern on value oriented education was reflected in the key-note address by Shri Kireet Joshi, Educational Adviser, Government of India, Ministry of Education and Culture, New Delhi. The Commission's views, too, were put forward for the active consideration of the participants. This was followed by a workshop on identifying the values to be inculcated at various levels of education and the ways and means to instil such values. We benefitted a lot from the deliberations of this seminar-cum-workshop as also from the Uttar Pradesh Government Report on Value Education, which put us on firm grounds to formulate recommendations on this very important aspect of education. The U.P. analysis was most ably presented by Shri J.D. Shukla, Chairman of the body that drew up the above mentioned report. We are grateful to him for joining us on this occasion.

1.18            In para 1.02 we have emphasised the new dimensions of education with its focus on the socio-economic purpose. Placed in the perspective of that purpose, our present day education seems irrelevant and unable to meet

the aspirations of our people. The Education Commission (1964-66) had made a significant contribution by emphasising the need for incorporating vocational education in our educational system. For this a specific stage for diversification was provided after 10 years of general education in the national pattern of education of 10+2+3. What strategies need to be employed to vocationalise education at the Plus 2 stage, was the main theme of a seminar organised by the Commission at TTTI, Chandigarh from the 22nd to 24th July, 1983. We wanted to gain from the experience of other states like Maharashtra, Andhra Pradesh and Tamil Nadu. The functionaries connected with vocational education in those states, therefore, were invited to attend the seminar and they acceded to our request. NCERT has also been equally concerned in the vocationalisation of education at the Plus 2 stage in the country. The experts from the organisation also participated in the deliberations. We had a galaxy of participants representing top echelons of Government and the grass-root functionaries working in this area. Efforts were made to identify the vocations which could be introduced at the Plus 2 stage without putting serious strains on the state's resources. We must confess that the deliberations of this seminar proved very fruitful in reinforcing our thinking as also highlighting the problems involved in the implementation of the programme and resulting in the emergence of very useful recommendat-

ions from this analysis. As an incidental outcome of deliberations in the seminar there were also intensive discussions centring round the theme of work experience/ socially Useful Productive Work and its place and utility as a curriculum subject in our school education. These were followed by detailed discussions by our team of consultants led by Prof. Gulhati, Indian Institute of Technology (IIT), Delhi with the representatives of the Punjab, Haryana and Delhi Chamber of Commerce and Industry, who lent very useful support to us.

1.19 We acknowledge the helpful contribution of the National Council of Applied Economic Research (NCAER), New Delhi in formulating our recommendations on Educational Finance. We were aware of the importance of financial inputs in any proposal for educational reforms. Further, with the rapid growth in population and rising expectations of the community for a better and more extensive education service, we realised that the number to be handled in both the formal and non-formal sectors would increase, placing greater demands on the financial resources of the State. It was important, therefore, that some perspective planning i.e. assessment of the financial inputs and the numbers to be handled, should be made up to the end of the century. This task was undertaken with the help of our research staff, and NCAER as our consultants, whose advice and analysis was found most useful. We are grateful to its Director,

Dr. Bhattu and his staff for the critical help rendered by them.

1.20 A group was constituted to study the problems of tertiary education, which confined its labours to the Universities in Punjab and the Union Territory of Chandigarh. The group acquainted themselves with the working of the Universities by contacting the administration through the Vice-Chancellors and their senior faculty colleagues and also the representative organisations of the staff and students. A questionnaire was sent to the Universities and the colleges affiliated to these apex bodies, for obtaining actual data on physical facilities, working conditions of teachers and student welfare activities, and also for obtaining their views regarding educational reforms at that level. We are grateful to the Vice-Chancellors of these universities and other functionaries at different levels for their generous response.

1.21 We were also in touch with the resource institutions and policy formulating bodies in the country, such as National Council of Educational Research and Training (NCERT), New Delhi, University Grants Commission (UGC) and the Ministry of Education, Government of India. Besides, the resources available with the British Council, the United States Information Service (USIS) and Missions of other educationally advanced countries, the P.H.D. Chamber of Commerce and Industry, National Institute of Educational Planning and Administration (NIEPA) and

the Punjab Institute of Public Administration, were also tapped. The information gathered from these sources was of immense utility to us in our analysis and in the formulation of our recommendations.

1.22 We realised that any formulations of educational policy must also include a consideration of the physical development of the school going population and non-school going youth alike. Three separate organisations, namely, the Physical Education Wing of the Department of Education, the Sports Department and the Panchayati Raj Khed Parishad, look after sports activities in the state. We contacted all these agencies in order to elicit their views in respect of the role of physical education in the educational process, as also regarding the reorganisation of the set-up so as to make it more effective and efficient for playing this role.

1.23 The training of professional cadres in the state is the responsibility of different professional institutions and departments. For instance, the medical cadres are trained by teaching hospitals and Director of Medical Education; agricultural cadres by the Agriculture University, Ludhiana; and engineering cadres by Engineering Colleges affiliated to Universities. These institutions, however, have been engaged in imparting professional education at the highest level. The training of the middle level cadres, which are equally important and provide

greater employment potential, has remained neglected by and large. The engineering profession, of late, has made some attempts to organise a formalised training for the skilled craftsmen and technicians, which, in the Punjab, is being looked after by the Directorate of Technical Education. The Department of Industrial Training is responsible for the training of skilled craftsmen. This type of training is being given by the Industrial Training Institutes; the Industrial Training Centres and some specialised institutions. These institutes have also included some non-engineering trades under their training programmes. The Director of Technical Education controls technicians' education. The Department of Technical Education, we thought, could play a major role in organising vocational education which is basic to the reorganisation of higher secondary education for any meaningful reforms in education in Punjab. We, therefore, had detailed discussions with officials of this Department, the Technical Teachers' Training Institute, Engineering Colleges, Post-Graduate Institute of Medical Education and Research, Agricultural University, Home Science Colleges etc.

1.24 Visits to educational institutions provided the Commission with primary data and actual feel regarding their functioning. We, therefore, decided to visit educational institutions at all levels. Primary and Secondary institutions were visited in both the rural and urban areas.

We had informal discussions with teachers during our visit to the various institutions.

1.25 We have included a list of the public events, a roster of the Commission's staff, a list of persons interviewed, questionnaires, etc. in the appendices.

1.26 We were greatly impressed by the diversity of views regarding the condition of education in Punjab and by conflicting opinions, at moments, about what should be done. In the meetings of the Commission we sorted out the differentials observed in the quantum of information available from different sources, and weighed the strength of each suggestion in terms of feasibility of implementation and the expected outcome.

1.27 In the light of the terms of reference contained in the Commission's Charter and the major issues identified as a consequence of the extensive information gathered by or made available to us from various sources, we have thought of presenting the report in four sections.

#### SECTION I: EDUCATION IN PUNJAB - HISTORICAL PERSPECTIVE AND A CRITICAL ASSESSMENT

1.28 It comprises three chapters. In Chapter I. we have given a preamble to the appointment of the Commission, its membership, terms of reference, the procedures adopted for accomplishing the task, and the chapterisation scheme. A historical perspective of educational development in Punjab, vis-a-vis India, has been presented in Chapter II,

which highlights the recommendations made by various Commissions and Committees on education reforms with emphasis on the directions given by them during the post-independence period, and what has followed as a result thereof in the state.

1.29 In Chapter III a review of the functioning of the education system in Punjab has been given with focus on an analysis of the issues relevant to educational policies and practices, the size of the system including both primary and secondary stages, with the number of teachers and students and available physical facilities. Universalisation of Primary education and the problems thrown up by it, the phenomenon of drop-outs, rationalisation of staffing pattern, provision for academic supervision and excellence of educational standards have been analysed in this chapter with a view to identifying major issues and deficiencies at all levels of education.

#### SECTION II:.. EDUCATIONAL STRUCTURE, PROCEDURES, CURRICULUM CONTENT, EVALUATION STRATEGIES AND FACILITIES

1.30 This section of the report is devoted to educational structure, school curriculum, vocational education, teacher education, examinations and special schemes. Chapter IV deals with the structure of education and adoption of the national pattern of education, i.e. 10+2+3 in the State, diversification at the Plus 2 stage,



provision of vertical mobility in the vocational stream, uniformity of standards at Plus 2 level irrespective of location, provision for training and development of man power, and the need for setting up a 'State Council of Vocational Education and Training', and a 'Board of Senior and Further Secondary/Education'. In Chapter V strategies for curriculum development, the introduction of value oriented education and work experience have been studied. A case for introducing social service programmes has been developed, and a plea has been made for giving greater importance to the practical aspect of physical education, as also for the study of science as a part of the present day school curriculum. Besides, time allocation to various courses of study and an increase in the number of instructional days have also been examined and commented upon.

1.31 The problems and prospects of vocational education with all its manifestations and strategies for implementation have been discussed in Chapter VI. As already stated, we were conscious of the fact that no worth while or meaningful suggestions regarding reforms in the educational system could be thought of without resorting to diversification of our educational system after 10 years' schooling in general education, and without relating education to the socio-economic needs of society. Even though this point had been stressed by the Education Commission(1964-66) and accepted by Government as national

policy, yet no headway could be made to date in this regard. It was necessary, therefore, to look at what stood in the way of making our education relevant to the man power needs of our economy, so that educated unemployment could be averted or contained. This matter has received our attention, and our recommendations are contained in this chapter.

1.32 It is followed by Chapter VII on Teacher Education, which is directed towards analysing the possibilities of the re-organisation of courses in keeping with emerging trends in education. A proposal to set up an Institute of Educational Studies and Development with several departments including in-service training, educational technology, guidance and counselling and continuing education, has been put forward with a view to providing pace setting courses, continuous in-service training of teachers and employing educational technology and guidance and counselling as supporting strategies for improving educational standards in both formal and non-formal streams, with the help of staff development centres at the district level and learning resource centres at the school complex level. Issues related to the enhancement of entry qualifications for teachers, training programmes including vocational courses, and the need for in-depth applied research in education have also been examined.

1.33 Realising the pitfalls of the examination system, we have exclusively devoted chapter VIII to this vital field of enquiry. We know that the prevalent examination system is essentially intended for summative evaluation, and does not have any provision for formative evaluations. In other words, examinations, as presently in vogue, do not help in the teaching and learning process. Guided by this consideration, we thought of incorporating in this chapter our deliberations on evaluation as a feed-back mechanism inbuilt in the process of teaching and learning, ways and means of improving question papers, marking and reporting, and the maintenance of cumulative record cards.

1.34 We have devoted Chapter IX to Special Schemes for the education of under privileged classes and weaker sections of society, as also physically and mentally retarded children. In our view, harnessing the talented or gifted students is the direct responsibility of the educational system and the ways and means by which this aim can be realised were looked into with great care. There are special provisions for the education of children belonging to scheduled castes and tribes. Reservation of seats, financial support and other grants for their development have been indicated. We were, however, equally concerned about improving the quality of education for them and raising the level of their academic performance. Among other measures, we thought of identifying the gifted among

these classes and making special arrangements for their education. We, therefore, examined the financial implications of making a provision for the gifted among scheduled castes in selected schools. We have also given careful thought to community participation in education and included our views on this aspect.

SECTION III : ORGANISATION AND MANAGEMENT OF  
THE EDUCATION SYSTEM IN PUNJAB-  
SUPPORTING SUB-SYSTEMS AND  
EDUCATIONAL FINANCE

1.35 This section deals with the organisation and management of the educational system in Punjab, to which four chapters have been devoted. Chapter X highlights the present pattern and deficiencies in the organisation and management of the educational system. We have looked into the possibilities of building perennial bridges at all levels of administration, thought of breaking the barriers of isolation between different directorates, analysed the possibilities of strengthening the school complex system and providing the essential supporting staff at various levels with a view to streamlining the educational system and ensuring better academic supervision. Besides, a probe into the rationalisation of different cadres has also been made. Considerations on these aspects have been discussed in Chapter XI.

1.36 In Chapter XII we have recommended strategies for developing support systems in education complementary

to the traditional system, wherein non-formal education, educational technology and guidance and counselling have been viewed as supporting strategies to provide for greater educational opportunities and to improve the quality of education. The formal system has its own constraints, and cannot cope with the educational needs of all people. Moreover, drop-outs from this system are a matter of serious concern. As an alternative, <sup>the</sup> non-formal system, therefore, needs to be developed and strengthened as a support system. We have identified various target groups which need to be covered under non-formal education, and have suggested special educational programmes for them. Provision for continuing education and a proposal for setting up one Open School in the state have also been included in this chapter.

1.37 In Chapter XIII educational finance, location of resources and their control have been discussed. In this chapter we have dealt with the growth of state income with projections till 2001 A.D., growth of student population in the light of the expected rate of population growth, expenditure on education including vocational courses, model schools etc., and an estimated requirement for expenditure on education stage-wise up to 2001-02 A.D.

