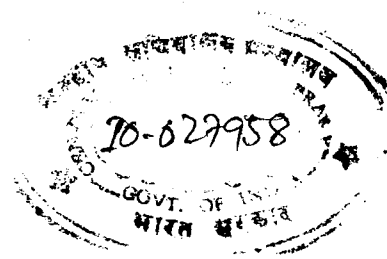


REPORT OF THE EDUCATION COMMISSION  
(1964-66)

Comments of  
The State Government of Gujarat

Ministry of Education  
Government of India  
New Delhi



## CONTENTS

	<u>Page</u>
I. Education and National Objectives	1
II. Vocationalization of Education	6
III. The Educational System: Structure & Standards	12
IV. Work Experience	16
V. Teacher Education	24
VI. Enrolment and Manpower	29
VII. Equalisation of Opportunity	37
VIII. School Education	48
IX. School Curriculum	54
X. Language Policy	63
XI. Teaching Methods, Guidance & Evaluation	74
XII. School Administration and Supervision	90
XIII. Higher Education : Objectives & Improvement	100
XIV. Higher Education : Major Universities and Medium of Instruction	107
XV. Reform of Examination	110
XVI. Higher Education : Enrolment and Programmes	111
XVII. Affiliated Colleges and Standards	116
XVIII. Science Education and Research	119
XIX. Adult Education	127
XX. Educational Administration	133
XXI. Educational Finance	141
XXII. Teacher Status	146
XXIII. Education for Agriculture	157
XXIV. Governance of Universities	165
XXV. Vocational, Technical and Engineering Education	169
XXVI. Civic Rights of Teachers	177

EDUCATION AND NATIONAL OBJECTIVES (CHAPTER I)

Recommendation No.1 : Agreed.

Recommendation No.2(1) : Agreed.

Recommendations No.2(2) &2(3): This Government is unable to agree wholly with the views of the Commission. I give below the reasons for this disagreement, in brief:

(a) The Commission in para 109 of Chapter VIII of their Report have expressed the view that no one stage of education should henceforth be designated as 'Basic Education', on the ground that most of the fundamental tenets of Basic Education have been approved by the Commission, and incorporated in their general scheme as guidelines of the entire educational system, wherein they have recommended the inclusion of work experience and vocationalisation. This sounds gratifying, but I would point out that many of the activities which are given in the supplementary note at the end of Chapter VIII and suggested for providing the work experience to pupils of primary and secondary schools, have in fact been employed in the past in large numbers of schools, and have already been discarded since they were found to have little to do with the production of useful articles of more than a transitory existence. Moreover, the Commission in other parts of their Report have said that the majority of the pupils will get their work experience by going to the fields or by working in their traditional or family trades etc. during the interim period, till regularly organised and properly equipped workshops come to be attached to schools. (Para 77 - Chapter VIII). Elsewhere, the Commission have also said that workshops should be provided in bigger

schools and polytechnics should also be located near the industry concerned. As a result of these measures it is very possible that large proportions of rural areas would be left out altogether and consequently in those areas their work experience would presumably be gained by the son of the farmer through working in the fields, the son of the cobbler through working with leather, and the child of the carpenter through doing elementary carpentry work etc.. Such a course of events is likely to be both misunderstood as well as resented by large sections of the people, since they might regard it as an attempt to perpetuate the caste-system, or a trick to deny them a chance of getting out of their hereditary calling and thus denying them opportunities of bettering their social lot.

(b) I would also point out here that the experience of this Government with Basic Education, both at the primary as well as at the secondary level, has been fairly satisfactory and the methods of Basic Education, and particularly the imparting of education through a craft, have by now come to be widely accepted in the Gujarat State. It can, therefore, be said that in our State the average pupil is able to get work experience as envisaged by the Commission, through the existing type of Basic schools, in a satisfactory manner and thereby to imbibe that respect for physical and manual labour, and the change of heart towards work, which the Commission themselves have advocated. This Government, therefore, is of the view that Basic education at both the primary and secondary levels as practised so far, should continue as the principal source of providing work experience to the pupils at these stages of education until such time as we are in a position to provide workshops to groups of secondary

schools, or to individual high schools. This Government is, therefore, able to agree only in principle to Recommendations No.2 (2) and 2(3) and is in favour of continuing the existing type of Basic Education.

Recommendation No.2(4): I would draw your attention to certain remarks which were offered by Shri Hemrajani of the Planning Commission during a recent Seminar at Delhi on Sept. 16, 17 and 18, wherein he had pointed out that the present requirements of industry appear to be more than adequately met by the output of ITIs and Polytechnics etc. If such is the actual position today, there is every possibility of glut being caused if 50 per cent of secondary pupils and a further 20 per cent of upper primary schools are also added to the technical stream in addition to the expansion of technical education per se which has also been proposed by the Commission elsewhere. As against this, a diversification to the agriculture side would appear to merit greater attention.

Recommendation No.3(1): This Government is in agreement with the motives behind this recommendation but would point out that it is necessary to examine whether it would be legally feasible to compel all children to attend only their "neighbourhood school" and thus deny the parents the right of sending their children to any school of their choice. Even if such compulsion is feasible, this Government would suggest that the scheme of 'neighbourhood' or "common schools" may first be tried on a pilot basis in some parts of bigger cities and towns, since as far as the rural area is concerned a system of "common schools" appears to be already in force due to the circumstances prevailing in such area. It must also be remembered that the common school concept can work only after

well-established prejudices have been undermined, or removed altogether. This process will take some time and considerable/caution appears necessary in the matter.

Recommendation No.3(2): As already mentioned earlier, Basic Education is working satisfactorily in the Gujarat State and besides providing "work experience" it also gives opportunities of social service to the pupils of this State, in an adequate manner, through activities pertaining to community life etc. As regards the secondary stage, the Commission's recommendation to compel all secondary pupils to offer 30 days of social service at the lower secondary and 20 days at the higher secondary level does not appear to be feasible when it is remembered that there are not many projects which can be taken up by secondary pupils. Again, the numbers of secondary pupils would go into lakhs and it may not be feasible to find meaningful activities through which a means of rendering social service can be provided to such large numbers of pupils. By and large, therefore, it would be desirable to explore the possibility of adopting the techniques of Basic Education even at the secondary stage. This might provide continual opportunities even for secondary pupils to do some social service by participating in community life activities, either individually or in groups.

As regards the undergraduate stage, we agree that a continuous programme of activities of some 60 days may be evolved, and when such alternative forms of social service have been developed, the N.C.C. activities may be made voluntary instead of compulsory as at present, as recommended in Recommendation No. 3 (8)(6). These remarks also dispose of sub-sections (4) and (5) of recommendation No.3 on page 613 of the Report.

Recommendations No.3(3)-(12): Since these topics are discussed at length in a separate communication from this Government, no remarks are offered in the present letter.

Recommendation No.3(13): This Government fully agrees with the sentiments of the Commission in this matter, and also agrees that all necessary steps should be taken for creating a strong driving faith amongst the general public, in the development of our own future for which we all aspire. I would, however, add here that besides emphasizing a knowledge of the Literatures, Philosophy, Religions and History of India which the Commission mention, it is also necessary to emphasize the Indian Way of Life, particularly the family life of the average Indian, where each member is not a separate entity and egotistically concerned only with his own betterment, but thinks also of other members of his family and strives for their betterment as well. On a higher plane, this kind of sentiment easily leads on to the concept of Sarvodaya, where the uplift and betterment of all one's countrymen and not only of one's own self, becomes the desired goal which is to be actually striven for. Subject to these observations, this Government would agree to the recommendations contained in sub-sections (a) and (b) of recommendation No.3(13).

Recommendations No. 3(14) & (15): Agreed.

Recommendations No. 4(1) & (2): I would point out that it would appear rather too ambitious to attempt to raise the percentage of the population who have received secondary and higher education from the existing figure of 2 per cent to at least 10 p.c. in the next 20 years. Such a project would entail



tremendous expenditure and thus the aim can only be approved in theory at present. We agree also that a change of emphasis is desirable regarding the different fields of specialisation and the skills attempted to be gained.

Recommendations No. 5 and 6: This Government agrees that it is very necessary to give to our students a proper appreciation of the right values and standards, and also to give them training in the exercise of such values. We agree that the detailed suggestions made by the Shri Prakash Committee to the Central Advisory Board of Education in 1959 may be considered as useful guidelines by the secondary schools and colleges. However, I would point out that in our opinion a mere acquisition of information regarding the major religions of the world, or of our own country, may not have much useful effect, because of the possibility that the information may be learnt only in a parrot-like manner, and may not have much effect on the learners' actions. However, this Government concurs in all measures which might promote mutual tolerance and general respect for other religions, and would advocate their adoption in schools and colleges.

## II

### VOCATIONALISATION OF EDUCATION (CHAPTERS I, VII and XIV)

(1) Recommendation No.2(4) based on para 32 of Chapter I: This Government agrees that secondary education should be increasingly and largely vocationalised, and also that at the stage of higher education, a greater emphasis should be placed on agricultural and technical education. However, I would point out that any expansion of vocationalisation

would have to be very carefully correlated with the ultimate manpower requirements, after taking into account the output of the existing polytechnics, the I.T.Is, and technical schools. If this is not taken care of, there is every possibility of serious problems having to be faced, arising out of the discontent consequent on unemployment of the trained technical personnel, which may be even worse in nature than any likely problems arising out of unemployment of those who have received only a general type of education. Here again it must be pointed out that it would be dangerous to depend solely on manpower data for determination of enrolments. Providing persons qualified to fill available vacancies cannot be deemed to be the sole object of education, particularly the more liberal education.

In this connection I would point out that the Commission has assumed that some 20% of the pupils from the upper primary stage will be siphoned off on account of entering life. In our opinion the drop in the enrolment from Standard IV to V is not only because of a large number of children have "entered life" but because of lack of provision for further education either in a primary school or in a secondary school. As facilities for higher primary schools and secondary schools get augmented, more and more children would get enrolled in upper standards. The demand for opening higher standards is constantly on the increase.