#### SECTION IV : HIGHER EDUCATION

1.38 Chapter XIV of the report, which is the last, deals with higher education, wherein the basic issue of

providing flexibility to the academic structure to adapt itself to the new demands in a fast changing society has been examined; strategies to safeguard the autonomy of the Universities have been thoroughly probed into; a proposal to set up at least one 'City University' has been made; and the merits of granting autonomous status to some colleges have been weighed. We were conscious of the utility of restructuring statutory bodies of the University, such as the Senate, the Syndicate, Academic Council, Faculties, Boards of Studies, Finance Committee, Planning Board, College Development Council and such other bodies as may be provided for by the University Statutes, and fixing up their respective roles. Deliberations on all these aspects find their place in this chapter.

1.39 Besides, certain other Committees, such as Committee for Students' Grievances, Admission Committee, Examination Committee, Joint Consultative Committee, Campus Committee etc. were deemed worth consideration for toning up academic life in universities. Governance of the University has been dealt with comprehensively on the conviction that effective governance is conducive to promoting excellence of educational standards. The question of providing student welfare activities was of prime concern to us, and has also been looked into, and recommendations made in this regard.

1.40 In the completion of the report several

government and private agencies and foreign missions and many persons collaborated and contributed in one way or the other. Their contributions have been of tremendous advantage to us in formulating our recommendations. We wish to record our gratitude to all concerned who participated in our deliberations and helped us in this onerous task, including the staff of the Commission, for their dedicated efforts in meticulously handling its work. A statement about all these generous friends has been separately included as an annexure. We wish to specially place on record the devoted contribution of Dr. J.N. Joshi who acted as Secretary to Commission till September, 1983 and thereafter as part-time consultant.

1.41 We are also grateful to Messrs Satnam Namita and Associates, Architects, Chandigarh for producing an imaginative design for a primary school in rural area. We posed them with this problem in view of its importance and predominance in the back log of the facilities needed for our educational system. Their solution which is economical, functional and imaginative forms the front page to our report.

Sd/- Goverdhan Lal	Member
Sd/- S.S. Bal	Member
Sd/- R.P. Bambah	Member
Sd/- G.S. Dhillon	Member
Sd/- R.N. Dogra Chairman	Sd/- S.K. Mitra Member

## ANNEXURE I

## SECRETARIAT OF THE COMMISSION

Serial No.	Name	Designation	From	To
1.	Prof. J.N.Joshi, Panjab University, Chandigarh	Secretary	1.9.82	19.8.83
2.	Prof. A.N.Pandeya, Indian Institute of Technology, New Delhi	Secretary	19.10.83	29.2.84
3.	Mr. Manmohan Singh, Director of Public Instruction, Union Territory, Chandigarh	Joint Secretary	1.6.83	13.11.83
4.	Dr. N.N. Pangotra, Reader, Panjab University, Chandigarh	Joint Secretary	1.8.84	31.3.85
5.	Dr. Paramjit Kaur Tulsia	Research Associate	16.8.82	Till Date
6.	Dr. Vinit B. Khera	-do-	15.9.82	17.8.83
7.	Dr. Gurinder Singh	-do-	1.12.82	24.3.83
8.	Dr. Ashok Kalia	-do-	7.12.82	10.1.83
9.	Dr. H.S. Bedi	-do-	16.12.82	31.10.83
10.	Dr. Swaym Prabha Bedi	-do-	6.1.83	24.4.84
11.	Mrs. Iqbal Kaur	-do-	17.1.83	2.3.83
12.	Mr. Sewa Singh	-do-	29.7.83	29.8.83
13.	Miss Rashmi Sathe	-do-	1.11.83	Till Date
14.	Miss Neelam Dogra	-do-	28.3.84	5.9.84
15.	Miss Satwant Kaur	-do-	29.3.84	30.9.84
16.	Miss Sushma Kumari	-do-	29.3.84	30.11.84
17.	Mr. Hari Parshad Dewan	Administrative Officer	(i) 1.4.82 (ii) 11.11.82	30.6.82 -Till Date
18.	Mr. Surjit Singh	-do-	12.7.82	10.11.82
19.	Mr. D.P. Suri	Private Secretary	23.6.82	Till Date
20.	Mr. B.L. Duvedi	Personal Assistant	28.4.82	Till Date



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21.	Mr.N.K.Sharma	Personal Assistant	30.8.83	Till Date
22.	Mr.D.R.Khullar	Superintendent	14.6.82	30.9.84
23.	Mr.Jaidev Ahuja	Assistant	16.6.82	31.3.85
24.	Mr.R.S.Dogra	-do-	9.9.82	30.9.84
25.	Mr.Rajinder Chauhan	-do-	13.10.82	Till Date
26.	Mrs.Chander Kanta	Sr.Scale Steno	10.1.83	4.3.83
27.	Mr.Vijay Bhalla	Clerk	14.6.82	30.8.82
28.	Mrs.Veena Khanna	-do-	16.2.83	30.9.84
29.	Mr.Ved Parkash	-do-	21.2.83	18.3.83
30.	Mr.Pawan Kumar	-do-	13.4.83	31.3.85
31.	Mr.Anil Modgil	-do-	24.5.84	30.9.84
32.	Miss Shivani Jindal	-do-	24.5.84	30.9.84

## ANNEXURE II

## MEETINGS OF THE COMMISSION

Serial No.	Event	Date
1.	Full Commission's Meeting	19.3.1982
2.	-do-	27.4.1982
3.	-do-	20.5.82 to 21.5.1982
4.	-do-	29.5.82 to 31.5.1982
5.	-do-	26.6.1982
6.	-do-	7.7.1982
7.	-do-	20.7.1982
8.	-do-	5.10.1982
9.	-do-	7.11.1982
10.	-do-	18.12.1982
11.	-do-	11.2.1983
12.	-do-	7.3.1983 to 8.3.1983
13.	-do-	26.4.1983
14.	-do-	21.5.1983
15.	-do-	25.6.1983
16.	-do-	3.9.1983
17.	-do-	31.x.1983
18.	-do-	10.2.1984
19.	-do-	12.2.1984
20.	-do-	20.2.1984
21.	-do-	9.4.1984
22.	-do-	18.7.1984
23.	-do-	30.7.1984
24.	-do-	3.10.1984
25.	-do-	31-x-1984
26.	-do-	9.11.1984
27.	-do-	7.12.1984
28.	-do-	19.12.1984
29.	-do-	21.12.1984
30.	-do-	13.2.1985
31.	-do-	6.3.1985

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32.	Full Commission's Meeting	23.3.1985
33.	-do-	15.4.1985
34.	-do-	18.5.1985
35.	-do-	3.6.1985

ANNEXURE III

EMBASSIES / HIGH COMMISSIONS CONTACTED

1. Ambassade De Belgium,  
New Delhi.
2. Canadian High Commission,  
Shanti Path, Chanakyapuri,  
New Delhi.
3. Embassy of Czechoslovak Socialist Republic,  
Niti Marg, Chanakyapuri,  
New Delhi.
4. Embassy of Federal Republic of Brazil,  
Aurangzeb Road,  
New Delhi.
5. Embassy of Federal Republic of Germany,  
Shanti Path, Chanakyapuri,  
New Delhi.
6. Embassy of France,  
New Delhi.
7. Embassy of German Democratic Republic,  
Nyaya Marg, Chanakyapuri,  
New Delhi.
8. Embassy of Japan,  
Shanti Path,  
New Delhi.
9. Embassy of Phillipines,  
Nyaya Marg, Chanakyapuri,  
New Delhi.
10. Embassy of Polish Peoples Republic,  
Shanti Path, Chanakyapuri,  
New Delhi.
11. Embassy of Spain,  
Prithvi Raj Road,  
New Delhi.
12. Embassy of Sweden,  
Nyaya Marg, Chanakapuri,  
New Delhi.
13. Embassy of Switzerland,  
Nyaya Marg, Chanakapuri,  
New Delhi.
14. Embassy of United States of America,  
New Delhi.
15. Embassy of Union Soviet Socialist Republic,  
New Delhi.

16. High Commission for Australia,  
Shanti Path, Chanakyapuri,  
New Delhi.
17. High Commission for New Zealand,  
Golf Links,  
New Delhi.
18. Royal Danish Embassy,  
Golf Links,  
New Delhi.
19. Royal Netherlands Embassy,  
Shanti Path, Chanakyapuri,  
New Delhi.
20. Royal Norwegian Embassy,  
Kautilya Marg, Chanakyapuri,  
New Delhi.
21. Embassy of the People Republic of China,  
Shanti Path,  
New Delhi.
22. The British Council,  
British High Commission,  
Rafi Marg, New Delhi.

ANNEXURE IV

ORGANISATIONS/INSTITUTIONS CONTACTED

1. Central Institute of Educational Technology,  
New Delhi.
2. Institute of Applied Manpower and Research,  
New Delhi.
3. Institute of Public Administration,  
Chandigarh.
4. Ministry of Education and Culture,  
Government of India,  
New Delhi.
5. National Council of Applied Economic Research,  
New Delhi.
6. National Council of Educational Research and  
Training, New Delhi.
7. National Institute of Educational Planning and  
Administration, New Delhi.
8. Punjab, Haryana and Delhi Chamber of Commerce  
and Industry, New Delhi.
9. Postgraduate Institute of Medical Education and  
Research, Chandigarh.
10. Technical Teachers' Training Institute,  
Chandigarh.
11. United States Information Service Library,  
New Delhi.
12. University Grants Commission,  
New Delhi.

Annexure V

ASSOCIATIONS/REPRESENTATIVES CONTACTED

1. Gazetted Educational School Service Association, Punjab
2. Classical and Vernacular Teachers' Union, Punjab
3. Subordinate Educational Service (AV) Teachers' Union, Punjab.
4. Government Primary Teachers' Union, Punjab.
5. Heads of High/Higher Secondary Schools Union, Punjab.
6. Government School Lecturers' Association, Punjab.
7. Science Teachers' Union, Punjab.
8. Government Teachers' Union, Punjab.
9. Parent Teacher Associations (Primary, Middle and High/Higher Secondary Schools)
10. Ministerial (Headquarter) Staff Association, Office of D.P.I., Punjab.
11. District Education Officers of Punjab.
12. Gazetted Educational College Service Association, Punjab
13. Government College Lecturers' Association, Punjab.
14. Punjab Subordinate Services Federation.
15. Private College Teachers' Union, Punjab.
16. Non-Teaching Staff Private College Union, Punjab.
17. Private College Principals Federation.
18. Government College Principals Association, Punjab.
19. Government College Lecturers' Association, Punjab.
21. Principals of Colleges of Engineering, Industrial Training, Central Polytechnic and T.T.T.I. (Chandigarh)
22. Deans of Guru Nanak Dev University, Amritsar.
23. Administrative Officers of Guru Nanak Dev University, Amritsar.

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24. Professors of Guru Nanak Dev University, Amritsar.
25. Principals of Affiliated Colleges of Guru Nanak Dev University, Amritsar.
26. Students Representatives and Research Scholars of Guru Nanak Dev University, Amritsar.
27. Non-Teaching Employees Association of Guru Nanak Dev University, Amritsar.
28. Deans of Punjab Agricultural University, Ludhiana.
29. Students of Various Colleges of Punjab Agricultural University, Ludhiana.
30. Executive Committee of Punjab Agricultural University, Ludhiana.
31. Non-Teaching Staff of Punjab Agricultural University, Ludhiana.
32. Administrative Officers of Punjab Agricultural University, Ludhiana.
33. Heads and Deans of Punjabi University, Patiala.
34. Administrative Officers of Punjabi University, Patiala.
35. Punjabi University Teachers' Association, Patiala.
36. Punjabi University Employees' Association, Patiala.
37. Punjabi University Professors' Association, Patiala.
38. Principals of Colleges and Heads of Schools, Patiala.
39. Non-Teaching Staff Association, Punjabi University, Patiala.
40. Students and Research Scholars of Punjabi University, Patiala.
41. Teaching Staff of Panjab University, Chandigarh.
42. Dean and Administrative Officers of Panjab University, Chandigarh.
43. Students' Representatives of Panjab University, Chandigarh.
44. Vice-Chancellors of Guru Nanak Dev University, Panjab University, Chandigarh, Punjabi University, Patiala and Agricultural University, Ludhiana.
45. Punjab Sanskrit Parishad
46. FHD Chamber of Commerce and Industry, New Delhi.