(2) Recommendation No.86 based on paras 47 to 49 of Chapter VII: This Government strongly support the Commission's view that the Central Government must provide special grants to State Governments in the Centrally sponsored sector, for the vocationalisation of secondary education. Indeed the large scale

programme of vocationalisation envisaged by the Commission can only succeed if such help is given liberally, as was done in the United States - whose example the Commission has specifically quoted.

(3) Recommendation No.89(4): This Government agrees that vocational schools should be large in size in order to be economical and efficient, and should also be located near the industry concerned.

(4) Recommendation No.171 based on paras 44 to 49 of Chapter XIV: The Commission have given expression to some very frank views regarding the vocational schools modelled on the Manjari type in Maharashtra, and also on the multi-purpose schools with agriculture streams, and even on the agricultural schools themselves. In the Commission's view none of these courses have succeeded in imparting the necessary vocational competence or training, to young persons which would enable them to go back to the land as practising farmers. Here it is necessary to remember that one important factor which prevents the children of farmers whether trained or not, from going back to agriculture is frequently an economic one - many farmers' children do not go back to the land because the possibilities of earning from agriculture are relatively less compared to the certain other vocations. It would therefore not be quite fair to denigrate the degree of competence imparted by the Manjari type of school, particularly when it is remembered that agricultural schools often take only the children of farmers, who can be supposed to be familiar with many techniques of farming from their childhood and who could normally be expected to get a fairly high degree of competence after expert training for some years in these types of schools.

Even with these cautionary remarks, we feel from our

experience  
/ so far of these types of agricultural schools, coupled with pedagogic considerations, that on the whole it is desirable to postpone specialisation to a later stage, and to give a general type of education up to standard X, even in these schools. Here it may be added that the agricultural polytechnics which are elsewhere proposed by the Commission, are not more likely to fulfil the desired objective of making the children of agriculturists go back to the land - such a desired result could only be achieved if the economic status of the farming profession as a whole is raised, either by circumstances such as higher prevailing opportunities for agricultural produce or through deliberate efforts made by the States, etc.

(5) Recommendation No. 176: Here the Commission recommend certain targets - namely that 20% of all enrolment at the lower secondary level and 50% beyond Class X, should be provided in vocational and professional courses of a full time or part-time nature. These targets appear rather over-ambitious and I would state that whatever expansion is planned, should be in strict relationship with the manpower requirements and not in excess thereof. Further the necessary finance for any programme of expansion of vocationalisation should necessarily be found by the Centre. Subject to these considerations, we agree to recommendation No. 176(2) which could best be achieved by having two channels of technical high schools. The present pattern and curriculum could perhaps be retained and in addition, certain specialised courses could be devised for one or two specific trades, for those pupils who leave the school and join a profession immediately thereafter - that is to say, these specific courses of a terminal nature could run parallel with the existing courses.

(6) Recommendation No.177(1): No particular comments are called for, since in the Gujarat State a craftsman training scheme is being given all the importance due, and is being continuously expanded. This Government, however, agree that the age of admission may be lowered to 14 by making necessary and suitable adjustments in the courses.

(7) Recommendation No.177(2): We agree with this recommendation except to the extent indicated against Recommendation No.176(2) above.

(8) Recommendations No. 177(3), 177(4) and 177(5): Generally acceptable to this Government, though they may be quite difficult of implementation.

(9) Recommendation No.178 concerning Training of Technicians and its sub-sections (1) to (12): This Government agrees generally with these recommendations subject to the following remarks:

(i) The proposals to modify the existing structure of the Diploma Engineering so as to make the trainee a more channelised technician in a particular branch of engineering rather than a general technician who could handle either civil, mechanical or electrical engineering branch, deserves to be considered very urgently. Indeed such a proposal is already receiving attention in the Gujarat State, and certain electives have been designed which can be offered to the trainee in a few groups of his choice, whereas he could leave certain subjects at the third year level of the course. The syllabus in the first two years of the course would be more or less common for each of the branches of engineering. It is hoped that these modifications will result in turning out technicians who are more fitted to take up a practical job in some particular branch at the end of their course.

(ii) With regard to the suggestions made by the Commission for including industrial experience during the last year of the course in the diploma curriculum, I would say that though desirable, this would properly require that the total duration of the course be lengthened which in turn would result in greater economic strain on the State and public and might therefore occasion resentment.

(iii) We are unable to agree that the Principal of every Polytechnic may be authorised to make changes in the courses in order to conform to local needs. Such a measure would cause a number of serious problems. The proper level for determining the extent to which latitude may be given in certain courses would, in our opinion, be the Directorate of Technical Education of the State. Subject to these remarks, we agree that the courses offered in Polytechnics should be designed as far as possible with local requirements in mind, while at the same time keeping a watchful eye on the total national needs.

(iv) This Government feels that the introduction of certificate courses for girls at the Girls' Polytechnics may wait for some time, till more experience has been gained with Girls' Polytechnics in different States.

(v) Subject to these remarks and subject also to various safeguards spelt out in detail in the foregoing paragraphs, this Government would agree to the vocationalisation of education at different stages in order to conform in a realistic manner to the genuine manpower needs of the country in different sectors.

III

THE EDUCATIONAL SYSTEM : STRUCTURE & STANDARDS  
(CHAPTER II)

(1) Recommendation No.7(1): While we agree generally with this recommendation, we are not quite able to accept that it is neither necessary nor desirable to impose a uniform pattern of school and college classes in all parts of the country. While we appreciate that a certain element of flexibility in the educational structure is inevitable in view particularly of the vastness of the country, we still feel that considering the limited resources we have a certain degree of uniformity in syllabus and textbooks may bring about not only a considerable saving of resources, but also help in raising more quickly the standards in the earlier stages of development. What we have particularly in mind is the effort that is being made by the NCERT to evolve a model syllabus and model textbooks. If these have to be of real use on a large scale, a certain amount of uniformity would have to be insisted upon. To expect that these syllabi could be modified and the model textbooks adopted and then translated into the regional languages is, in our view, a difficult proposition and may never be implemented. The syllabi and books evolved by NCERT could with great advantage be adopted by schools other than "outstanding" who would have the necessary flexibility in any case.

(2) Recommendation No.7(2): Agreed.

(3) Recommendation No.7(3): The recommendations of the Commission appear to be in close conformity with certain recommendations made about a year ago by the Central Syllabus Committee set up by the State Government a copy of which was also sent to the Commission at the time. In para 16 of Chapter II, however, the Commission seems to

recommend that in those States which have an eleven years' course, it would be advisable to regard Class I as a pre-primary class and later on to add two more years to the entire course and thereafter partition it into a lower secondary of 10 years and a higher secondary of 12 years. I am afraid this may not be feasible in the Gujarat State, where we have already an eleven years' course and going downward by one year will mean an additional enrolment at the primary stage of between six to seven lakhs of children which would be a very large burden indeed. Subject to this reservation, we would agree to the recommendations of the Commission.

(4) Recommendation No.s 7(4) and 7(5): Agreed.

(5) Recommendation No.7(6): Agreed. Here I would mention that this Government so far has not started any higher secondary schools and therefore no question will arise of downgrading any of them in this State.

(6) Recommendation No. 7(7): Agreed, subject to finances being available.

(7) Recommendation Nos.7(8) and 7(9): Agreed.

(8) Recommendation No.8: In full agreement with the desirability of transferring the Pre-University class from the Universities to the higher secondary schools when they come into existence. This is because the lecture method, and other advanced techniques of study, which are employed in colleges and are expected from the student on roll, are beyond the capacity of immature boys and girls of the age of 15+ or so, who find entry into colleges today. It is possible that some universities, who today find the Pre-University class as a significant source of income, may resent this move but in the larger interest of education they should be prevailed upon to eschew any such ideas. Similarly, we agree to all the different sub-sections numbered (1) to (4) of Recommendation No.8. The Gujarat



S.S.C. Examination Board would have to be statutorily entrusted with the further responsibility of running the Higher Secondary Examination.

(9) Recommendation No.9: Generally agreed. There should, however, be no objection to making a start during the current plan if resources permit. In our plan we have made some provision for it.

(10) Recommendation No.10: In general agreement. Since the first five sub-sections of these recommendations mainly concern the Universities, their views will need to be obtained in the matter. I would also point out that the Three Years' Degree Course is already in operation in all the Universities in this State, and logically therefore it is for the universities to consider to what extent they can intensify their Degree Course or the Masters' Course. It may only be added that while the advantages of a 3-years' Master's Degree Course are obvious, it may be difficult to find necessary resources to cover the additional expenditure.

(11) Recommendation No.11(1) to (4): This Government agrees that the matter of full utilisation of the available resources is one of the great importance. To achieve this, a sustained drive would be necessary to obtain the willing cooperation of several agencies, and to motivate them with a sense of urgency in this direction. We also agree that efforts should be made to procure as much uniformity regarding the school calendar and school terms etc. as possible.

(12) Recommendation No.11(5): We concur. As regards providing more facilities at the University stage, we would say that this is desirable, but the universities should be exhorted in the matter.

(13) Recommendation No.11(6): We agree that students of Humanities do not seem to work as much as students on

the Science side, and therefore should be provided with more institutional facilities such as library seats etc. and also that once these are provided, fullest use should be made of them.

(14) Recommendation No.12(1) and 12(2): Agreed. We also agree with the views expressed in para 44 of Chapt.II.

(15) Recommendation No.12(3)(a): We have some doubts regarding the usefulness of the association of universities with secondary schools. Whereas university teachers may be of use from the point of view of the "Content of the Course" it is to be remembered that most of them lack pedagogic qualifications.

(16) Recommendation No.12(3)(b): Remarks offered separately.

(17) Recommendation No. 13: Agreed.

(18) Recommendation No.14: Agreed. We have, however, some doubts whether M.A. and M.Sc. degree could really be designated as professional degrees. We also feel that the terms "Basic" and 'Post-Basic' should be permitted to be used optionally, for the lower and higher stages of primary education and for lower and higher primary stages respectively.

(19) Public attitude will have to be trained to accept degrees obtained through part-time or own time (i.e.private) studies as being equivalent to qualifications obtained through full time studies. Different universities in the country and the Government as the principal employer will also have to be persuaded to give equivalence to such degrees for all purposes. Unless this is done, any provision which may be made for part-time and private studies is likely to be wasted. Subject, however, to this note of caution, this Government agrees to the desirability of increasing facilities for private studies as well as for part-time studies, except for courses like primary teachers training where we consider community life of the school and hostel as an essential ingredient of training and do not favour such courses for their training.

IV

WORK EXPERIENCE (CHAPTERS I & VIII)

General Remarks on the concept of "Work Experience", and its likely impact vis-a-vis Basic Education, which upto now has been accepted as a matter of policy at the primary stage, and is also being more and more widely adopted even at the secondary stage as far as the Gujarat State is concerned.

(1) In para 25 of Chapter I, the Commission have defined Work Experience as "participation in productive work in school, in the home, in a workshop, on a farm, in a factory, or in any other productive situation". They go on to say in para 28 of Chapter I that their concept of "Work Experience" can be described as "a redefinition of Mahatma Gandhi's educational thinking, in terms of a society launched on the road to industrialisation". The Commission hold the view that "Work Experience" is "a method of integrating education with work", (para 27 of Chapter I), and state that in addition to being an effective educational tool, "work experience" can serve other important purposes such as rubbing out the distinction between intellectual work and manual work, and removing social stratification based on such distinction. The Commission hope that in this way Work Experience would help social and national integration, and create bonds of understanding between educated persons and the masses (para 29). The Commission also say that their concept of manual work is "dynamic and forward-looking" and is intended to overcome certain inherent weaknesses of the traditional type of education which tends to perpetuate traditional

(2) This Govt. is unable to subscribe to the Commission's views regarding the expected beneficial results of the type of Work Experience advocated by them, since it is clear from a study of other parts of the Report that in practice, a large number of school pupils, particularly in the rural areas, will be required to get the proposed Work Experience by spending some part of their school hours, though being compelled to engage in those very "traditional patterns of behaviour and activity" which the Commission speak of in denigrating terms in para 26 of Chapter I. The Commission have said clearly in para 28 of Chapter I that "Work Experience" is what elsewhere has been called "manual work", and that ideally conceived, it should be obtained in the technological work-shop, which the Commission wish to be supplied to as large a number of schools as possible. Now, para 62 of Chapter VII of the Commission's Report makes it clear that rural areas are not likely to get polytechnics and technical workshops etc., because it would be wasteful to locate them away from the concerned industries. A minute's reflection, therefore, would suffice to show that the "Work Experience" envisaged by the Commission will be available, only through working on the nearest available field or in the traditional "Workshop" of the village cobbler, potter, smith, carpenter, etc. The consequence would be that a pupil will probably be required to undertake as a part of his school work, those very activities which he was performing in his attempts to help his parents

practice, the so called "work experience" advocated by the Commission, will merely tend to compel large numbers of pupils to engage perforce in their hereditary and community occupations. Such a compulsory measure for providing the desired "Work Experience", is likely to be strongly resented, particularly in the rural areas, and perhaps even in the urban areas. This is because the poorer section of our people are bound to regard such compulsory engagement in "work Experience", as a subtle attempt to perpetuate their station in life, and thus to prevent them from educating themselves for a different calling or occupation, and perhaps for a different station in life. Here the remarks made by the Commission in para 64 of Chapter XV are also pertinent they point out there, that today nearly 90% of the enrolment in the existing I.T.Is. comes from urban areas. Now if the proposed workshops and polytechnics etc., are either located in towns or near some developed industries, there is every chance that mostly the pupils of an urban origin only, will get entry into such institutions, and not the rural pupils.

(3) This brings me to another aspect of the question of "Work Experience". It is advocated by the Commission, as desirable for those countries which are launched on the road to industrialisation. The question arises whether our country can be said today to be already launched on that road, or whether we are only indulging in wish fulfilment? Secondly, the activities which should be selected for "Work Experience" ought to be such as would provide the maximum number of pupils with the

greatest amount of benefit and which also possess the greatest educational potential or educative value. It must be mentioned that the majority of the activities enumerated in supplementary Note No. 1 at the end of Chapter VIII, do not by any means fulfil these requirements - many of them in fact have been tried out in the past, and discarded as being unsuitable for inclusion in the educational curriculum. It does not appear proper to readopt them. A large number of these activities, again, can only be pursued in a well equipped and organised workshop, and therefore they would be automatically ruled out for rural areas, that is to say, for the majority of our schools. Many of them would also involve a great deal of expenditure on contingencies, and must therefore be considered as unsuitable for adoption in a poor country like our own, even though they have some educational merit.

(4) In view of the position outlined above, it appears to this Govt. that the only suitable alternative which is left open, would be to continue the basic crafts that have stood the test of time in our Basic primary schools, and indeed to introduce them progressively in an ever increasing number of secondary schools as well. In fact, it was for these considerations that the Gujarat State in its draft of the 4th Five Year Plan, has proposed that the number of post basic schools should be increased from the present 40 or so, to 250 in the next five years. An increase of Post Basic High Schools would be a very considerable progress in our opinion, in providing the right type of "Work Experience" through, Basic Education.

(5) A few remarks regarding the targets constituted by the Commission in para 78 of Chapter VIII of their Report would also be relevant here - the Commission desire that by 67-68 at least one per cent of all educational institutions at each stage of education, should be covered by their proposed programme of "Work Experience", and go on to say that the coverage should be raised to 20% at the end of the 4th Plan, and 100% at the end of the 5th Plan. They have, however, also said that the schemes may be left flexible and may be modified and improved in the light of experience from year to year. Now in the Gujarat State there are 19600 primary and 1500 secondary schools. Some 5,760 of the primary viz. nearly 27%, have already been converted into Basic Schools. As far as secondary schools are concerned, we have nearly 170 Multipurpose High Schools where some sort of "Work Experience" is a part of the curriculum. In addition, either wood-work or some type of hand-work is also compulsory in a large number of secondary schools even though they cannot be said to be practising Basic Education or undertaking any systematic schemes of "Work Experience". When however, a further 250 of the secondary schools are converted into Post Basic Schools, or even if that number of new Post Basic Schools are opened during the next Plan, we shall have some 420 out of a total of about 2,000 schools which will be given systematic Post Basic Education in addition to the Multipurpose High Schools. Thus the targets set by the Commission will have been more than met in the Gujarat State both at the stage of primary education as well as at the stage of secondary education within

five years.

(6) In the light of the facts detailed above it does not appear necessary for the Gujarat State to adopt the programme of "Work Experience" of the kind which has been recommended by the Commission since alternative and more satisfactory means are already in existence in our State for providing "Work Experience", through Basic Education at the primary stage and through Post Basic Education at the secondary stage.

(7) It might be interesting to know that some sort of technical education has already been introduced at the secondary stage in an experimental manner at the Post Basic High School at Ambla in Saurashtra, where the preparation of tools etc. needed by a rural community has been introduced as a part of the curriculum.

(8) Our study of the extracts sent with your letter under reply, as well as a study of the different Chapters concerning Vocationalisation of Education etc., have led us inevitably to conclude, that the thinking of the Education Commission in the matter of "Work Experience" is not so realistic and clear-cut as might have been expected. You will therefore forgive me when I say, that this Government sees no reason to modify its proposals for opening more Post Basic Schools during the next Five Year Plan, or for giving up the system of Basic Education either at the primary or at any other stage. In fact it is our firm view that Basic Education according to Gandhiji's idea is a system to be preferred, to the vague type of "Work Experience" that has been discussed in the extracts under consideration. This is because the educational



potentialities of Basic Education are much greater than those of mere "manual work", that is to say of the "Work Experience" of the limited kind envisaged by the Commission.

(9) In view of these general observations I would state that parts of recommendations Nos. 2(2) and 96(1), (2) and (3) are acceptable to this Government only in a very general manner, and subject to the condition that the "Work Experience" proposed is to be imparted through a firm adherence to the Basic type of Education advocated by Gandhiji, while parts are not acceptable at all.

(10) The views of this Government on the recommendations in question may be summarised in the following table :-

<u>No. of recommendation</u>	<u>Remarks</u>
2(2)	Agree.
2(3)	Do not agree, except as far as such experience arises from the Primary Crafts accepted in Basic Education.
2(4)	Agree in a general way, as far as secondary education is concerned, subject to the above remarks. As far as higher education is concerned we agree.

No. of recommendation

Remarks

96(1)

We do not agree, since the substitution of Basic crafts in the existing system of Basic Education, by simple hand-work at the primary stage, and by the practice of "some crafts" in the upper primary classes, would in our view be a retrograde step rather than a progressive one. Even at the secondary stage, any workshop-training etc., would be possible only in a limited number of schools, and hence the Basic type of Education would be more desirable in our view.

96(2)

We do not agree, as the mere provision of some kits and tools would not have much educational value, and the ancillary cost of contingencies would also be prohibitive.

96(3)

We agree, that the training of teachers, the mobilisation of local resources, and provision of literature etc. would be an essential requirement to any programme of "Work Experience". However, the available resources would be better employed in concentrating on the production of suitably trained Basic Education Teachers, and in equipping a select number of schools with the requirements of the Primary and Secondary crafts.

V

TEACHER EDUCATION (CHAPTER IV)

(1) Most of the recommendations regarding teacher education find general approval of this Government, though it must also be pointed out that the feasibility of some of the recommendations may be in doubt, because of the very considerable financial implications both to the State Governments as well as to the Centre. As far as the Gujarat State is concerned, the remarks made below will be strictly subject to the over-all understanding that "very generous help" will be forthcoming from the Centre for the implementation of the recommendations made in this Chapter..