Annexure VI

INSTITUTIONS VISITED

1. State College of Education, Patiala
2. Government Inservice Training Centre, Patiala.
3. Government College of Education, Jalandhar.
4. Government Inservice Training Centre, Jalandhar.
5. Government Model Co-Education Higher Secondary School, Jalandhar.
6. Shri Devi Girls High School, Jalandhar.
7. Government Higher Secondary School, Jalandhar.
8. Government Girls High School, Adarsh Nagar, Jalandhar.
9. Sain Dass A.S. Higher Secondary School, Jalandhar.
10. Government Primary School, Nandpur, District Ludhiana.
11. Government Primary School, Libra, Distt. Ludhiana.
12. Government Primary School, Pawa, District Ludhiana.
13. Government Higher Secondary School, Samrala, Distt. Ludhiana.
14. Government Multipurpose Higher Secondary School, Patiala.
15. Government Junior Technical School, Kapurthala.
16. Government Higher Secondary School (Boys), Kapurthala.
17. Government High School, Kanjli, District Kapurthala.
18. Government Higher Secondary School, Ludhiana.
19. District Education Officer (Secondary and Primary) Patiala.
20. Guru Nanak Dev University, Amritsar.
21. Punjab Agricultural University, Ludhiana.
22. Punjabi University, Patiala.
23. Panjab University, Chandigarh.
24. Government Higher Secondary School (Boys) Jagraon District Ludhiana.

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25. Government Girls High School, Jagraon, District Ludhiana.
26. Government Basic Primary School, Jagraon District Ludhiana
27. Bal Vikas Kendra, Jagraon, District Ludhiana.
28. Government Primary School for Boys, Jagraon, Distt. Ludhiana.
29. Government High School, Sidhwan Bet.
30. Government Primary School for Boys, Sidhwan Bet.
31. Government Primary School for Girls, Sidhwan Bet.
32. Government Primary School, Nangal.
33. Government High School, Nangal.
34. Government Middle School, Nangal.
35. Government Girls High School, Nangal.
36. Shivalik Public School, Mohali, District Rupar.

## Annexure VII

### SEMINARS CONDUCTED

1. Primary Education : 5-7 November, 1982  
Venue : Government College of Education, Jalandhar.  
Number of Participants : 23
2. Secondary Education : 20-21 December, 82.  
Venue : Technical Teachers' Training Institute, Chandigarh.  
Number of Participants : 22
3. Teacher Education : 19-20 May, 1983  
Venue : Sri Dasmesh Academy, Anandpur Sahib.  
Number of Participants : 13 (8 Papers presented)
4. Vocationalisation : 22-24 July, 1983  
Venue : Technical Teachers' Training Institute, Chandigarh  
Number of Participants : 31 (4 papers presented)
5. Value-Oriented Education : 7-9 October, 1983  
Venue : Technical Teachers' Training Institute, Chandigarh  
Number of Participants : 31 (20 papers presented)

ANNEXURE VIII

INDIVIDUALS CONTACTED

- |  |  |
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| 1. Dr.A.K.Misra<br>NCERT,New Delhi   | 12. Dr.D.V.S.Jain<br>Panjab University<br>Chandigarh                 |
| 2. Dr.Anand Bhushan<br>Panjab University,<br>Chandigarh.   | 13. Dr.G.S.Malhotra<br>Health Deptt.Pb                               |
| 3. S.Bharpur Singh,<br>Chairman,Punjab<br>School Edu.Board,<br>Mohali                                | 14. Dr.Gurbaksh Singh<br>Pb.Agriculture Univ.<br>Ludhiana            |
| 4. S. B.S.Bedi<br>Principal,Shivalik<br>Public School,<br>Mohali                                     | 15. S.Harbaksh Singh<br>DPI (Colleges)<br>Punjab                     |
| 5. Shri B.B.Bhasin<br>Asstt.Director,<br>Technical Edu.Pb  | 16. Dr.Harish Sharma<br>Panjab University,<br>Chandigarh             |
| 6. Shri B.D.Gandhi<br>Organiser,Games &<br>Sports,Punjab   | 17. Dr.H.S.Srivastava<br>NCERT<br>New Delhi                          |
| 7. Prof. B.K.Passi<br>Devi Ahilya Vishwa<br>Vidyalaya,Indore   | 18. Dr. I.C.Pathak<br>Director,PGIMER<br>Chandigarh                  |
| 8. Prof. C.L.Sapra<br>NIEPA,New Delhi  | 19. Dr.Inderpal Singh<br>Pb.Sch.Edu.Board,Mohali                     |
| 9. Prof. D.Goldschmidt<br>Director of Man-<br>Planck Institute<br>for Educational<br>Research,Berlin | 20. Shri J.P.Sood<br>Asstt.Director<br>Primary Education<br>Punjab   |
| 10. Shri D.P.Verma<br>Registrar (Retd),<br>Panjab University<br>Chandigarh                           | 21. Shri J.S.Sibia<br>Asstt.Director (Colleges)<br>Punjab,Chandigarh |
| 11. Shri D.S.Dureja<br>Asstt.Director,<br>Industrial Training,<br>Punjab                             | 22. Mrs. K.Vanaja<br>Govt.Home Science<br>College,Chandigarh         |

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| 23. | Shri K.C.Jindal<br>Govt.College of<br>Edu.,Chandigarh                                  | 36. | Dr.P.S.Chanana<br>Punjabi University,<br>Patiala                      |
| 24. | Dr.K.J.S.Ahluwalia<br>PHD Chamber of<br>Commerce and Industry<br>New Delhi             | 37. | Prof. R.C.Malhotra<br>Indian Institute of<br>Technology,<br>New Delhi |
| 25. | Shri K.K.Mehta<br>State Institute of Edu.<br>Chandigarh                                | 38. | Shri R.K.Chhabra<br>Former Secretary<br>UGC,New Delhi                 |
| 26. | Dr.M.C.Sarwal<br>Health Department,Pb.   | 39. | Dr.Raghubir Singh,<br>PAU,Ludhiana                                    |
| 27. | S. Milkha Singh<br>Addl.Director(YP)<br>Punjab   | 40. | Dr.S.S.Johl<br>Vice-Chancellor,<br>Punjabi Univ.Patiala               |
| 28. | Shri M.L.Nandra Jog<br>PHD Chamber of<br>Commerce & Industry<br>New Delhi              | 42. | S.Sukhmandar Singh<br>Director,<br>SCERT,Punjab                       |
| 29. | Prof.Mukhopadhyaya<br>NIEPA<br>New Delhi   | 42. | Dr(Miss)S.Gakhar<br>Panjab University,<br>Chandigarh                  |
| 30. | Dr. N.K.Nangira<br>NCERT,New Delhi   | 43. | Mrs.S.Madhok<br>DPI(Primary),Punjab                                   |
| 31. | Smt.N.Milkha Singh<br>Deputy Director,Sports,<br>Punjab                                | 44. | Dr.Savita Markanda<br>Panjab University<br>Chandigarh                 |
| 32. | Prof. Nitish R.De<br>Punjab State Institute<br>of Public Administration,<br>Chandigarh | 45. | Dr.Sitosh<br>NCAER<br>New Delhi                                       |
| 33. | Shri Prakash Tandon<br>NCAER,New Delhi   | 46. | Mrs.Srivastava<br>PAU,Ludhiana  |
| 34. | Prof.P.D.Kulkarni<br>Principal,TTK<br>Chandigarh                                       | 47. | Dr.S.Swaminathan<br>IIT<br>New Delhi                                  |
| 35. | Dr.P.L.Wahi<br>PGIMER<br>Chandigarh  | 48. | Prof.S.K.Gulhati<br>IIT<br>New Delhi                                  |

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| 49. | Shri S.K.Kapil<br>Govt. JBT Institute<br>Nabha               | 54. | Shri T.S.Basur<br>Director, Technical Education<br>Punjab    |
| 50. | Dr. Sukhdev Singh<br>Vice-Chancellor<br>PAU, Ludhiana        | 55. | Shri T.S.Hundal<br>Secretary, Pb. Sch. Edu.<br>Board, Mohali |
| 51. | Shri Som Nath Sood<br>Statistical Officer<br>o/o DPI (S) Pb. | 56. | S. Ujjal Didar Singh<br>DPI (Schools)<br>Punjab              |
| 52. | Prof. S.R.K. Chopra<br>Panjab University<br>Chandigarh       | 57. | Prof. Vijay Kumar<br>PGIMER<br>Chandigarh                    |
| 53. | Dr. Tehal Kaur Kohli<br>Panjab University,<br>Chandigarh.    | 58. | Shri Y.K. Tanwar<br>NCAER,<br>New Delhi                      |

HISTORICAL DEVELOPMENT OF EDUCATION IN  
PUNJAB IN THE CONTEXT OF NATIONAL PERSPECTIVES

2.01 Our system of education has borrowed heavily from the British tradition. Early during their rule in India, the British Government realised that for administering this country from a distance of well over 6000 miles they would have to utilise the indigenous man power resources suitably trained for administrative purposes. The main thrust of their educational policy during their stay in India was, therefore, to train administrative cadres at various levels to rule this country. This was achieved by them by opening a few elitist universities and a system of schools to feed them. In the first instance, as no trained educational personnel were available, they used the missionaries for the dual purpose of spreading Christianity and imparting education to the elitist sections of our society, according to their own perceptions.

2.02 The first policy announcement in respect of education was made by them as early as 1835 with Macaulay's minute followed by Wood's despatch of 1854. Under this policy and with the passage of time the Indian educational system developed into a reasonably organised and extensive structure. Periodical appraisal and re-appraisal of the system was undertaken even by the British Government through various Commissions and Committees to introduce reforms and improve its efficiency to suit their own

requirements. The educational purposes and orientation, however, remained the same with a unilateral and excessive emphasis on liberal education not related to the developmental needs of the country, without any provision for vocational or professional education, so badly needed for our socio-economic transformation.

2.03 After independence in 1947, therefore, it was inevitable that the Government of India, faced with the new challenges and responsibility to direct free India on the path of steady progress and prosperity, should turn to education as an instrument of socio-economic transformation.

University  
Education  
Commission,  
1948

2.04 The process was initiated by the 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 man power needed at the higher level for the socio-economic development of India. The Commission not only focussed attention on the shortcomings of university education, but also brought out the deficiencies in the secondary education set-up.

2.05 Some of the major recommendations made by the Radhakrishnan Commission, inter alia, were as follows :-

- (1) that the standard of admission to the university courses should correspond to that of the present intermediate examination i.e. after the completion of 12 years of study at a school or an intermediate college;



- (2) that in order to divert students to different vocations after 10 to 12 years of schooling, a large number of occupational institutes be opened;
- (3) that refresher courses be organised by the universities for high school and intermediate college teachers;
- (4) that lectures be carefully planned and supplemented by tutorials, library work and written exercises;
- (5) that tutorial instruction be developed in all institutions imparting university education;
- (6) that the Master's degree be given to honours students after one year of study beyond the bachelor's degree and to pass students after two years beyond the bachelor's degree;
- (7) that there should be uniformity in the regulations for the M.A. and M.Sc degrees;
- (8) that teaching universities should develop research training in as many branches of knowledge as they can, while the affiliating universities should develop post-graduate and research departments in subjects in which they can secure the services of scholars of high quality;
- (9) that university teachers should give the community punctuality, efficiency and devotion to duty in relation to their teaching work, and new ideas and newer methods in relation to their research work; and
- (10) that fundamental research should be the primary concern of the universities and they should not be precluded from taking up special applied problems concerning their own regions.

2.06 The Commission, besides what has been stated above, felt the need for introducing religious education at the higher stage, in the form of silent meditation, and suggested that readings on the lives of great religious teachers be included in the curriculum of the first year

of the degree course, selection of universal characters from the scriptures in the second year, and central problems of the philosophy of religions in the third year. It also proposed the promotion of welfare services for the students and suggested that the centre should undertake the responsibility for the effective implementation of the National Cadet Corps programmes.

2.07 The Commission also stressed the need for bringing about desirable changes in the conditions of service and pay scales of teachers in the universities and colleges with a view to attracting talent to the teaching profession.

2.08 The Commission delineated the shortcomings of the existing system of examinations in the universities and recommended uniformity of standards among all the universities. In this regard it preferred a scheme of self-contained units with periodic evaluation as against the existing system of annual examinations.

2.09 Among the various recommendations made by the Commission, some of the notable ones related to the autonomy of universities, setting up of rural universities and the University Grants Commission. Consequently, the U.G.C. was established as a statutory body in 1956.

2.10 The Central Advisory Board of Education considered the report of the University Education Commission in April, 1950 and accepted most of its recommendations concerning the raising of the standards of teaching,

research and examinations in the universities and colleges, and modernising the courses of study with a view to bringing them at par with those in advanced countries. It accepted the recommendations of the Commission on the medium of instruction and suggested the implementation of Article 351 of the Constitution, which lays emphasis on the spread of Hindi.