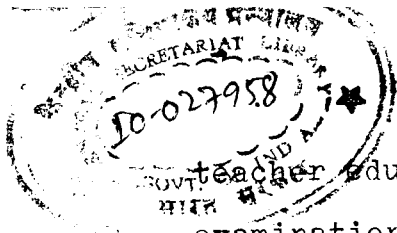
(2) Recommendation No.29: Agreed.

(3) Recommendation Nos. 30 and 31(1), and 31(1)(a) & (b): Agreed

(4) Recommendation No.31(2): Agreed.

(5) Recommendation Nos.31(3)(a) and (b): Agreed

(6) Recommendation No.31(3)(c): This measure does not appear to be necessary in view of the fact that ultimately the responsibility for teacher training at the primary level is to devolve on the universities, as recommended by the Commission. For the interim period until this happens therefore, it would be more pragmatic to allow every State to strengthen its Directorates of Education as needed, so as to undertake the functions related to teacher education at all levels and in all fields, in a satisfactory manner. In the Gujarat State we have a State Advisory Council for Education, which has experienced teachers and members of the public interested in education, as its members along with high Government officials, and this Council could also give suitable advice where necessary, for efficient and speedy



teacher education at different levels. An independent examination board is also being set up which would be responsible inter-alia for primary teachers training examination as well.

I would also point out here that the Commission's recommendation advising universities to undertake the work of training primary school teachers, would be a quite a new approach, since no University so far has concerned itself with the training of teachers at the primary level. However, the recommendation of the Commission appears a desirable one.

(7) Recommendation No.32 and its seven sub-sections (1) to (7): Agreed. The revision of the curriculum advocated in sub-section (7) could be done by a sub-committee of departmental experts and university teachers and no separate Board of Teacher Education would be needed even for doing this work.

(8) Recommendation No.33: Theoretically a very desirable measure, but its feasibility appears to be very doubtful to this Government when we consider the very large number of teachers involved. For example, in the Gujarat State alone the annual intake of teachers for meeting vacancies arising out of retirements and deaths as well as out of fresh recruitment, would number some seven or eight thousand per annum and to make provision for a two-year course for all these would not be feasible besides involving very large expenditure. Again, this State has a large proportion of non-matric teachers in service as the practice of recruiting non-matriculいたes as well as matriculates has been of long standing, particularly in the rural areas, and it may be difficult to put a sudden stop to it as matriculate teachers either may not be available in sufficient numbers, or even if available, they may not care to go and serve in rural areas. This Government

EDN-2694  
10 8-73

therefore is unable to agree to this particular recommendation, though we would admit that it is a desirable ideal to give two years training to all teachers at the primary level. We agree with the recommendation made in respect of training of graduate teachers.

(9) Recommendation No.34: Cannot be agreed to in view of the statement made above that a State Board of Teacher Education is not necessary. However, the survey of teacher education programmes and curricula, could be carried out by the existing administrative machinery in the Directorate of different States, if necessary by a temporary strengthening of personnel.

(10) Recommendation No.35: Agreed.

(11) Recommendation No.36: Agreed in principle, but would point out that, since the universities are chiefly concerned here, it is they who should be exhorted to take suitable action.

(12) Recommendation Nos. 37(1)-(a-f): These recommendations are mostly on right lines, and are generally agreed to subject to the following cautionary remarks. They appear rather ambitious and may be difficult of implementation in general. I would therefore observe that the course of action recommended in these different sub-sections will require careful phasing. Take for example the matter of adopting a rule that teachers in secondary schools should ordinarily be permitted to teach only those subjects in which they have taken a degree. (No.37(1)(e)). It has to be remembered here that the existing freedom in Gujarat State in this matter as well as elsewhere, is a result of the sheer pressure of numbers, and not because of any unawareness on our part of the desirability of having such a rule. The hunger for secondary education is so great that a large number of schools is being opened every where in spite of the fact that teachers with adequate qualifications

are not available in sufficient numbers. Indeed the Commission themselves have remarked on page 782 of their Report that there is "acute shortage" of teachers in subjects like Mathematics, Science, and English. In view of this situation it would surely be unrealistic, and certainly impracticable, to introduce an absolute rule throughout India as advocated in 37(1)(e), for such a rule would soon become a dead letter because of the innumerable exceptions that would necessarily have to be made to it. We can therefore only exhort managements of secondary schools to recruit teachers with this rule in mind, and also attempt at its gradual adoption and implementation in consultation with the universities which would have to provide for the teaching of many subjects, some of which are not very popular today, before the required number of teachers begins to come out of the universities and becomes available for employment in schools. It may even be necessary to evolve a special scheme of scholarships for the unpopular subjects subject to a guarantee as a service of a teacher for a fixed period of time after the completion of the study. The recent rush for admissions into science colleges, however, is bound to result in a freer supply of science graduates for the teaching profession in a year or two, and the position is likely to become easier, as trends have begun to show already.

(13) Recommendation Nos 37(2)(a) to 37(2)(e): The out of Master's degree-holders will need to become much greater than it is today, before we can begin to hope to employ Master's degree-holders in primary training institutions. Similarly the requirement of a uniform period of two years of training for all primary school teachers would not be practicable for reasons mentioned elsewhere. The Gujarat State has a large number of non-matriculate teachers and the necessity to recruit them will continue to be operative

for a long time to come. This Government is therefore not able to agree to recommendation No.37(2)(e) that all matriculates should uniformly receive two years training though we agree to Recommendation No.37(2)(b), 37(2)(c), and 37(2)(d).

(14) Recommendation No.37(3)(a): While agreeing that liberal stipends and loans should be introduced, this Government is not able to agree to the total abolition of fees in training institutions.

(15) Recommendation Nos.37(3)(b) to (d) and 37(4): Agreed.

(16) Recommendation No.38(1)-(4): Agreed except to 38(2) as far as it pertains to primary school teachers. In our opinion it is not feasible for primary school teachers to be trained by correspondence courses, particularly because basic education at the primary level has been accepted as a policy, and no teacher can get a proper idea of basic education unless he undergoes an experience of community life personally, and also does a good deal of craft-work - neither of these requirements could ever be fulfilled by any correspondence course, and therefore no question should arise of primary teachers getting trained by such a course.

(17) Recommendation Nos.39 and 40: In general agreement. We would, however, point out that the willing cooperation of both the managements and private affiliated colleges as well as of the universities would require to be sought, before orientation courses and acclimatization methods recommended under 40(1) and 40(2) could be adopted at the collegiate stage. This would be a more realistic approach of implementing these very desirable measures advocated by the Commission. It is in fact very necessary to give some orientation and induction, as well as a little grounding in pedagogies and the psychology of the learning process to the entrants of the teaching profession, and

also demonstration lessons by experienced professors and teachers, as this is sure to be most beneficial to students and teachers alike. Incidentally I would add here that during Christmas vacation in 1965, the Gujarat Government conducted two courses for teachers of Science and of Arts respectively, where demonstrators and junior lecturers with a teaching experience of less than three years participated, and where induction courses and demonstration lessons were given by senior experienced professors etc. These courses were found very useful by the participants.

(18) Recommendation No.41: Though this Government is in general agreement with the proposals contained in 41(1) to 41(3), in view of the fact that the examinations are actually held by the universities, it is ultimately the universities which must evince concern with the maintenance of higher standards, and it is the universities which should shoulder the responsibility of raising standards in teacher education.

(19) Recommendation No.41(4): Agreed.

## VI

### ENROLMENT AND MANPOWER (CHAPTER V)

(1) This Government is in general agreement with the recommendations of the Commission that enrolment policy at the level of secondary and higher education should, in future, be based on a pragmatic combination of several factors, including, inter-alia, the capacity of the society to provide the educational facilities necessary, and the manpower needs of the country as a whole. I would, however, point out that the Commission do not appear to have spelt out anywhere in detail the manner in which such a policy would be implemented in practice.



It has always to be remembered that several pressures are constantly at work on a popular Government, as far as the opening of new schools and colleges is concerned, and these pressures do not take into consideration the question of the actual need of the institution proposed in any wider context, and some times they do not pay due regard even to pre-requisite considerations of possessing adequate resources for maintaining the optimum standards in the institutions proposed to be started. The Commission in different parts of their Report have also noticed the existence of these pressures, but they do not seem to have appreciated the formidableness of the problems which are generated by such pressures for popular Governments in different States.

(2) In fact, the position at present is that the need for a selective policy of enrolment, which should be based on, and linked to, the manpower needs in different sectors, has been realised and appreciated for a long time in all quarters. However, the difficulty all along has been to devise suitable and successful methods of implementation and particularly in setting up a machinery strong enough to resist pressures straining to counteract the selective policy. It appears to me that it is more necessary in many respects to evolve more stringent legislation of a national nature which will make it possible for the country to concentrate upon the objectives of basic enrolment on a consideration of manpower needs alone, thus enabling proper selections to be made at different levels. However, unless and until suitable methods have first been evolved for arriving at realistic and proper estimates of the states' manpower needs, it would hardly be feasible to go ahead and plunge for the adoption of a policy of giving enrolments solely on a selective basis. Actually, the Commission themselves

have sounded a note of caution in paragraph 12 of the Chapter wherein they point out the need for making continuous efforts for improving the collection of necessary data and for refining the techniques of forecasting. This Government also agrees that it is very necessary to evolve proper and sensitive techniques which will lead to realistic estimates of manpower needs. Unless and until this is done, we would not be in a position except in a theoretical manner, to agree to any immediate adoption of methods of selection at both the stages of secondary and higher education.

(3) A certain measure of selectivity, however, would automatically come into existence if education is vocationalised to a greater and greater extent, both at the secondary as well as at the higher education level, since many prospective pupils and students would, in that event, themselves be attracted to technological studies in greater numbers because of a chance of finding employment. In this manner an element of selectivity would come into play, and would gather momentum in course of time. Till this happens, however, it will be necessary to continue the facilities for the lower secondary school pupil to receive education of a general kind, particularly if he is willing to pay fees for such education. Similar considerations would also apply at the collegiate stage.

(4) Briefly, the view of this Government is that the question of selective enrolment based on manpower needs of the country may be accepted in principle, but the greatest caution should be exercised in implementing the principle of selection. All attempts should be made to realistically introduce vocationalisation at both the lower secondary as well as the higher secondary and collegiate stages, so that the employment potential is increased - this would be a positive approach to the

problem of selectivity even though an indirect one. Till we are able to achieve such realistic vocationalisation, it will be necessary to continue the facilities for general education for which the demand is likely to continue almost unabated.

(5) I summarise below the views of this Government on Recommendations No.42 to 44:

Sr. No. of Recommendation	Remarks
No.42	Agreed in general.
44(1)	Agreed in principle.
44(2)	Agreed in general only, subject to remarks offered above.
44(3)	Agreed as a desirable goal.
44(4)	Agreed only partially, since public demand cannot be bluntly negatived by any popular government.
44(5)	Agreed, subject to the note of caution sounded by the Commission itself.

(6) Recommendation No.45: Agreed in general except that it remains to be seen how far it will be possible for a democratic Government to resist public demand for secondary and higher education on considerations cited by the Commission. Even though they may be unexceptionable in theory, we doubt greatly the feasibility of implementing these principles in practice.

(7) Recommendation No.46: As the Commission themselves have very carefully pointed out, the ISI/LSE estimates will need to be continually revised and kept up to date. It is clear, therefore, that the educational implications of these estimates can only be dealt with in a very general manner and that any decisions we might take will necessarily have to be modified in consequence of more refined methods of forecasting and estimation being evolved.

(8) Recommendation Nos. 47 and 48: With the above safeguards in view, the Gujarat Government are in general concurrence with the policy implications of the ISI/LSE estimates outlined in recommendation No.47. It must be pointed out here, however, that the vocationalisation of secondary education and development of professional education at the university stage cannot be allowed to entirely stifle demand from the public for the general type of education, particularly when the public are willing to pay fees to receive such education. We must also realise that the only aim of education cannot be to provide employment. Liberal education would also be resorted to give reasons other than that of employment.

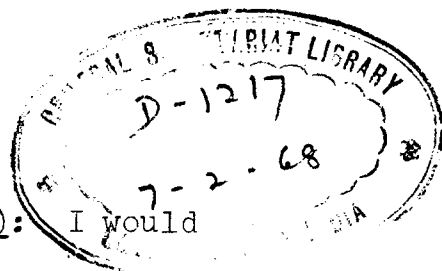
(9) It is also a debatable point how far it will be advisable to develop vocationalisation. Unless carefully correlated to manpower requirements, which, as is implied in the observations of the Commission themselves, are not very easy of accurate determination and would need continual revision, there is a possibility that the over emphasis on vocational and technical education may actually result in a level of the employment potential in excess of the capacity of industries. (The views of the Government on the topic of "Work Experience" which are being sent to you separately would also be relevant here). I would reiterate that unemployment among this section may prove more harmful to society than unemployment among those who have received the general kind of education. Unless it is assured that every technically trained person would be able to find a job suited to his training, it may be better to satisfy the widespread demand for a general type of education.

(10) Recommendation No.49: No particular remarks are called for except on sub-section (2) where it is recommended that a State Committee of Manpower Needs may be set up. In this connection I would state that this Government already has a small committee for estimating manpower needs which functions in the General Administrative Department of this Government and which tries to prepare realistic estimates of the requirements, both governmental and private, in certain key sectors some of which are the following : Education, Health, Animal Husbandry, Industry and Agriculture. It must, however, be said that frequently the information available from the private sector is scanty and, therefore, the estimates also are not as refined or realistic as may be desired. If necessary this Committee would be enlarged, but this Government would welcome the findings of the Central Standing Committee for Manpower which may come to be set up, and would also like to profit by its experience and expert advice.

(11) Recommendation Nos. 50 (1) and (2): Agreed.

(12) Recommendation No.50(3): Remarks offered elsewhere.

(13) Recommendation No.50(4)(d): If the Five Year Plans formulated by the universities are very ambitious, adequate grants might have to be specifically paid by the Centre or the UGC, though the State Government will in general try to examine how far the developmental plans of the universities can be accommodated according to the usual procedure of giving matching grants etc.



(14) Recommendation No.50(4)(c): I would agree that it may be necessary to revise targets from time to time in accordance with the latest estimates of manpower requirements. It would, however, be helpful if all States are given as much notice as possible of any revised targets so that they can fit them in and re-model their own targets so as to accommodate the Centre's requirements in addition to meeting their own local needs.

(15) Recommendation No.50(4)(e): It may perhaps be too early to transfer the question of planning of all school education to some authority at the district level. In our view, some more experience needs to be gained by the District Panchayats or Zilla Parishads in the handling of primary education before they can be entrusted with the work of planning other categories and levels of school education, such as general secondary education, higher secondary education, or vocational education. However, it may be left open to the States to get realistic estimates through some ad hoc machinery to be devised by every State. The Commission themselves advocate that "Local studies of manpower needs etc. must be carried out", and these can be analysed and evaluated by the ad hoc body proposed above. What is important is to obtain realistic estimates and not the machinery through which they are obtained, at the district level.

(16) Recommendation No.51: This Government

considers this to be an ambitious recommendation and we do not think that it would be feasible to make an offer to every graduate turned out of our colleges, which are increasing at the rate of 10 per cent every year and may increase faster in the future. Naturally, some use could be made of the output of graduates for social service schemes or for removal of illiteracy etc. during the proposed "one year of internship" but there are limitations even to such use being made of the output of graduates. We consider the recommendation impractical in the context of available resources.

(17) Recommendation No.52: This Government is in general agreement with the wider perspective and its three-fold aspects which are enumerated. We would, however, state that the question of reducing the birth-rate to about half is a matter that is outside the purview of the Education Department alone and concerns several other departments, though we generally agree with this objective. We also agree generally that all attempts should be made to increase the educated at proportion of the Labour Force cohort and the same time to decrease its overall size. All integrated plans of development which will fulfil this twin objective, should receive the utmost encouragement at all levels, since they will ultimately bring about a rise in the general educational and economic standard of the whole country.

EQUALISATION OF OPPORTUNITY (CHAPTER VI)

(1) This Government agrees with the general trend of the first seven paras of Chapter VI, wherein it is pointed out that strenuous efforts should be made to identify all factors which tend to create significant forms of inequality, and further to adopt measures which will minimise them or help to eliminate them altogether. This is a very laudable principle to adopt.

(2) I would however point out that these recommendations have very large financial implications, and would mean enormous expenditure to the States. We are doubtful how wise it would be to strive to attain a goal where all education would be tuition free. In view of their limited resources, it would hardly be justified to deny the States the income that may arise from fees, particularly in the higher stages of education, from those who can afford to pay. Even some of the most affluent countries have not aimed at such a goal. On the other hand, we agree that we cannot escape the responsibility of free education up to the age of 14 as envisaged in the directive principles of the Constitution, and perhaps stretch it to the secondary stage in due course when resources so permit. But it would be utopian to lay down a goal for free education beyond that stage. We note that the Commission have recommended that the burden of all the additional scholarships etc. at the university stage should be borne by the Centre on a permanent basis (Para 28) of Chapter VI). They have, however, recommended that the entire burden of the additional scholarships etc. up to the end of the secondary stage should be borne by the respective States. Considering that the Commission recommend



that the top 15 per cent of the age-group of the secondary stage, should get scholarships, you will agree that this will be a very big additional burden indeed, particularly in the Gujarat State where Universal compulsion has been introduced, and where in consequence the number of secondary schools is also very large. Furthermore, nearly 20 per cent of the population of Gujarat State consists of Scheduled Tribes, and Scheduled Castes, and special measures will also have to be evolved for bettering their educational facilities in the Gujarat State, as the Commission themselves have recommended in paras 59 to 73 of Chapter VI of their Report. Further as you are aware, we already have a programme under which no tuition fees are charged upto the secondary stage in the case of all those whose guardians income is less than Rs. 1200/- per annum, and a sum of Rs. 61 lacs is already being spent for this purpose.

(3) Recommendation No.53(1). We have already given our views in the foregoing para regarding the proposed goal of free education at all stages. The present position in this State is that no fees are charged at the primary stage in any Government or local authority schools in the Gujarat State. There are, however, a limited number of private aided primary schools which charge some fees, and fees are also levied in Std.V, VI, and VII when these classes are attached to recognised secondary schools which are conducted by private managements. The total number of such fee-paying students however, is relatively quite small.

(4) Recommendation No.53(2) and (3). We feel that a goal of free education at the lower secondary stage could be kept in view. It may, however, be

reiterated here that under the programme of B.B.C. freeships 1,55,753 out of a total enrolment of 6 lacs of students in Stds. VIII-XI were given free-ships, involving an expenditure of Rs. 1,43 crores, in the year 1965-66. Freeships are also given to college students if the income of their guardians is less than Rs. 900/- per annum. This State spends an amount of Rs. 64 lacs for this purpose. We, therefore, agree with the principle more precisely enumerated in recommendation No.53(3) to extend this facility to needy and deserving students, rather than with the aim stipulated in the preamble of this Recommendation, viz. that all education should be tuition free.

(5) Recommendation No.54(1). While this Government may be in broad agreement with the desirability of making efforts to reduce such "Other Costs" on textbooks, stationery, etc. to the minimum, we consider the adoption of this aim impracticable. A very limited scheme for giving free textbooks in some languages which are printed on gift paper received from the Government of Sweden and of Australia, however, is in force in the Gujarat State.

(6) Recommendation No.54(2). I would point out that a pilot scheme of having book-banks in certain colleges is in operation in Gujarat, and certain private schools also have started such banks with donations etc. However, this Government fully agree to the desirability of spreading this activity on a wider scale through subsidy from the U.G.C. etc.

(7) Recommendation Nos. 54(3) & 54(4). Broadly acceptable.