2.11 There is no doubt that the recommendations of the Radhakrishnan Commission made considerable impact and aroused well founded hopes that the system of higher education was about to enter an era of qualitative change. However, for reasons which are not so obvious, most of the universities including those in Punjab, were unable to make worth while efforts to put into effect many of the proposals made by the Commission, like the introduction of the Three year Degree course after 12 years of schooling, which would have helped to raise the standard of higher education. It appears that the academic world ended its exercise after recording appreciative views on the recommendations of the Commission. Nothing substantive was done to move towards building an environment in the universities and colleges to encourage the pursuit of excellence and scholarship by the students and instil in them values to build a high moral character, even though such recommendations did not have financial implications of any consequence. It can bear repetition that the basic recommendations of the Commission

regarding improvement in the courses of study, research, teaching and examination, which are relevant even today, were not implemented in our universities and colleges.

Constitu-  
tional  
provisions

2.12 In the Constitution, besides the provision for free and compulsory education for children in the age group 6-14 years, it was specifically stressed that necessary steps be initiated to provide for the following :-

- (i) the educational and economic welfare of the weaker section of society, particularly the scheduled castes and scheduled tribes;
- (ii) the education of the minorities;
- (iii) instruction through the mother tongue; and
- (iv) the education of women.

2.13 The pivotal role of education in our system assumed greater significance with the incorporation of the 47th Amendment in 1976, which put the subject on the Concurrent List in the Constitution.

Secondary  
Education  
Commission  
(1952-53)

2.14 In 1952 the Government of India set up a Secondary Education Commission in pursuance of the concern expressed in the Radhakrishnan report regarding the health of our Secondary education.

2.15 It need hardly be emphasised that Secondary Education occupies a unique position in our system of education. Though a large majority of our students, after completing secondary education, enter the world of work, still a substantial number join institutions of higher learning to pursue education further. Any efforts for

bringing about improvements in the system of education at this stage would not only be reflected in the improved quality of products available in the economy but would also help in improving standards at the tertiary level of education. The decision taken by the Government for setting up the Secondary Education Commission, was therefore, a step in the right direction.

2.16 The Commission was entrusted with the specific task of enquiring into the state of Secondary Education in India and suggesting measures for its re-organisation and improvement.

2.17 The Commission submitted its report in 1953, and recommended eleven years of schooling followed by three years of the first degree course. It was hopefully assumed that 3 years in the University would be more productive as the total span of 14 years up to the first degree level was still maintained. It also suggested diversification of courses into seven streams after the middle standard, establishment of multipurpose schools, adoption of comprehensive schemes on health and physical education and vocational guidance bureaus, appointment of guidance and career masters in schools, improvement of text-books, library facilities and setting up of special libraries.

2.18 The Commission also stressed the need of bringing

about qualitative improvement in teacher training programmes including the need for in-service training for the professional growth of the teachers and of improving their status and conditions of service.

Steps taken in Punjab to implement recommendations of Higher Secondary Education Commission Report 2.20 As elsewhere, Punjab also opened a State Vocational and Educational Guidance Bureau. Some career masters were appointed in the schools to help and guide the students in the matter of selecting careers. But no substantial changes emerged.

2.21 The Commission emphasised the need for character building of the students through moral instruction, co-curricular activities, N.C.C., Scouts and Girl Guides etc. It was also not averse to imparting religious and moral education in schools but suggested that it should be done with the concurrence of the parents and the managements of the schools.

2.22 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. But measures to implement these reforms were taken half-heartedly, and nothing substantial appears to have been achieved, in Punjab like elsewhere.

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**Para 2.19 deleted.**

SECOND  
FIVE YEAR  
PLAN

2.23 During the Second Five Year Plan Primary Education in Punjab was completely brought under the direct control of the State. Ten thousand primary schools managed by the local bodies etc. were provincialised. In 1959, steps were taken to promote basic education and all the teachers' training schools were converted to the basic pattern. As referred to above, steps were taken to diversify the course and to introduce the higher secondary pattern of eleven years' schooling in selected schools. But as the students were given the option to join the eleventh class in the schools or in the colleges, the scheme of eleven years' schooling was not uniformly implemented. In the very nature of things the colleges, particularly in the urban areas, attracted a larger number of students in the science, Arts and Humanities courses. The Vocational stream remained far less popular and, more or less, fell into disuse.

THIRD  
FIVE YEAR  
PLAN

2.24 The National Council of Education<sup>al</sup>/Research and Training was constituted in 1961 for a qualitative improvement of education at the school level. During the Third Five Year Plan greater emphasis was laid in Punjab on educating all children in the age group of 6-11. The Compulsory Primary Education Act was passed in 1960 and was brought into effect in 1961. However, certain difficulties were encountered especially in the rural areas in implementing the provisions of the Act. The object was

sought to be achieved through persuasion and not compulsion on account of deficiencies in the means of communication and other socio-economic factors.

Adult  
Education

2.25 Stress was also laid on the education of adults during this period. The Study team on Special Education constituted in 1961 by the Government of India was of the view that only an autonomous agency could execute the programmes for educating the adults. The team suggested that a Government Department as well as private agencies might impart adult education. This task at the national level is now being carried on under the National Adult Education Programme (NAEP). In Punjab, however, only limited progress was achieved in this direction.

Special  
Groups  
and  
Women's  
Education

2.26 During the late 1950's and early 1960's, Committees were also constituted on the education of special target groups such as scheduled castes, scheduled tribes and women. The report of the National Committee on Women's Education (1958-59) set up by the Government of India, dealt with their problems at the Primary and secondary levels. It discussed the curriculum and syllabus, professional and vocational education, special facilities for the education of adult women, the education of women at the university level, and the education of handicapped women and those belonging to the backward classes.



2.27 The reports of the Scheduled Castes and Scheduled Tribes Commissions (1960-61 and 1964) set up by the Government of India in the early sixties dealt with the problems of primary education, pre and post-matric education, medium of instruction, health education, economic conditions, stagnation and wastage etc. of the pupils of these sections of our society.

2.28 Most of the recommendations made in respect of special groups have already received consideration for implementation by Government and substantial progress has been achieved. These have been dealt with separately elsewhere in this report.

Physical  
and Moral  
Education

2.29 The Government also realised the importance of health and physical education as well as religious and moral instruction. Two separate committees were set up to analyse the problems regarding both these aspects of education <sup>during</sup> / the period 1959 to 1961. The Committee on the Co-ordination and Integration of Schemes operating in the Field of Physical Education, Recreation and Youth Welfare was set up in 1959 by the Ministry of Education, Government of India. It defined the role of various schemes for physical education which included scouting, mountaineering, dance, drama, social service, workshop activities etc.

2.30 The Committee on Religious and Moral Instruction was also set up in 1959. It made a detailed study of the

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entire question of religious and moral instruction in educational institutions at the elementary, secondary and university stages.

2.31 Another Committee, on Emotional Integration, was set up in 1961 by the Ministry of Education under the chairmanship of Dr. Sampurnanand. It suggested positive educational programmes for the youth in general and students in schools and colleges in particular to strengthen the processes of emotional integration.

2.32 While health and physical education as a special subject was introduced in the schools of Punjab in 1973, very tardy progress, if any, was made in the matter of promoting character building activities and those which sought to promote national and emotional integration. A lot requires to be done in this respect for achieving our goals. At present the school curriculum hardly provides for this area of study.

2.33 The Central Government was equally keen to improve the quality of teacher education, as they realised its importance for improving the general quality of education. For this purpose a Study Group was constituted in 1961 by the All India Council for Elementary Education and a study team on Training of Elementary Teachers and Teachers' Training was set up by the Committee on Plan Projects of the Planning Commission. The Study Group suggested the need for specific training in the theory and practice of only

primary education. Suggestions for qualitative improvements were put forth and problems of in-service teacher education were identified.

2.34 The Study Team on the other hand made a detailed examination, inter alia, of the problems relating to the training of teachers at various levels. Another sub-group on the education of Secondary Teachers in India(1964) made recommendations regarding comprehensive colleges of education, practice teaching, in-service education of secondary teachers, teacher educators and teacher education.

2.35 Despite all these efforts the complexion of teacher education, however, did not change radically except for the opening of four Regional Colleges of Education at Bhubaneswar, Ajmer, Bhopal and Mysore. These Colleges offered four year integrated B.Ed. programmes after Matriculation, which could be deemed as a pace setting course. But the course did not attract the right type of talent we were hoping to get.

2.36 In Punjab no major change was incorporated in the teacher education programme except the establishment of the State Science Unit, which was started in 1962 to bring about qualitative improvement in the teaching of science. The Punjab Institute of English(now Regional Institute of English) was also established about the same time in the years 1964-65.

2.37 During the first three Five Year Plans

satisfactory progress regarding improvement in the quality of education as a whole could not be achieved despite many serious attempts made to analyse the situation by various committees and commissions appointed by Government. On further reflection in due course, however, it was realised that each one of these groups had looked at only one particular aspect or level of education, while the educational process was an integrated whole and functioned as a system. It was under these circumstances that the Government decided to appoint another Commission in 1964 under the chairmanship of Dr. D.S. Kothari, Chairman of the U.G.C., to look at all aspects and levels of education from primary to the tertiary and advise the Government regarding a national policy on education to be followed to meet our developmental needs.

2.38 The Commission took a little over two years to complete the work and submitted its report in 1966. This Report contains recommendations of a far-reaching consequence and forms the basis of our National Policy up to date on Education.

2.39 The Commission conceived of education as <sup>a</sup> powerful instrument for the socio-economic and cultural transformation of our society. It felt that education ought to be linked with productivity by way of improved science education, work experience and vocationalisation of courses to meet our developmental needs.

2.40 It recommended the promotion of social and

national integration through an emphasis on the development of moral and social values, and suggested that education in these areas be introduced in all institutions on the lines recommended earlier by Dr. Radhakrishnan in his report on University Education and by the Committee on Religious and Moral instruction under the chairmanship of Dr. Sampurnanand.

2.41 In order to achieve the educational goals indicated above the Commission suggested the following changes in the academic structure :

- Adoption of 10+2+3 as national pattern of education without any diversification during the school cycle of 10 years.
- Organisation of senior secondary education as a unique stage from the point of view of diversification of courses after 10 years' schooling.
- Vocationalisation of education to be undertaken at the plus two stage with a view to diverting 50% of the students to vocational courses.
- Duration of courses at the first degree level be increased to 3 years for upgrading standards of education at the tertiary level.
- Introducing pre-primary education as a part of the educational structure.

In order to avoid over-crowding in colleges of general education leading to deterioration in standards and for providing a meaningful education for our economic development the Commission suggested vocationalisation of senior secondary education. It recommended a target of diverting 50% of the students in the system towards the vocational stream. The Commission also suggested a system of qualitative admissions beyond the lower secondary stage with

equalisation of educational opportunities for all through vigorous programmes of scholarships and loans. In Punjab neither the 10+2+3 system could be introduced nor did it become possible to vocationalise education effectively, though isolated attempts were made to introduce vocational electives at the post-primary level.

2.42           Regarding pre-primary education, the Commission recommended the establishment of State Level Development Centres as an agency to provide grant-in-aid to institutions and supervision and guidance for pre-primary schools. This recommendation, too, remains unimplemented.

2.43           The Commission recommended the expansion of primary education ensuring universal provision, enrolment and retention. It also wanted special attention to be paid to non-formal and part-time education to supplement formal school education with a view to achieving the above objectives. Some progress in this direction was made in the Punjab with the expansion of primary education facilities, but it cannot be considered adequate.

2.44           While discussing the reorganisation of school curriculum the Commission emphasised the need to improve the standards of the teaching of sciences and Mathematics in schools. A modified form of three language formula was also suggested in the context of our being a multi-lingual society. They also emphasised the importance of introducing educational activity related to work experience, creativity,

physical and moral education and social service in the school curriculum.

2.45 The Commission gave considerable thought to the problem of the production of text-books, teaching aids and other teaching material, and made some pertinent recommendations. It was also concerned with the facilities for guidance and counselling provided in the schools at the primary and secondary stages. With regard to examinations the Commission was of the view that they should be considered a part of the educational process and should be based on more frequent periodical assessment of the students instead of being rigidly structured on an annual basis for grading purposes only.

2.46 The Commission expressed the view that in order to bring about qualitative improvement in the standards of education it was necessary to improve the general condition of the teachers and their status in society. It suggested new pay scales which would at least put them on a par with other functionaries of the Government. The new pay scales were implemented for the college and university teachers only in 1973. The salary scales of other categories of teachers were not revised until 1978.

2.47 Need for the improvement of facilities for the in-service training of school teachers qualitatively and the lack of adequate professional preparation of teachers in pre-service education were some of the other areas of

teacher education which attracted the Commission's special attention. None of these recommendations could be seriously implemented in the Punjab.