(8) Recommendation Nos. 55(1) to (5). This Government is in general agreement with the reorganisation of the

programme of scholarships with the purpose of achieving a more egalitarian basis of distributing them. We also agree that the scholarships programme needs to be strengthened at the school stage, which in many ways is the most crucial, since talented students need help at this stage in particular. The aim of 2½ per cent of the higher primary stage being covered by the scholarships mentioned in Recommendation No.16(1) appears, however, to be extremely ambitious. But we agree that a start could be made in this direction.

(9) Recommendation No.56. The percentage of scholarships advocated at the secondary stage as a whole in Recommendation No.56(2) is also far too ambitious, and beyond the means available. Consequently, unless liberal assistance from the Centre is provided for the proposed scheme of scholarships which is advocated in the different sections of Recommendation No.55, it may be difficult for the States to implement it. Similarly, the programme of scholarships advocated in recommendation Nos. 56(1) to 56(7) can also only be agreed to in principle.

(10) Recommendation No.57(1). Agreed.

(11) Recommendation No.57(2). While we agree that the adoption of a new basis for award viz., on the basis of School Clusters for 50 per cent of the scholarships, and the rest according to the existing system, may result in a better recognition of native capacity instead of merely reflecting Socio-economic backgrounds, the details of the idea, will have to be carefully worked out to ensure achievement of the objectives in view.

(12) Para 21. This Government welcomes the remarks of the Commission regarding the desirability of discovery and development of talent at the school

stage. I also agree, that the administration of the scheme of National Scholarships should be further decentralised, and the actual awards of such scholarships should be left to the respective State Governments after the rules have been framed by the Centre. The proposal to delegate the powers of issuing Entitlement Cards to the authorities which hold the examinations, is a welcome one, and has greatly simplified the method of granting scholarships.

(13) Recommendation No.59. The question of delegating powers in this connection to different Universities may also be considered, in order to achieve as much decentralisation as possible.

(14) Recommendation Nos. 60(1) to 60(3). We agree in general that more egalitarian elements should be introduced in admission, and further, that as many scholarships as possible may be given both at the school stage and also at the collegiate stage. However, the targets of 20 per cent and 50 per cent mentioned in recommendation No.60(3) appear to be excessive, and would depend on resources available.

(15) Recommendation No.61. Agreed but the number of 500 for such a large country as India, appears to be too small, as it means only one scholarship for every one million people. But perhaps, the programme would be supplemented by scholarships made available by foreign agencies.

(16) Recommendation No.62. This Government is in general agreement with the programme outlined in Recommendation Nos. 62(1), (2) and (4). This Government is unable to agree to the suggestion in 62(3) that a favoured treatment should be extended to those who join the profession of teaching. This would

be obviously discriminatory. There are several other professions as vital for the country's development as teachers.

I would further state that the recommendation No.62(2), to the effect that there should be no upper limit to the number of such loan scholarships in this sector, and that an attempt should be made to provide financial assistance to every needy student, is again over ambitious, since it implies that a very large number of students would have to be given loan scholarships, involving a financial strain which the State may not be able to bear.

(17) Recommendation No.63(1). This Government is not able to agree to this recommendation. Even an Indian-made cycle would cost at least Rs. 125 and the scheme if it is to have any appreciable impact, would be too costly in practice. It may be adopted on a voluntary basis by teaching institutions if they so wish.

(18) Recommendation No.63(2). We agree that Study Centres would be very useful, particularly in the crowded towns but may also be useful in centrally situated secondary schools in rural areas. This scheme, however, will need to be accommodated in the Centrally sponsored sector, since even a single Day Study Centre, would probably involve an investment of Rs. 50,000/- or more.

(19) Recommendation No.64(1). Agreed

(20) Recommendation No.64(2). The Commission recommended that at the school stage the responsibility for providing scholarships should vest in the State Governments, though the bulk of the responsibility for providing scholarships in higher education should be taken up by the Government of India. This

would mean quite a heavy burden on the States, but since the Commission have recommended that for the next two plans the centre should bear the entire costs of scholarships of the secondary stage by accommodating the expense in the Centrally sponsored sector, this Government agrees to the proposals made in this particular recommendation so far as the next two plans are concerned. The whole matter however, will need to be reviewed at the end of the fifth plan, and the States will have to examine how far they are then in a position to bear the expenditure arising out of the scheme of scholarships at the school stage, and to what extent assistance from the Centre would still be necessary.

(21) Recommendation Nos. 65 to 68. This Government agrees that expansion of facilities for the blind, deaf and orthopaedically handicapped children, needs to be provided on an increasingly generous scale in every State, but we cannot agree that every district should have one good institution for the education of the handicapped, we are in favour of having a few well-equipped and well staffed institutions of large size, located in selected parts of the State, where handicapped children could be brought and kept for education under the guidance of experts. In the Gujarat State we have about twentyfive schools for the blind, the deaf-mutes, and for other types of retarded and handicapped children. These are situated in the bigger townships, like Ahmedabad, Surat, Rajkot, Baroda and other District Headquarters. It is our experience that facilities for educating such handicapped children are better and more easily

available in therefore, the plans to expand facilities for such children should be confined to the bigger cities, where the existing centres should be expanded and developed as much as possible. We would add that the teacher pupil ratio of 10 to 1 for the Blind, Deaf, and mentally retarded children, is an excessive ideal, and difficult of fulfilment in the foreseeable future not only because of lack of candidates for the profession, but also because of lack of teacher educators and even of training institutions. A more realistic ratio such as 20 to 1 would be desirable. It is also a question whether the education of orthopaedically handicapped children is strictly a matter for the Education Department or whether it pertains more to the Social Welfare Department, as is the case in some States today. The provisions for the purpose should be diverted to one Ministry or Department, uniformly, in every State, as well as in the Centre, in order to ensure that the available funds are not dissipated through duplication of efforts.

(22) Recommendation No.69. This Government is in general agreement with the desirability of removing differences, by giving all possible help, but would also point out that several causative factors are at work behind the differences in question, and the more provision of additional funds according to the principle of equalisation, which is mentioned by the Commission and discussed in some detail in Chapter XIX of their Report, may not suffice to meet all the needs of the case. In fact, if the principle of equalisation which is described in Note-I of Chapter XIX is opposite to the desired one, in as much as, the nett outcome might easily be one of lowering the

existing level in a state or district as the case may be, instead of raising it to that prevailing in some other State or district. A crucial concept here is, "What is the optimum level of equalisation which has to be fixed beforehand, even before the whole scheme can begin to function? (para 8 of note I to Chapter XIX)". Further, is it sufficient to fix this level of equalisation in terms of expenditure per capita per annum only, or are certain "intangibles" also involved which cannot be reduced to monetary terms? In a wider context, the problem of equalising regional imbalances, involves a large number of socio-economic and other factors, and in our opinion, will have to be tackled by a multipronged attack for bringing about a balance. It would be a mistake to assume too easily, that educational inequalities have been levelled out, merely because we have succeeded in spending equal amounts per capital in the formerly "unequal" regions.

Subject to the above remarks, however, we agree to the desirability of reducing imbalances in different areas, and particularly to recommendation No.69(4), where the Commission state that the securing of equalisation of educational development in the different States should be regarded as the responsibility of the Central Government. This would be of particular interest to the Gujarat Government which has a large proportion of Scheduled Tribes and further, has large tract or areas declared as "Backward Areas" or Bad climate areas. It would be necessary to ensure that those States, who under developmental expenditure, should not suffer neglect or for delayed payment of Central grants.

(23) Recommendation Nos. 70 to 73. Agreed.

(24) Recommendations Nos. 74(1) to 74(3)



of the Backward classes and the education of the Tribal people. As already pointed out above, this State has a large proportion of Tribal people as well as Scheduled areas. We are already running a very large number of Ashram Schools for the children of Tribals (our number is the largest in the whole country, namely 88). As already mentioned above, 32.2% of the entire secondary school-going population is in receipt of economically backward class freeships and an amount of 1.43 crores per annum is being spent on such freeships, and a further sum of Rs. 64 lacs on E.B.Cs to college students. However, it must be said that no special provision has so far been made for acquainting the teachers in Ashram schools with the tribal languages. For the present, a continuous service in the tribal area, or the selection of a teacher who comes from the Tribal area where possible, are the sole means of ensuring that the teachers get to know the tribal language. Unless, therefore, a special school for the study of the tribal languages is set up, it may not be possible for some time, to supply teachers to Ashram schools who know the tribal dialect before they go to the school. I am glad to be able to say, however, that the Gujarat Vidyapeeth has lately set up a Department for the special study of Tribal Languages and Dialects, and in particular the Bhil dialect. They have also undertaken the preparation of a pilot set of Readers of a progressive nature in certain tribal dialects, which are expected to be out shortly.

We also have a considerable number of hostels for Tribals and for scheduled caste children,

over and above the Astram schools mentioned in the foregoing para. The children in these hos els mostly study in secondary schools. As regards higher secondary, and University education, we agree that a more generous programme of scholarships on a basis of reservation will have to be made for Tribals.

(25) Recommendation No. 75(5)(b). We are not quite convinced that evolving a special cadre would be the best means of securing the best people for this important work. There is a danger that such a cadre may be filled by third rate persons, defeating the very object of its creation. We, however, do agree that certain unorthodox methods will have to be adopted in order to attract larger numbers of highly qualified personnel to serve in Tribal areas, and further that some special allowances and privileges will need to be offered to such persons for a long time to come till these areas secure reasonable parity with the developed parts of the State. It is, however, debatable, how far the Commission's recommendation made in para 71 for "setting aside several of the formal rules of recruitment" can be adopted in practice. Rules of recruitment etc. are generally made for a State as a whole, and any exceptions made could have unexpected repercussions.