2.48 The Commission also made some very pertinent recommendations in respect of higher education, dealing with academic administration, governance, structure, standards etc. But the most important recommendation related to the upgrading of affiliated colleges, which formed a very important limb of the university system. They expressed the view that some selected colleges could be conferred the status of autonomous institutions to make them more efficient and reduce the strain on the universities, but this suggestion could not find favour in the State, so far.

NATIONAL  
POLICY ON  
EDUCATION  
1968

2.49 A Committee of 'Members of Parliament on Education' was constituted in 1967 to consider the report of the Education Commission (1964-66) and advise the Government regarding the draft statement on a national policy on education for the country. This Committee fully endorsed the recommendations of the Education Commission. It also recommended that strenuous efforts be made for an early fulfilment of the directive principles under Article 45 of the Constitution in respect of <sup>the</sup> adoption of Hindi as the national language.

2.50 The Government of India resolved to promote the development of education in accordance with the principles that are embodied in the statement of National Policy on



Education issued on the 24th July, 1968.

2.51 The Salient features of the Policy Statement are indicated below :

- Efforts should be made for the early fulfilment of the Directive Principles under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14 years;
- Efforts should also be made to equalise educational opportunities for all including women, backward classes and the physically handicapped. Regional imbalances also be removed;
- To promote social cohesion and national integration, a common school curriculum, as recommended by the Education Commission, should be adopted. The ultimate objective should be to adopt the 10+2+3 pattern.
- Of all the factors which determine the quality of education and its contribution to national development the teacher is undoubtedly the most important. Teacher Education, particularly in-service education, should, therefore, receive due emphasis;
- At the secondary stage the State Government should adopt and implement the Three Language Formula.
- High priority should be given to science education and research to accelerate the growth of the national economy.
- The school and the community should be brought closer through suitable programmes of work experience and national service.
- For the cultivation of excellence it is necessary that talent in diverse fields should be identified at as early an age as possible and every stimulus and opportunity be given for its full development.
- The quality of books should be improved by attracting the best writing talent. The possibility of establishing autonomous book corporations on commercial lines should be examined.
- Examination reforms should be undertaken to improve the reliability and validity of examinations and to make evaluation a continuing

process aimed at helping the students and the teacher rather than certifying the quality of their performance.

- Educational opportunity at the secondary and higher levels is a major instrument of social transformation. There is need to increase facilities for technical and vocational education at this stage.
- Special attention should be paid to the organisation of post-graduate courses and the improvement of standards of training and research in the universities.
- There is need to give increased support to research in the universities generally and to the establishment of centres of advanced studies for research at the higher level.
- Part time education and correspondence courses should be developed on a large scale at the university level to remove illiteracy and provide adult education.

2.52 The re-construction of education on the lines indicated above will undoubtedly need additional outlays. The Government of India, in their Policy Statement, suggested that the aim should be to gradually increase the investment in education so as to reach a level of expenditure of 6% of the net domestic product (N.D.P) as early as possible, and to mobilise additional resources for the purpose.

2.53 In subsequent years of the three Annual Plans (1966-69) there was a reiteration of emphasis on qualitative improvement in education, especially in the teaching of science so as to link education with productivity as desired by the Education Commission (1964-66). In line with the National Policy referred to above, steps were taken in Punjab to make pre-service teacher education science oriented.

2.54 The Working Group on Vocationalisation of Education and Work Experience in 1966 specified the content of work experience at all levels of school education. Moreover, the report of the Working Group on Vocational Agricultural Education, 1966, laid down a draft syllabus and criteria for the selection of institutions and recruitment and training of agricultural teachers. It also provides guidance in administrative matters, financial implications and the phasing of the programmes.

2.55 In order to vocationalise education and introduce work experience in the schools in Punjab the scheme of diversification of courses was undertaken and the subjects of agriculture, domestic science and practical arts were introduced in several schools with hope to bring about vocationalisation of education, but that did not take place, since the scheme was ill conceived from the point of view of vocational education.

2.56 During the penultimate year of the three annual plans (1966-69) the Government's attention was focussed on the need for suitable text-books for schools. The need for producing new teaching material arose as a result of the changes suggested by the Education Commission in the school curriculum. Also, the teaching material available in our schools had become out of date and needed updating. In 1966 a Committee on school text-books examined the issue of text books to advise Government on the principles to be

adopted in the preparation and assessment of text-books suitable for a secular state. It emphasised the need for adopting a comprehensive national policy on text-books to re-orient the entire society intellectually and emotionally through our text material.

2.57 In 1977, a Review Committee examined the syllabi and text-books prepared by the N.C.E.R.T. for the 10+2 system of school education in the light of the NCERT document 'The Curriculum for the <sup>Ten</sup> year school'. This effort was welcomed by the Education Ministers' Conference (1978). A substantial amount of teaching material is now available with them to be utilised by the Central or State Governments.

2.58 During the Fourth and Fifth Five Year Plans (1969-74, and 1975-79) there was a reiteration of emphasis on the universalisation of primary education, the aims of pre-primary education, expansion of women's education, adult literacy, reorganisation of curricula and the vocationalisation of secondary education. The major projections during these plans were to modernise the Indian society through the processes of national development, and to attain this objective, changes in the educational set-up and content were thought to be absolutely essential.

2.59 A National Seminar had also been held in 1971, which recommended the establishment of Special Cells for pre-primary education. It was proposed that voluntary agencies should receive encouragement <sup>and</sup> financial support

for providing pre-primary education to the children. The Study Group on the Development of the Pre-school Child endorsed this proposal. Even earlier some committees had stressed the need for well equipped and well staffed nursery schools. However, no significant headway had been made in this direction. Whatever little has been done is the result of voluntary and private efforts.

EDUCATION  
MINISTERS'  
CONFERENCE  
1977

2.60 A Conference of the Education Ministers and Education Secretaries of States and Union Territories was held in 1977. It reiterated the need for the realisation of the goal of universal primary education by the end of the Sixth Plan, implementation of the 10+2+3 system all over the country and a massive programme of adult education. It was also suggested that social education programmes be provided necessary impetus. In 1978 the framework of action for the implementation of universal primary education as a time bound programme based on the recommendations of the Working Group, set up in consultation with the Planning Commission and the State Government, was approved. It also approved the formulations for the implementation of the National Adult Education Programme. But then it appears that all our resolves have been abandoned sooner than later, and no worth while results emerged out of these theoretical exercises.

Review of  
Educational  
Policy 1979

2.61 A further review of policy on education was undertaken by the Ministry of Education, Government of India

in 1979, resulting in a revised National Policy on Education. The need to review and recast the aims of education and its content at all levels was highlighted in it. The stress was again laid on providing elementary education<sup>to</sup>/all children, the expansion of adult education and the vocationalisation of secondary education. Similarly, emphasis was put on the expansion of technical, agricultural, medical, teacher and physical education.

Steps initiated in Punjab

2.62 In furtherance of the objectives enshrined in the Fifth Five Year Plan, the scheme for instituting 250 part-time non-formal education centres for drop-outs in the age group 6-11 years was formulated. Another notable step was the introduction of agriculture as a subject in the urban schools. In order to provide the necessary fillip to the programmes and for greater administrative effectiveness the State Government decided that the Directorate dealing with school education be bifurcated into two - one to deal with the primary section and the other to look ~~after~~ after the rest of school education. The State Government took earnest steps for the expansion of education and for bringing about qualitative improvements at various levels of education, especially at the elementary stage. In order to improve teaching competence and to meet the requirements of the various types of schools the Government opened in-service training centres for secondary school teachers at Patiala, Ferozepur and Jalandhar.

2.63 The Government also decided to make science teaching an integral part of school education. The State Government also set up the State Council of Educational Research and Training in 1981 for the development of educational research and training. It is expected to coordinate the programmes of various research and training institutions in the State. The education system is striving hard for improvement and further development to provide a satisfactory educational service to the society, but its efforts are bearing little fruit.

2.64 The foregoing pages contain only an overview of the pace and progress of education in the State of Punjab in the context of its development in the country as a whole. There has been no dearth of good intentions, reports and recommendations to suggest ways and means for bringing about a substantial and meaningful improvement in the quality and pattern of education in schools, colleges and universities. There appears to be no dearth of ideas. We are aware of what should be done. But the depressing part of the academic scene is that many of these sanguine ideas and recommendations, made after much careful consideration, have not found prompt and adequate implementation. We seem to lack the will to implement them. In education, implementation is a slow process requiring careful planning, persistence and above all, convictions in the eventual goals. It is not our intention to apportion blame, but the

fact is undeniable, that the status of education in the state, as in the country as a whole, continues to be dismal and something that does not serve its needs adequately enough. We need to do something about it.



REVIEW OF THE FUNCTIONING OF THE  
EDUCATIONAL SYSTEM IN PUNJAB

3.01 The Punjab as a state is known to be traditionally progressive and forward looking and so is its educational system. The state government, for instance, introduced universal primary education as early as 1961 after enacting the Compulsory Primary Education Act in 1960, to meet the constitutional obligation of providing free and compulsory education for all the children in the age group of 6-11 years. This <sup>was</sup> followed by the setting up of a separate Directorate for Primary Education in the year 1978 for meeting the challenges of universalisation of education at this stage.

Practical  
Arts  
Scheme

3.02 In order to give a vocational bias to our education, which seemed to be the need of the hour prompted by the concept of Basic Education advocated by Gandhiji, a scheme for the introduction of what was then designated as the "Practical Arts Scheme" was initiated by the Punjab Government in the year 1964. Under this scheme subjects like carpentry, metal fitting, electronics etc. were offered as electives in classes VI to VIII. Though there was some enthusiastic response to this scheme in the earlier stages, it seems to have created no perceptible impact on the educational system for a variety of reasons, which will be discussed later.

Higher  
Secondary  
Education

3.03 Similarly, in 1962-63, in response to the recommendations made by the Secondary Education Commission and their acceptance by the Central Government, the Punjab

Government agreed to introduce the pattern of higher secondary education consisting of 11 years' schooling in some of its schools. In the earlier stages the new pattern of education generated considerable amount of interest and a number of schools opted for it. By the year 1966, there were 274 schools offering higher secondary courses with an intake of 19,404 students during that academic year. This enthusiasm, however, could not be sustained, as will be evident from the table given below :

Table 3.1 ENROLMENT AND NUMBER OF INSTITUTIONS AT HIGHER SECONDARY AND PRE-UNIVERSITY STAGE

Year	Number of Institutions		Enrolment	
	Higher Secondary	Pre-University	Higher Secondary	Pre-University
1966-67	274	65	19404	16010
1967-68	280	72	23919	17888
1968-69	257	83	21212	24179
1969-70	260	97	22281	28942
1970-71	253	122	16700	29742
1971-72	255	138	17505	33933
1972-73	250	143	16920	33980
1973-74	248	147	19660	32154
1974-75	245	147	17246	30225
1975-76	243	158	18979	32145
1976-77	245	157	20136	34692
1982-83	244	164	28279	38921

Source: Statistical Section, D.P.I. (Schools) Punjab, Chandigarh

3.04 It will be observed that while the number of students taking up these courses in higher secondary schools has remained almost constant since 1966, except during 1982-83, when there was a spurt, the number of pupils in pre-university courses offered by the colleges at par with the higher secondary, has more than doubled. A similar trend is evident from the number of colleges which increased from 65 to 164 during the same period, indicating some reservations in the minds of the pupils and their parents with the options available to them.

PRESENT 3.05 It is clear to us that it will take some time  
 EDUCATIONAL before the infrastructure needed for introducing the national  
 STRUCTURE pattern of education can be fully implemented. In the mean-  
 time the structure of education followed in the state will  
 continue to be as at present with marginal adjustments. This  
 consists of 5 years of primary education with 3 years of  
 middle school (upper primary) followed by a public examina-  
 tion; and 2 years of secondary education followed by  
 another public examination known as matriculation. There is  
 also a public examination at the end of class V (Primary  
 stage) though it is somewhat different in nature from the  
 other two examinations.

3.06 After 10 years of schooling the student, if  
 he wishes to continue his studies, has the option either  
 to pursue the higher secondary course in the school or to  
 join a college for the pre-university course of one year's

duration, to be followed by the 3 years' degree course of the University.

3.07 If a student wishes to pursue a professional course or an honours school course in the university he is required to spend another year in the college after higher secondary/pre-university before he becomes eligible to join these courses.

3.08 A post-graduate course follows the graduate programme. The duration is 2 years after a pass degree and one year after a degree from the honours school system which is of 3 years' duration.

3.09 In order to have a correct appraisal of the system, it will be essential to assess the effect of other relevant factors like the size, the curriculum, the mechanism for its development, orientation of teachers, teaching material and methods, organisational set-up, its management, viability, resources available and the like. In order to correctly identify the gaps it is proposed to have a brief review of the system stagewise, taking all these factors into account.

3.10 In the field of primary education there has been impressive expansion in enrolment of school going children in the age group of 6-11 years, as will be evident from Table 3.2 . It will be observed that the target of enrolling all the eligible children for free and compulsory primary education had already been realised as early as 1975.

PRIMARY  
EDUCATION  
Its  
Expansion

Table 3.2 : NUMBER OF SCHOOLS, ENROLMENT AND POPULATION  
AT PRIMARY STAGE

Year	Govern- ment Institu- tions	Non-Govern- ment Insti- tutions	Total*	Enrolment	Popula- tion in Primary Age- Group 6-11 (in lacs)
**1967	6830	172	7002	13.0	15.5*
1968	7002	181	7183	12.9	15.8
1969	6974	180	7154	13.1	16.1
1970	7064	192	7256	13.3	16.4
1971	7068	190	7258	14.0	16.7
***1972	7178	190	7368	14.4	17.1***
1973	7990	197	8196	16.5	17.4
1974	8793	192	8985	17.6	17.8
1975	9147	188	9335	18.2	18.2
				100 % enrolment	
1976	9412	198	9610	19.4	18.8
1977	9569	194	9763	20.6	19.2
1978	12211	190	12401	21.3	19.5
1983	12219	170	12389	19.2	21.6

Source : Statistical Section, DPI(S) Punjab, Chandigarh.

\* Exclusive Primary Schools disregarding the number of attached sections to middle and high/higher secondary schools.

\*\* For years 1967-71 the insertions are based on population figures for 1961 and 1971.

\*\*\* For years from 1972 onwards the insertions are based on the census figures of 1971 and 1981

From the study of this table which gives the number of institutions in the state, the enrolment figures in these schools in the age group of 6-11 years and the total population in this age group it will be observed that since 1978 the increase in the number of schools has been marginal. The total number of pupils in the age group 6-11 enrolled in the schools at present is 19.24 lacs approximately.

3.11 There are 12389 primary schools in the system, of which 11385 are in rural areas and 1004 in the urban areas. The schools in the primary sector are largely managed by government as is evident from the number of 12219 government schools as against 170 privately managed schools. Besides, there are 411 primary section attached to aided middle and high/higher secondary schools, thereby raising the number of primary sections to 12800 (vide Table 3.3). The system has 51734 teachers. Each revenue village of Punjab has a primary school, and this facility has been made available to all children within a radius of one kilometre.

Capacity  
of the  
System

3.12 On the basis of the number of schools and taking an optimum strength of 200 children per school computed on the presumption of one section of 40 per class in 5 classes, the capacity of the system (12800 sections) works out at 25.60 lacs while the number of children enrolled in the age group 6-11 is 19.24 lacs. It will be observed that there is an excess capacity of 6.36 lac children which could meet the future demands possibly up to the year 1990-91, computed on the basis of population projections and the number of students in the age group per thousand on the present statistical information.

3.13 Table 3.3 gives these statistics based on factual data up to the year 1982-83 and projected figures for the years 1989-90 and 1990-91.

Table 3.3 : ESTIMATES OF SCHOOL STUDENTS AND TEACHERS  
AT PRIMARY STAGE

Year	**Number of school and attached Primary schools	Number of students	Number of teachers	Pupil-Teacher Ratio
1977-78	12753	21,26,732	50,404	42
1978-79	12747	20,50,616	49,818	41
1979-80	12779	20,61,331	50,841	41
1980-81	12789	20,70,604	50,989	41
1981-82	12769	20,08,404	51,574	39
1982-83	12800	19,23,943	51,734	37
1989-90*	12120	24,23,960	60,600	40
1990-91*	12479	24,95,820	62,395	40

Source : Statistical Section DPI (S) Punjab, Chandigarh

\* Projected figures

\*\* Includes full fledged primary schools and primary sections attached to middle and high/higher secondary schools.

Assumption : 1. Capacity of a school = 200 students

2. Teacher-pupil ratio = 1 : 40

3.14 It can, however, be argued that the assumptions made for computing the capacity of the system, i.e. 200 children per school, may not be valid, as there may be villages with a small population, or say, up to 1000, which could not have as many as 200 children. These schools will, therefore, not be viable. On the other hand, villages and towns with population above that figure will have more than that number, which could be accommodated in the same schools by increasing the number of sections per class,

with additional teachers. The capacity that we have computed is an approximation on the basis of averages and could, therefore, be justified.

3.15 The excess capacity of approximately 33 % indicated above takes into account the wastage and stagnation up to Class V at the primary stage. The assumption that all children enrolled in class I complete their examination up to the end of the primary stage without any attrition on the way is not correct, as will be indicated by the table given below :

Table 3.4 : PERCENTAGE OF \*WASTAGE AND STAGNATION IN DIFFERENT CLASSES OF SCHOOL EDUCATION

Year	I Enrolment	II	III	IV	V
1966-67	360790				
1967-68	355004	22.94			
1968-69	363259	20.55	28.63		
1969-70	377596	21.20	27.47	38.74	
1970-71	407610	21.59	28.49	33.95	44.18
1971-72	414108	23.21	29.60	33.67	42.52
1972-73	530658	16.93	27.53	31.54	38.53
1973-74	525505	22.79	23.75	32.01	37.80
1974-75	498145	22.42	29.90	29.22	39.16
1975-76	581270	19.22	30.08	37.52	38.70
1976-77	636625	27.34	25.75	35.31	45.28
1977-78	653414	27.51	35.04	31.93	43.84
**Average Wastage	-	23.9	32.2	38.2	46.00

\* Wastage and stagnation shown as successive percentage from Class I to Class V.

\*\*Average wastage includes statistics up to 1982-83

Source : Enrolment figures from the Statistical Section D.P.I. (Schools), Punjab.



This wastage and stagnation rate should be a matter of serious concern to us. Steps do need to be taken to improve the retention ratio at the primary stage.

Teacher-  
Pupil  
Ratio

3.16 As already mentioned previously, we have 51734 teachers in this sector. An enrolment of 19.24 lac. students in primary classes gives us on an average teacher-pupil ratio of 1 : 37 which is higher than 1 :40, which, according to the educational standards followed in other states as well as those recommended by the Education Commission(1964-66) after a detailed analysis, is considered liberal. It could take care of some projected increase and also improvement in the retention ratio.

3.17 Notwithstanding the excess capacity available with us and the comfortable position in respect of teacher-pupil ratio indicated above, from the information made available to us on our visits to schools and through discussions with people from different backgrounds, including teachers involved in the system, students and parents, one gathers the impression that there is still considerable room for improvement. While the government has done well to provide the infrastructure for Universal Primary Education, the system, on the whole, stands shaken on many counts as a result of this expansion without adequate planning and preparation.

Deficiencies at  
the primary  
stage

3.18 We understand on the evidence of statistics available with the DPI(S) that out of 12389 primary schools there are as many as 229 schools without a teacher, and 1537

schools where there is only one teacher. It is difficult to imagine an efficient school system without adequate provision of teaching staff in all its schools. On the other hand, from the statistics given above it is evident that the number of teachers available in the system is adequate to man all these schools without any difficulty. This leads us to believe that there is some inadequacy in the personnel policy followed by the department, resulting in shortage of teachers in some schools and a corresponding excess in others. It would appear that a rationalisation of staffing pattern and transfer policy etc. is called for to remove these anomalies. This point will be dealt with later in this chapter.

3.19 There are equally serious deficiencies in the physical infrastructure needed for the efficient functioning of the system. From the information obtained from the State Education Department and the feed-back we received from the sample studies carried out by our survey teams, we observe that there are serious shortages of class room accommodation, libraries and reading rooms, laboratories, staff rooms, toilets, playgrounds, in fact, in all that constitutes a congenial environment to make the educational process effective. Only 24% of our schools have reasonable physical facilities in terms of modern standards. No detailed estimate of this backlog has so far been prepared. But on the basis of the very preliminary estimates made by the Education Department it would seem as though a sum

(30.59 crores for buildings and 1.89 crores for furniture etc.) of Rs.32.48 crores/would be needed to update the physical facilities even at the primary stage.

Backlog of  
Physical  
Facilities

3.20 We have taken note of this backlog and tried to analyse the factors leading to this situation with the object of suggesting a solution. The viability of our educational system in terms of resource mobilisation for it has been discussed in Chapter XIII. At the moment, we would only wish to observe that this backlog has arisen, because planning for the expansion of the system was carried out without due care. It omitted to provide for an important component of the expansion inputs, namely, the physical infrastructure such as equipment, furniture, buildings, etc. The wage bill in terms of staff salaries was allowed to account for more than 98 % of the resources available for expansion, resulting in their shortage to provide for these essential inputs, without which the system has lapsed into inefficiency.

Lack of  
Academic  
Leadership

3.21 Notwithstanding the government's intentions, the separation of the Directorate of Primary Education from the mainstream of the State Education Department, does not seem to have achieved the desired objectives. It was planned to improve standards at the primary stage, most vital to the whole educational process, by devoting un-divided attention to it, but from the educational point of view it seems to have created as many problems as it has solved.

It has to be remembered that education is an indivisible process. The school stage from class I to X is an integrated whole. To divide it into sub-stages for purposes of administrative convenience is an unforgivable fallacy. For achieving its objective the entire school stage has to have a continuity of curriculum. Though the subjects taught have to be treated differently at different stages, depending upon the comprehension of the pupils at each stage, nevertheless there has to be continuity of treatment from one stage to another. It is inconceivable to think of any stage in isolation.

3.22 The bifurcation of the school directorate has led to the complete isolation of the primary and secondary stages of school education. This has down-graded the quality of education in primary schools. Formerly the Headmaster of the middle school/high school/higher secondary school was able to provide academic leadership to the attached primary school. It provided a more congenial academic atmosphere and a resource base for the primary classes. This academic interaction is now denied, with serious repercussions on the standards due to the creation of a "Berlin Wall" even when they are located on the same premises. This has led to disastrous consequences for the entire educational process by weakening the primary stage where the foundations of education are being laid, and the basis of necessary competence and skills is in the process of development.

Curriculum  
at Primary  
Level

3.23 At this stage, perhaps, we should have a brief look at the curriculum followed at the primary stage in the Punjab, though this matter will come up for a detailed discussion in the chapter on Curriculum. In Punjab the first two classes of the primary course are treated as one unit to allow the flexibility of an ungraded unit. The other three classes are treated as a separate unit each. The courses of study include the study of two languages - Punjabi or Hindi as first or second language (depending upon which of them is the mother tongue), Arithmetic, Science and Social Studies, Health and Physical Education.

3.24 The Education Commission (1964-66) had, however, stressed in their report that at the primary stage, in addition to developing the skills of literacy and numeracy, which are basic to all learning processes, the curriculum must include study of environment as an introduction to natural and social sciences and educational activity to develop the inherent potential of the child by encouraging him to be involved in creative activity and developing correct habits and attitudes for a harmonious living in society.

3.25 For some reason, the School Board has not been able to include the latter at all in the curriculum, and the emphasis on the former is also feeble, with the result that it does not receive the kind of attention it should at the hands of the teachers in the schools. We strongly

feel that this distortion in the curriculum is avoidable and needs attention.

Assessment  
at Primary  
Level

3.26 At the end of the primary stage there is a public examination conducted by the Punjab School Education Board. Roughly 2.74 lac grade V students take this examination annually. The question papers are set by the School Board on a syllabus prescribed by them, but the conduct of the examination, marking of the scripts and declaration of results is controlled by the Directorate of Primary Education. Generally the pass percentage in this examination is almost cent per cent. From the feed-back available with us the credibility of this examination needs to be looked into and improved considerably.

3.27 The assessment of the students up to class IV is generally internal. While it could be argued that at this stage internal assessment by the teacher is the only logical way of grading the students and getting the feed-back needed for the educational process to take corrective measures, from the information available from the schools it would appear that the students' records are not kept meticulously or even regularly, nor are they properly supervised. In the absence of a well organised procedure for maintaining internal assessment records, the validity of such assessment becomes doubtful. Some steps need to be taken to set it right.

Supervision  
at Primary  
Level

3.28 At present, there are 228 Primary Block Education Officers in the State and the number of schools each Block

Education Officer is required to visit in his block annually varies from 46 to 62. This will be evident from the statement given below (Table 3.5), which shows the number of primary schools for each block, sub-division and district.