(26) The Commission in the concluding sentence of Chapter VI, have stated that "No expenditure is too great for the purpose of improving the lot of the Tribal people." This Government would wish to point out that the question perhaps is not merely of expenditure, but is also a sociological one, viz. one of a feeling of concern amongst the more educated and the more advantageously placed sections

of the Community vis-a-vis the Tribal people. The more the educational people of this country feel that the Tribals are also our own brethren, the more they will be attracted to make sacrifices, and to undergo some hardship, for improving the lot of the Tribals. As is well known, one Verrier Elwin was successful in bringing about a tremendous change in the lot of the Gonds and the Lurias, and the expenditure involved in his work was not great. Fortunately, the Gujarat Government can also boast of having a large number of devoted and selfless workers who have made their work with the Tribals a life long mission - people like Gujratram Dave, Mama Saheb Phadke, Takker Bapa, Dahyabhai Naik, etc. can be mentioned, and more will no doubt be forthcoming. We can, therefore, be hopeful that the education of the Tribals in the Gujarat State will receive the full attention that it deserves and would hope that the Centre will do its share in placing all the funds required at the disposal of this Government.

## VIII

### SCHOOL EDUCATION (CHAPTER VII)

#### Pre-primary Education.

(1) Para 3: Agreed in principle. Pre-primary education can make a very important contribution to the emotional and intellectual development of a child, and a child who has received pre-primary education is certain to show much better progress in the primary school. It is because of these considerations that this State has already agreed to pre-primary activities being undertaken by voluntary agencies by starting Bal Mandirs in as many villages as possible, by appointing a

separate teacher for the purpose. The expenses are to be shared by the Panchayats and the State in the proportion of 2:1, the contribution of the State not exceeding Rs. 10/- per annum per boy or Rs. 12/- per annum in the case of girls and Backward Class pupils, but limited to deficit and the rest to be borne by the voluntary agency. Some Bal Mandirs receive grant from the Social Welfare Board also.

(2) Regarding the work to be done by the State Institute of Education for promoting pre-primary education, we would state that refresher courses for teachers of pre-primary schools in different parts of the State as well as seminars for them are already being undertaken by the Gujarat State Institute of Education.

This Government is not able to agree to the starting of pre-primary education development centres in every districts, firstly because too great an expenditure would be involved, and secondly because pre-primary education is not uniformly spread over the whole state and therefore there is no need of such a centre in every district.

(3) As far as the grants to colleges preparing pre-primary school teachers are concerned, I state that all pre-primary training colleges in Gujarat are in receipt of grants at the rate of 50% of the approved expenditure. Thus the recommendations made in sub-para 2 of Chapter VII of the Report that the State should give grants on a basis of equalisation, are already being met in Gujarat State.

(4) Para 7.07 - (6) (a) to (g): Agreed.

(5) Para 7.07 -- (7). Agreed.

Such coordinate action would inter alia, ensure that no party would be able to do any

profiteering by getting grants from different sources in excess of expenditure or needs.

(6) Para 7.07-(8): This Government is not able to agree to the targets suggested because of the very large numbers involved. The first proposal would imply that the State would enrol 45.5 thousand children in Pre-primary schools every year. The second proposal would imply that 50% of about 6 lakhs of children, or some 3 lakhs, should be enrolled in primary schools in addition to the existing numbers. The Gujarat State has widespread compulsory primary education and a practice exists today of promoting pupils who are one year below the age of compulsion to go and attend the school with their siblings whenever they so wish. This practice appears to meet the existing needs fairly adequately and may continue.

(7) (b) The recommendation about the starting of Balbhavan-cum-Education Development Centres would involve considerable expenditure. The seminar on Balbhavans which was held in Delhi sometime back had recommended that a large proportion of the incidental non-recurring expenditure should be met by the centre, and some sizeable proportion of the recurring expenditure should also be met by the Social Welfare Board or the Community Development Department of the Centre. This Government, therefore, would prefer to keep an open mind on this question of starting Bal Bhavans till the details of the help that might be made available by the Centre for both recurring and non-recurring expenditure are made available to this Government.

(8) Recommendation No.76: Agreed.

(9) Recommendation Nos.79(1) to (5), 80 and 81:

This Government broadly agreed with the objectives stated.

(10) Recommendation No.82:

Of the various measures advocated for achieving this objective, the treating of Class I and II as one integrated unit will have a very salutary effect as also the adoption of playway techniques in Class I. As regards the introduction of one-year pre-school education, however, I would state that though this is undoubtedly a good measure in itself, it cannot be introduced on a compulsory basis, primarily because of the costs involved. Again, education at the pre-primary stage must necessarily remain a voluntary activity. However, the Gujarat Government has introduced a scheme of grants to help the development of pre-primary institutions, as has been reported to you separately.

(11) Recommendation No.82(3): The number of drop-outs in the age-group 11-14 would appear to be quite large in view of the figures given in Tables 71 and 72 of the Report. Even on a modest assumption the recommendation would require that literacy classes will have to be provided on a compulsory basis for at least one year for an appreciably large number of children. Nevertheless, depending on the resources available, we agree that it would be desirable to adopt these measures but on an optional basis in as many districts as possible.

(12) Recommendation No.82(4): Acceptable in principle.

(13) Recommendation Nos. 83 and 84: Agreed.

(14) Recommendation No.85: This Government agrees in general that the principle of selection will need to be adopted gradually at the higher secondary level which, however, must be accompanied by an increasing provision

for alternative types of education through vocational courses, etc. We also agree that the selectivity principle at the higher secondary stage should preferably operate through a combination of external examinations with internal assessment through school records, Cumulative Cards etc. So far as admission to lower secondary stage is concerned, we are in broad agreement with the ideas propounded in para 5.27 of the Report.

(15) Recommendation No.86: Dealt with separately.

(16) Recommendation No.87: This Government agrees in a general way to the desirability of making provision on as large a scale as possible for part-time education in both general as well as vocational courses for pupils of the secondary stage who happen to be "earner learners". The targets of 20 per cent at the lower secondary and 25 per cent at the higher secondary stage, however, do not appear to be realistic and are too ambitious in our view. The remarks offered elsewhere on the general question of vocationalisation are also pertinent here.

(17) Recommendation No.88(1): We agree that all efforts should be made to accelerate the expansion of girls' education.

(18) Recommendation No.88(2): This Government is in general agreement except as regards the establishment of separate schools for girls. Our general experience has been that co-education has by now been well accepted, excepting by a few rather orthodox sections where separate schools are working. This Government does not insist on the opening of separate schools for girls but at the same time has no objection to a separate school being started if any section of the public so desire.

(19) Recommendation No.89: We are in full agreement with the desire of the Commission to avoid waste and duplication as well as with the advice to make use of the findings of the Second Educational Survey (which has been completed in the Gujarat State recently). I would, however, point out that even though we may agree to the desirability of locating schools in accordance with the findings of the Survey, there will always be demands for additional schools, or for locating schools in localities other than those indicated by the Survey. This matter depends partly on local needs and sentiments and it has not always been possible to decide these questions strictly according to rational considerations. Whereas it is not so difficult to abide by the Survey in the matter of location of primary schools, the task is not so easy in the matter of secondary schools, particularly in a State like ours where education at the secondary level is by and large in the public sector.

(20) Recommendation No. 89(2): Mixed schools are the general rule at the primary stage in most parts of the Gujarat State. We also agree to the idea of grouping villages for providing more efficient and bigger schools, though there will be a limit to the extent to which this undoubtedly desirable principle can actually operate <sup>in</sup> practice.

(21) Recommendation No.89(3): Agreed in principle. It must, however, be pointed out that the hunger for secondary education is ever increasing, particularly in the rural areas and will have to be satisfied if the public cannot be persuaded to go to some other school. As regards the consolidation of existing un-economic schools, this Government are of the view that this is a visionary idea as it depends on the willingness of different villages or different sections of the public to pool their resources and get better school where two or more weak schools existed before. However desirable this may sound, in reality parochial and other local interests may prevent implementation of this recommendation in our system of secondary education which as stated earlier, is mostly in the public sector.

(22) Recommendation No.89(4): Agreed.



IX

SCHOOL CURRICULUM (CHAPTER VIII)

(1) Recommendation No.90: Agreed. In fact a special committee set up by the Gujarat Government for reconstructing the curricula at both the primary and secondary stages, has already devised, keeping in view the factors mentioned by the Commission, a new curriculum in different subjects for both the primary and secondary as well as the proposed higher secondary stages of education although in the Gujarat State we do not so far have higher secondary schools. It is gratifying to record here that there is a close parallelism between the thinking of the Commission, and that of the ad hoc committee set up for curriculum reform by the Government of Gujarat. The booklet prepared by that Committee had been duly sent to you over a year ago, and you must have found it interesting.

(2) Recommendation No.91(1) and (2): While we agree to sub-section (1) of this recommendation in regard to curriculum development, we are not quite able to agree to sub-section (2) wherein the Commission recommend that schools should be given freedom to devise and experiment with new curricula suited to their needs. Such a latitude could, in our view, be given to a few outstanding schools, but even in their case in the initial stages at least, prior consultation with the Directorate should be essential. The Directorate should however deal with such requests expeditiously and with a measure of imagination. We however agree that more freedom should be given through methods of teaching different subjects. However by far and large a degree of uniformity in curriculum would be of great advantage in our present state of development.

(3) Recommendation No.91(3): Generally agreed.

(4) Recommendation No.91(4): Agreed in principle to the formation of Subject Teachers' Associations, but would point out that such associations would only be really effective, when the rule that a subject should

be taught only by a graduate or by a trained graduate in that very subject is universally adopted.

(5) Recommendation No. 92 (1) to (5): Agreed.

(6) Recommendation No. 92 (6): We agree that at the higher secondary stage diversified courses should be provided to enable pupils to study them in depth and also to give them freedom of electives - this was also recommended by the special committee for curriculum reconstruction set up by the Gujarat State which I have mentioned earlier, and whose report is under active consideration of this Government. Regarding the distribution of the available time, we are of the view that it should be left to each State as it would depend on their circumstances and needs.