Table 3.5 : PUNJAB-A COMPARATIVE VIEW OF SCHOOLS AT DISTRICT AND EDUCATIONAL BLOCK LEVEL

YEAR 1982-83

Serial Number	District	Number of Tehsils / Sub-Divisions	Number of Educational Blocks	Number of Primary Schools per district	*Number of Primary Schools per Educational Block
1.	Amritsar	5	27	1487	55
2.	Bhatinda	4	12	629	52
3.	Faridkot	3	16	739	46
4.	Ferozepur	3	22	1130	51
5.	Gurdaspur	3	23	1327	58
6.	Hoshiarpur	4	23	1436	62
7.	Jalandhar	4	25	1177	47
8.	Kapurthala	3	8	486	61
9.	Ludhiana	4	21	1011	48
10.	Patiala	5	22	1272	58
11.	Ropar	3	14	867	62
12.	Sangrur	4	15	828	55
Total		45	228	12389	--

\*rounded up as whole numbers.

Source: Handbook of Punjab Educational Statistics 1983, DPI (Schools) Punjab.

3.29 The Block Education Officer, in addition to the inspection of primary schools within his jurisdiction, is required to keep liaison with the public and Parent-Teacher Associations, performs other administrative functions, and

is responsible for disbursement of salary of the staff. It will be evident that with such a schedule of work his annual inspection visits, or even surprise ones, can only be considered administrative. We have carefully looked into this aspect of academic leadership in these schools and have come to the conclusion after ascertaining the views of all those involved in the educational process at this level that these inspections could, at best, ensure <sup>a</sup> check on the administrative functioning of the schools and could, with no stretch of imagination, be associated with providing any academic supervision or leadership, which is sadly missing.

Education-  
al Cadres  
at Primary  
Level

3.30 The unit administration is vested with the Block Primary Education Officer, who belongs to a cadre which has been raised from /amongst the primary school teachers themselves. This, in itself, is a good thing, as it provides a channel of promotion for them. Previously, the primary school teachers had no promotional avenues. Their careers being limited, we could not attract persons of adequate calibre to join as primary school teachers. Now they have a ladder of promotion as Head Teachers, Centre Teachers and Block Education Officers. This would certainly improve the quality of the in-take into this service. It would be legitimate to expect two promotions on the basis of seniority which is the prevalent practice in other cadres but in the interest of improvement in standards it may be desirable to involve some sort of a selection process for



the third promotion by linking it with merit and added experience and qualification. We would revert to this point later.

3.31 Perhaps at this stage we should also take note of the fact that the minimum qualification for recruitment to the cadre of primary school teachers is Matriculation with JBT as professional training. While these qualifications may have been adequate in the past, with the explosion of knowledge that has taken place and the need for enrichment of the school curriculum for improving the quality of education in terms of higher standards etc. both from the point of view of subject matter and teaching methods, a feeling is growing that we should reassess our minimum requirement of qualifications for recruitment to these cadres. We have examined this matter in detail and shall discuss it later in Chapter VII.

MIDDLE  
SCHOOL  
STAGE

3.32 The three years' middle school stage should normally be called upper primary, as it forms a part of the 8 years of free and compulsory education for the age group of 6-14 provided by the Constitution. This eight year long schooling has been designated by the Education Commission (1964-66) as Elementary Education. Logically speaking, both these stages should be organised in the same school so that the constitutional provision of free and compulsory elementary education for all could be fulfilled without change of school. This is, however, not feasible now in Punjab, as the primary schools are under the control of the

Primary Directorate and are physically and academically separated from the rest of the school system. From the educational point of view this is not a very desirable situation, but as it has now become a reality, we would have to devise other means to get over this handicap.

3.33 It would appear to us that the position of middle schools in the school stage is very unenviable. They are small units, and, economically, not viable. At this stage the subject coverage becomes more discrete and has to be dealt with in greater depth and detail. The input in the teaching of sciences requires greater specialisation. Each school has, therefore, to be provided with a minimum of seven teachers or more for 3 classes of, say, 40 students each. This gives a teacher pupil ratio of 1 : 15-17 which is far above the viable norm.

3.34 We feel that the way out of this dilemma would be not to encourage the proliferation of such schools in future and, wherever possible, to merge the middle schools with the high schools, so that a viable institution of Secondary Education could be created.

3.35 Alternatively, we could think of another approach to the problem. So far we have not been able to introduce pre-primary education in our educational system. It is now becoming increasingly accepted that introducing children to the cognitive process before the age of 6 helps to extend the potential of the child for further development

at a later stage. Pre-primary education of 2 to 3 years' duration is being thought of in all progressive societies. We used to have one year of pre-primary in our school system some time back. It was given up.

3.36 By introducing this pre-primary stage in our schools we could revert to 4 years of primary stage which exists in some states. We could transfer the 5th primary class to the middle school and make it a viable unit with 4 classes without any additional teacher. The primary stage will then consist of one year of pre-primary and four years of primary education. The primary school will continue to have 5 classes. This could help in raising standards both at the Primary and Secondary levels.

HIGH SCHOOL  
STAGE

3.37 Our courses up to matriculation in secondary education are organised to a structured syllabus of one year's duration without any diversification. There are some electives provided, but they do not appear to fulfil any objective or desired educational goal. The objectives of the curriculum prescribed, in general terms, seem to be to acquire communication skills and numeracy, develop logical thinking, requiring some knowledge of sciences both physical and social, and physical education. So far as the identification of the curriculum goals is concerned, they are similar to those identified by the Education Commission (1964-66), except for the significant omission of educational experiences in the field of creativity, aesthetic appreciation, ethical and moral values and

introduction to SUPW clustered around the subject area of work experience and allied subjects. This is a serious omission and clearly needs rectification.

3.38 In respect of Physical Education, too, we need to note that there are two components to Physical Education—sports and games and knowledge of the human body and its health. The former is largely a co-curricular activity, while the latter could be included as a curricular subject. Punjab, which was known for its excellence in sports, seems to have lost its place of pride even though Physical Education has been included as a compulsory subject in the school curriculum. It appears to us that in sports, as in other areas of work experience, we are providing for theory where practice is needed. This should be a matter of concern to us to be set right as early as possible.

Population  
Education

3.39 Similarly, population education, which has a tremendous significance in the present context of the needs of our society, has been inadequately provided. A few odd seminars occasionally organised for the purpose here and there do not serve any useful purpose.

Higher  
Secondary  
Stage

3.40 Since the year 1962-63 an additional year has been added, in some schools, to the secondary stage, increasing the duration of the school stage to 11 years, in accordance with the recommendations of the Secondary Education Commission. While implementing this new pattern the government, however, decided that as it would be difficult to upgrade all the schools to the higher

secondary level in the foreseeable future, some colleges, that had the requisite infrastructure, might be allowed to run pre-university courses to make the students eligible for admission to the three year degree course. As most of these institutions had better facilities, a number of students preferred to avail themselves of this option.

3.41 The two streams from which the colleges/ universities draw their intake, therefore, follow different syllabi and hold different examinations, which creates problems of equivalence and standards and confuses the students and their parents.

3.42 There are yet some other schools in Punjab that offer 2 years of Higher Secondary Courses following the national pattern of 10+2+3. As Punjab has not yet implemented the national pattern, these schools have sought affiliation to the Central Board of Secondary Education and take their Higher Secondary Examination. This adds to the confusion further, as some universities of Punjab are not accepting the equivalence of this examination to the minimum qualifications for admission to higher courses.

3.43 While physical facilities in High Schools in terms of class room accommodation, libraries, laboratories, playing fields for sports etc. are better than those at the primary and middle schools, they are still far from being adequate. There is shortage of books and equipment for science teaching and the use of educational technology for

modernising and updating the teaching programme. These deficiencies need immediate attention, if we have to raise standards of education at this level.

Capacity of  
Secondary  
Stage

3.44 Any computation of the capacity of the secondary system of education in the Punjab on the basis of the number of schools constituting it, as was done for the primary stage, would prove unrealistic and serve no useful purpose. From the statistics indicated in Table 3.6 below it will be observed that in the year 1982-83, we had 1469 middle schools and 2187 high schools with 159890 and 774218 pupils respectively.

Table 3.6 : NUMBER OF STUDENTS AND TEACHERS AT MIDDLE AND HIGH SCHOOL STAGE

Stage and Year	Enrolment	Number of institutions	Number of teachers	Teacher Pupil Ratio
<u>MIDDLE</u>				
1977-78	576798	1732	19446	30
1978-79	188584	1572	10043	19
1979-80	189084	1499	10500	18
1980-81	186202	1432	10426	18
1981-82	157814	1416	9662	16
1982-83	159390	1469	9779	16
<u>HIGH</u>				
1977-78	958286	1582	31713	30
1978-79	621854	1774	27058	23
1979-80	675711	1899	27820	24
1980-81	700644	2069	30116	23
1981-82	755742	2154	32512	23
1982-83	774218	2187	33828	23

Source : Statistical Branch, DPI (S) Punjab, Chandigarh

3.45 It appears that on the basis of the teacher pupil ratio, the capacity of the system is not only adequate for the moment but could possibly also take care of some expansion in the immediate future. In spite of this favourable situation in respect of the number of teachers and our feed-back from the sample surveys and interviews the that we held with concerned people, we find that there is shortage of staff at some places and excess in others. This situation is similar to that which exists at the primary level. As already observed, it is clear to us that such an anomalous situation has come to be created by some flaws in the present personnel policy followed by the State Education Department, that needs review.

3.46 We have been informed that the Department had formulated a policy of house rent allowance to mitigate the hardship imposed by high rents in urban areas. With easy transport now available it is possible for people to commute to their place of work while living in their own villages. The house rent admissible is, therefore, in addition to their emoluments which everyone tries to cash on, in addition to other fringe benefits such as city compensatory allowance and the education of children. Nobody, therefore, likes to be posted in rural areas or away from urban areas. It would appear that this policy needs to be reviewed, so that pressures may not build up for posting in urban areas, which would be detrimental to the health of the system.

ORGANISAT-  
IONAL SET-  
UP

3.47 It may not be out of place here to describe in brief the organisational aspects of the educational system obtaining in the state to ascertain possible gaps for future attention. Besides the three Directorates of Education, namely, the Directorates of Primary, School and College Education, the Government has also set up the following two institutions with a view to supplementing the management of the educational system:

- (a) Punjab School Education Board
- (b) State Council of Educational Research and Training

3.48 The Punjab School Education Board was set up under an Act of the State Legislature in 1969 and the State Council of Educational Research and Training was established recently in 1981. According to the Act the main functions of the Punjab School Education Board are the following:

- (1) To prescribe the syllabi, courses of study and text-books for school education.
- (2) To arrange for the preparation, writing, compilation, printing, publication and sale of text-books and other educational material.
- (3) To hold examinations for School Education, publish the results of such examinations and grant certificates to successful candidates; and
- (4) To prescribe conditions for the recognition of institutions in terms of teachers and their qualifications, curriculum, equipment, buildings and other educational facilities.

3.49 In addition, it has 14 other prescribed functions to perform, which are of an incidental or peripheral nature. We are not sure whether the loading of the Board with such



a large number of functions has promoted its efficient working. In particular, we have not been able to appreciate the vesting of the function to prescribe curriculum and grant of recognition to the schools in the Board as such. This function should appropriately belong to the Department of Education.

**Statutory  
Boards of  
Studies**

3.50 The Board has no statutory boards of studies and functions in respect of curriculum matters and syllabi through ad hoc committees for specific purposes. While this arrangement appears to have worked in the past, it could not be the best method of organising this function, owing to lack of continuity of policy as also of accountability.

**Teaching  
Material**

3.51 The Board is also responsible for devising syllabi and producing all teaching material for the school system. This is a very important function but needs a mechanism for cross check by some independent authority. For this purpose, however, the Board resorts to an informal structure without adequate check or feed-back from the teaching process, an arrangement which leaves much to be desired. This is a matter of concern when planning for improvement in the quality of education, to be imparted through our school system.

**Publica-  
tion**

3.52 The other important function of the Board is to publish the teaching material produced by them, as indicated above, and its distribution among the schools for use by the students and teachers. This is a purely

commercial function and in many states it is performed by a separate organisation not involved in the academic processes, such as a Book Corporation. As this is a fairly large scale operation without any academic flavour and is likely to expand further with the implementation of the senior secondary education, with emphasis on vocational education at the plus 2 stage, the government may have to assign this responsibility to some other agency. This issue has been examined in detail in Chapter XI.

## EXAMINATIONS

3.53 The basic function of the School Board, in our view, appears to be to organise the public examinations at different stages of the educational process, to assess its functioning and its products, and their certification. It performs this function by holding public examinations at the end of primary and elementary stages; and the matriculation examination after ten years' schooling. It has added to this schedule one more examination at the end of eleven years of the present day higher secondary education. With the implementation of the 10+2 pattern of education and the formation of a separate Board for Senior Secondary and Further Education, the examination schedule of the existing Board will require readjustment. Hopefully, it will shed off the Higher Secondary examination.

3.54 We find that the functions of the Board, as prescribed in the Act, are so diverse and confusing that there is no clarity regarding its responsibility and

accountability in respect of them. While dealing with the functions of the Board, it would appear to us worth while to take into account the complementary role of SCERT, without which it cannot function efficiently.

STATE  
COUNCIL OF  
EDUCATIONAL  
RESEARCH  
AND TRAIN-  
ING

3.55 We shall be dealing with the functions of SCERT later in this report. We, therefore, do not wish to dwell on it here except to point out that, conceptually, SCERT needs to be visualised as a bridge between the State Department of Education and other agencies such as the School Board and Teacher Training Institutions, with a complementary and a monitoring role, and not in competition with them.

TERTIARY  
EDUCATION

3.56 We have an unbalanced system of education at the tertiary level as a legacy of our colonial past. India before independence possessed some sort of a school system for the elite and a university system for the training of its administrative cadres. The goal of university teaching was a generalist education unconcerned with its socio-economic purposes. University education was directed to-  
the  
wards/pursuit of knowledge and excellence. While this must continue as the prime goal of University Education, the developmental needs of our socio-economic system require persons who can apply the discovered knowledge available to us for the use of man and society i.e., to create wealth and generate employment. It would appear to us that adequate attention has not been paid in Punjab, or

for that matter, even in other states, to this need of the nation. In other countries such a need is met by the Polytechnics and Colleges of Further Education, which constitute the second limb of the tertiary education parallel to the University System, with complementary functions. Unfortunately this is conspicuous by its absence in our situation.

Universit-  
ies of  
Punjab

3.57 There are three affiliating universities for imparting general education in the state. Some of them also offer professional courses like medicine, engineering, law, commerce, business management and the like. The Universities in the state are :-

- \*1. Panjab University, Chandigarh
2. Panjabi University, Patiala
3. Guru Nanak Dev University, Amritsar.

In addition, there are two other institutes of Higher Learning offering professional courses at the highest level in the disciplines of Agriculture and Medicine, namely;

1. The Punjab Agricultural University, Ludhiana, and
2. The Post-Graduate Institute of Medical Education and Research, Chandigarh.

3.58 These universities are autonomous bodies created by Acts of the State/Central Legislature. The Panjab University and the Post-Graduate Institute of Medical Education and Research, Chandigarh, are in a slightly different position in respect of their funding and control. However, they also serve the state of Punjab and, as such, it would be legitimate for us to include a reference

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\*Located at Chandigarh, U.T., Panjab University has its affiliated colleges in Punjab.

theirto in our discussion here.

3.59 In quantitative terms the facilities for higher education made available by these institutions appear to be adequate to meet our present requirements. In terms of quality though the standards attained in some of these universities are comparable to those attained elsewhere, there is always room and scope for further improvement, particularly when these institutions have as their goal the pursuit of excellence. In our discussion with members of the faculty and administration and the students it was projected that there was scope for introducing changes in the higher educational set-up for improving the performance of the system, making it more relevant to the needs of the community as well as the pursuit of excellence. We shall be mentioning these in detail in Chapter XIV.

3.60 The governing structure in all the three universities is more or less the same. It consists of (1) the Senate, (2) the Syndicate, (3) the Academic Council, (4) the Faculties and (5) the Boards of Studies. This structure of university governance follows the pattern evolved by most of our universities based on the model developed in Europe, on which we have patterned our university system. It seems to have stood the test of time. We, therefore, do not propose to suggest any radical changes in the structure. Further, at this level it may be worth while

3 Possible  
Area of  
Attention

following a pattern that has national and international acceptance. With regard to their constitution, there are important differences. As a result of our past experience the consensus that seems to emerge is that the membership of these bodies should largely come from the academic community itself. Outside representation should be minimal, providing for community interaction and not community control. Further, it is now conceded that, under our conditions, elections for representation of groups within the academic community should be reduced to the minimum for the efficient functioning of these institutions. These are the recommendations of the special committee on Central Universities appointed by the University Grants Commission and the Gajendragadkar Committee which had examined the governance of the universities previously; and they have been generally accepted. It would be desirable to take note of them, when updating our university set-up. It may be worth noting here that the Acts and Statutes under which these universities were established, have not been modified with the passage of time. For the efficient working of these apex institutions it is necessary that they should be up-dated and made responsive to the needs of our times. We shall be discussing this in detail in Chapter IV. At this stage we only wish to point out the urgent need for looking into this aspect of the matter.

the universities. The model most commonly in vogue is through Deans, Heads of Departments and Departmental Committees. The most controversial link in this chain is the Head of Department. Most universities are involved in an experiment of headship by rotation. This seems to have created some problems. The feed-back we get from talking to the academic community at the universities, is that while the consensus seems to be in favour of it, they would prefer it to be for a much longer period of four to six years instead of two or three years as at present, confine it to senior professors with experience and maturity, and improve the selection procedures to avoid groupism, which destroys the cohesion of the academic community, with very deleterious effects. We shall be discussing this in detail later.

Health of  
Teaching  
Community

3.62 The health of the teaching community is one of the basic conditions for the pursuit of scholarship and excellence in a university. In this matter the role of the organised sector of the teaching community is vital. Attempts have been made recently by the Government of India to analyse the situation and evolve some understanding on how to maximise their participation in the educational and decision making processes of universities. It would be advisable for the teachers<sup>to</sup> evolve a code of conduct on their own for the discharge of their duties and responsibilities. That will be in the interest of all the sections of the university community.

Affiliated  
Colleges

3.63 Under-graduate teaching is mostly done in the affiliated colleges. There are 32 government and 133 aided private colleges in the state. Though the majority of them confine themselves to under-graduate teaching, there are 44 colleges that also offer post-graduate courses. Besides facilities exist in the state for graduate and post-graduate studies through correspondence courses and Evening Colleges.

3.64 The private colleges are now provided government aid to the extent of 95% of their recurring costs based on staff strength as on 1.9.1978, which has now become inadequate because of the need for additional staff as a result of increase in the number of students and the introduction of additional courses. We understand that these grants, more often than <sup>otherwise</sup> / , are not released in time by the department, which causes considerable hardship to the institutions and their staff.

3.65 No provision has been made for meeting the developmental requirements of the colleges, except for the meagre grants that the UGC provides to them for some very specific purposes or projects. This policy needs to be reviewed. Without developmental aid the colleges would not be in a position to undertake any programmes of improvement or add to their courses of studies. It may be appropriate to mention that in Punjab there has been unwarranted growth of colleges during the past few years. These have been opened on grounds other than academic necessity and without adequate care regarding the availability of financial



resources for equipment facilities and staff. The result that we see was inevitable. Many of these institutions have become 'sick colleges' and are clamouring for government take over. This situation should have been visualised earlier. Some time back, however, <sup>the</sup> government issued instructions restricting the opening of new Arts and Science colleges. It may be mentioned that the Education Commission (1964-66) recommended the establishment of bigger and autonomous institutions for greater efficiency and economy, but it is a pity that, as with many of its other recommendations, hardly any heed has been paid to this significant suggestion. The colleges that are sick, and are otherwise not viable, are more a liability than an asset to the system.

Students'  
Participa-  
tion

3.66 Student discipline is of major concern on all university campuses. They form the other vital component of the academic community, and no educational process can successfully proceed without amiable relationship between the teachers and students. During our visit to the various campuses we met quite a few of their representatives. We mostly found them positive in their responses and quite keen to pursue knowledge, the purpose for which they had joined the university. It appears to us that it is necessary to devise a mechanism to obtain their cooperation both in the educational process through their representatives on Course Committee and Departmental Committee (this will be discussed later) and for maintaining stability on the campus through their organised sector. Special attention

has to be paid to the structure of these organisations so that all sections of the student community are represented on them and they are not usurped by a few aggressive groups.

3.67 All universities, no doubt, pay some attention to organising sports and cultural activities for their students. This is all to the good but how far the quantum of these activities has provided an outlet for self-expression to their abounding energy needs to be assessed. We need to explore the possibility of igniting their intellect and harnessing their energy by offering them endless opportunities of self-expression through co-curricular and extra-curricular activities. They need to be encouraged to manage their own affairs such as halls of residence, sports and games and all other students' activities by themselves under controlled conditions. It would appear to us that there should be in each university a special organisational structure needed for the operation of this activity and a responsible person designated to provide leadership in this area.

3.68 We have a well founded system of University Education in the state, for that matter in the country as a whole. The prime function of the university, as pointed out already, is to engage itself in the pursuit of creating new knowledge, i.e. furtherance of the frontiers of knowledge. On the other hand, the need of the economy and all development processes is for persons skilled in the art of utilising the already discovered knowledge for the benefit of

society. An analysis of the manpower needs of any organised socio-economic system would reveal that for its successful functioning it requires 80 % of its personnel trained in skills for utilising the existing knowledge and only 20 % of those that can generate new knowledge. While our universities are geared to train only the latter category, our tertiary system has no provision for training the former, which forms the bulk of the manpower needs of the economy. We are convinced that until this gap is filled, and this limb of our tertiary education is fully developed, the education at this level will remain unbalanced.

3.69 This mis-match between our needs and achievement in manpower development is responsible for the educated unemployment problem and pressure on the universities, which has led to a fall in standards of education. The Education Commission (1964-66), therefore, rightly emphasised the importance of vocationalisation of education at the plus 2 level. But it did not go far enough to suggest diversification to the extent of providing vocational education at this stage for developing skills that would make the learners employable. The level of education and development of skills were not related to job requirements and employability. Yet it was stated that these courses would be terminal. Saddled with this concept of vocationalisation of education, there is no wonder that diversification towards vocational options at the higher secondary stage did not find favour with

the students. The assumption that students and their parents choose courses to suit their aptitude and talents has been proved to be wrong. It is the prospect of further education for the development of their careers on the vocational side that would attract students, and unless that is provided for in our educational system, particularly at the tertiary level, no real diversification will take place. Pressures on universities will continue to build up. We shall continue to provide manpower not acceptable to the economy, with the resulting unemployment and frustration among the youth.

3.70 It is hoped that the existing imbalance would be rectified with the full implementation of the 10+2 pattern of education and with the provision of 'further education' to attain higher professional skills on the one hand and better career prospects for the students on the other.

3.71 The courses at the senior secondary level will need to be designed in such a way that the students acquire enough general education for pursuing higher studies in their selected vocations and obtain adequate proficiency in the vocational skills of their choice to enable them to seek employment in their vocations at the certificate level. If they wish to pursue higher studies in their chosen profession, the certificate of higher secondary education should make them eligible for pursuing courses at the diploma level, and further, at the level of the higher national diploma, which is equated to a degree. This is

the pattern of further education accepted in U.K. and most countries in Europe, which have a well organised and balanced system of Tertiary Education. We have to examine how it can be introduced here.

3.72 The implementation of this policy would require some steps to be taken by the government. The most important of these is the constitution of a State Council of Vocational Education and Training. The NCERT and the Ministry of Education, Government of India, have both recommended this to all state governments, and some of the state governments have already implemented the proposal. A consensus seems to have emerged in the country that without an apex body responsible for vocational education in each state, programmes of Vocational and Further Education will not get going. Unfortunately we have failed to pay much attention to it. We need to investigate why.

3.73 We are of the considered opinion that an apex body of this type is needed not only for promoting Vocational and Further Education in the state, but also for providing linkages between the two limbs of the educational system, i.e. general and vocational/and further education. We feel that the two departments responsible for general and vocational/and further education should be put under a common umbrella, which may be designated as the State Council for General and Vocational Education. The details of this proposal will be discussed later.

Linkage  
Between  
General  
And Voc-  
ational  
Education

STATE  
COUNCIL FOR  
GENERAL AND  
VOCATIONAL  
EDUCATION

Board of  
Senior  
Secondary  
and Further  
Education

3.74 The second step that the Government should take is the establishment of the Board of Senior Secondary and Further Education with a statutory provision for Boards of Studies. The importance of the Senior Secondary Stage (Plus 2 stage) in the structure of our educational system has already been emphasised, and needs no reiteration here. The stage would be primarily concerned with vocationalisation and the diversification of courses of studies. Vertical and horizontal mobility is crucial at this stage of the educational structure. This necessitates the organisation of the courses on quite different lines from the school stage. Further, there has to be a linkage between vocational and general education to enrich both. It is imperative, therefore, that the educational process should be supervised by the same leadership suitably constituted and derived from the sector of higher education. We need to examine what steps need to be taken to ensure this linkage.

3.75 It also needs to be pointed out that basic changes in education, for that matter any change in education, requires a considerable amount of pre-planning and preparation. A sufficient gestation period should, therefore, always be allowed. It has to be two to three years, as it requires changes in structure, curriculum, syllabi and teaching material, and a re-orientation of teachers etc. Further, the re-appraisal of the educational process, on the basis of the feed-back from the field, is a continuous operation and requires a built-in mechanism. We shall be making some suggestions in this respect later in our report.