(7) Recommendation No. 92(7): We can agree in principle only that enrichment programme which might take the form of some additional subject, or a greater depth in the same subject might be provided for talented children. At present a pupil can take an additional subject optionally for the V.F. Examination, but has to prepare for it through self study - any regular provision in all higher primary schools for additional subjects, or for deeper studies in individual subjects, would raise problems of feasibility as well as of finance and additional personnel etc.

(8) Recommendation No. 92(8): The Commission envisages the covering of the additional programme on a self study basis ~~of~~ outside schools hours - in other words the subject will not be taught by the normal staff of the school, and will need to be prepared by school pupils themselves. Such an arrangement is not likely to work and would defeat the objective in view. To be successful, the school itself

must adopt at least for one entire section of a class the proposed advanced curriculum and assume responsibility for teaching it.

- (9) Recommendation No. 93: Discussed separately.
- (10) Recommendation No. 94: Agreed.
- (11) Recommendation No. 94(1): It is felt that the letters of the Roman alphabet need not be taught <sup>all at once</sup> to pupils in Primary Std. IV, as this would raise both learning problems for the pupil and teaching problems for teachers, especially in rural areas. Instead, the letters of the Roman alphabet should be taught gradually to primary pupils, from Stds. IV to VII as and when needed in class room situations, (naming Geometrical figures, reading in maps, simple chemical formula for water etc. etc.). With this proviso, we agree to the recommendation No. 94(1).
- (12) Recommendation No. 94(2) and (3) : Agreed.
- (13) Recommendation No. 94(4) : Approved, but only in principle that science at the lower secondary stage should be taught as a discipline of the mind, and should be a preparation for higher education - it is doubtful however, whether the inclusion of newer concepts of Physics, Chemistry and Biology would be feasible at this stage, except in a very rudimentary fashion. In our view, a solid grounding in the elements of these sciences may be given and an introduction to the latest developments may be postponed to the higher stage of secondary education.
- (14) Recommendation No. 94(6): We concur. Indeed, in the Post Basic secondary schools in the Gujarat State, the recommendation of the Commission actually stands implemented to the full, since there the study of science is linked to agriculture without any fall in standards.
- (15) Recommendation No. 94 (7), (8) and (9): Agreed.
- There are, however, limits to the extent to which advanced

topics such as automation, cybernetics, etc. as well as the development of a number system; study of systems of notation, and functions, which are spelt out in paras 62 and 63 of the Report, can actually be taught at the lower secondary school level. Similarly the recommendation to treat trigonometry through relating it to Algebra, as advocated in para 64, may actually make the subject more difficult of understanding to the average lower secondary pupil.

(16) Recommendation No. 95: Agreed.

(17) Recommendation No. 96: Not agreeable to the Government for several reasons - firstly the existing policy which have been accepted at the national level, is to give Basic Education at the primary stage, but recommendation No. 96(1) aims to modify it very radically by saying that the work experience at the lower primary level will "take the form of simple hand work only", whereas at the upper primary level it would "take the form of craft". These measures would actually mean the abandonment of Basic Education as it has been understood upto now, and widely accepted and practised in the Gujarat State. We are of the view therefore that Basic Education should continue to be accepted in its full sense, namely education for life through life, in which different subjects are taught through a craft as far as possible and which aim at the threefold correlation of a pupil with his social, natural and school environment. Unless this is done, and clearly recognised as a desirable activity, it is likely that a mere emphasis on hand work would only result in the output of a large number of useless and shabby articles of very little educational value.

Even at the lower secondary stage, a determined effort should be made for introducing the principles of Basic

Education while at the same time providing workshop training etc. as advocated by the Commission. At the higher secondary school level however, we agree with the recommendation of the Commission that work experience may be given through school workshops or even through work on a farm or through commerce and industrial establishments through a carefully worked out system of apprenticeship training or voluntary training.

(18) Recommendation No. 96(2): We are of the view that suitable kits of tools and materials may have only limited educative value as far as an appreciation of the dignity of labour and need of doing productive work is concerned. It would therefore be advisable to associate those schools where a workshop is not available, with activities of a Community Life and basic education kind, so that in addition to getting work experience, the pupils would also be doing a considerable amount of social service, which is also advocated by the Commission.

(19) Recommendation No. 96(3): Agreed, subject to the limitations indicated above.

(20) Recommendation No. 97(1): Agreed.

(21) Recommendation No. 97(2) : However Labour and Social Service camps may have only a limited utility, and it may also not be feasible to get any socially useful work done by compelling very large numbers of young and growing children to do labour in the proposed labour camps, even if they are willing to do so without demur, or protest from their guardians etc. The question of taking large numbers of school children from urban schools to the proposed Labour Camps, is also likely to pose very difficult problems of transport, boarding and lodging etc. at the site of the Camps. We are therefore not able to agree to this part of the recommendation even

on the 5% pilot basis, since even such a limited project would cover several lacs of children, and the difficulties mentioned above would be formidable.

(22) Recommendation No. 98: In the last few years a large number of modifications and adjustments of various Physical Education schemes, have taken place and it would be desirable to reach some finality and implement an universally agreed programme without any further disturbance for atleast 5 to 10 years at a time, before adjusting or modifying it again.

(23) Recommendation No. 99: This Government is able to agree only in principle with the views of the Commission, since it is felt that setting aside one or two periods a week for direct instruction in moral and spiritual values, or for teaching the principles of different religions, is not likely to bring about a real improvement in the behaviour or discipline of the pupils, though it would no doubt give them a great deal of information. The real problem is the inculcation of a willing acceptance of the principles taught, since only then, they will be translated into practice. Otherwise the danger of the moral and spiritual teaching being regarded only as one additional subject and therefore an additional burden may harm the cause we are advocating.

(24) Recommendation No. 100(1): We are not able to agree to the appointment of a Committee for studying the present situation, and for making recommendation of extending the facilities for giving art instruction, since the need for such instruction and the importance of cultivating aesthetic taste and right artistic values, is already well known.

(25) Recommendation No. 100 (2): Balbhavans are a costly undertaking, as was also pointed out at the All India Balbhavans Conference at Delhi some months ago, and hence they cannot be set up in all parts of the country even with the help of the local community, unless they are substantially subsidised by the Centre. Further more, their utility in giving art education is likely to be limited, though they would provide several co-curricular activities to the participating children, and also give them opportunities for creative self expression.

(26) Recommendation No. 100 (3): Agreed.

(27) Recommendation No. 101: Agreed.

(28) Recommendation No. 102: This Government is gratified to note that the Commission have found the fundamental principles of Basic Education, such as productive activities; correlation of the curriculum with the productive activity and the environment; and contact with the local community, to be very important principles in the field of education, and have also recommended that they should be incorporated as guide lines and formative ideas at all levels of the educational ladder. However, this Government is not able to agree with the view explicitly expressed in para 109 of Chapter VIII by the Commission, to the effect that such recognition of the essential features of the Basic Education, renders it no longer necessary to designate any stage of education as "Basic Education". In fact the Commission have made it quite clear in different parts of their Report that the type of education recommended by them is really not Basic but something similar to it - para 28 of Chapter I, for example, states that concept of work experience which is advocated by the Commission is essentially "similar" to Mahatma Gandhi's concept of basic education, but the Commission also make it clear that their idea is not that of Gandhi's but is a "redefinition

of this educational thinking in terms of a society launched on the road to industrialisation". This is to say that the various features of Basic Education have been accepted by the Commission only in so far as they conform to a "forward looking" concept of a society which fixes industrialisation as its desired goal. In a predominantly agricultural country like ours with rural areas forming more than 90% of the total population, it would be a travesty of facts to say that we are already "launched on the way to industrialisation" or that we may come to be launched on that way even in the next two decades. The gap between the progressive and the fully industrialised countries and, our own limited industrialisation, would still remain very wide. Further, the large majority of our children would continue to feel the need of some means of getting adequate work experience, even if the recommendations of the Commission come to be accepted - the Commission themselves in Para 27 of Chapter VIII have said that they "realise how difficult it is to make provision for the forward looking type of work experience for every child" and they say therefore that during the transitional stage "the majority of the children will receive, of course, experience in the traditional programme of production which the community practises". It appears therefore that the Commission themselves recognise and admit the impossibility of giving the type of work experience they advocate through their proposed Polytechnics, Workshops, Labour Camps, Social Service Camps etc. to the majority of the children during the next 20 years or so. This being the case, there is every reason to specifically continue the existing programmes of Basic



Education, and even to emphasise them, so that the majority of our children in schools will continue to engage in a kind of productive activity through Basic Education, which has established its high educative potentiality, besides embodying all the fundamental principles which the Commission themselves have praised in para 105 of Chapter VIII. Further, the underlying philosophy of Basic Education as conceived by Gandhiji especially its emphasis on the dignity of personal labour and its resistance on non-exploitation of others, needs also to be specifically highlighted at the secondary stage.

For the reasons given above, we are of the view that the term "Basic Education" has not outlived its utility or its justification. We should therefore continue to designate the primary stage of education as Basic Education, and should make even further efforts to extend it to the secondary stage on a voluntary basis as far as possible. We shall then be able to provide the right type of "work experience" to a large majority of our children, and also give them opportunities of doing social service through community-life-activities, which are simultaneously educative in nature and possess rich potentiality for satisfying the psychological needs of the child, as well as the sociological requirements of the community.

X

LANGUAGE POLICY ((CHAPTERS I, VIII, XI and XV)

The present position in Gujarat State:

(1) There appears to be a close similarity between the practice already prevailing in the Gujarat State, and the recommendations made by the Education Commission. The medium of instruction at the primary and secondary stages is the regional language throughout the Gujarat State except a very few schools where instruction is given through Hindi, English and other Indian Languages. The national language, namely Hindi, is compulsory in this State for all students from primary standard V to the end of the high School stage, and no student can sit for the S.S.C. examination without offering Hindi as one of his subjects. As regards English, a study of it is compulsory from Standard VIII onwards upto the end of Standard XI, though a student has the option of giving it up when he appears for the S.S.C. Examination. This is to say that all secondary school pupils study English compulsorily for 3 years even if they do not want to offer it for their school leaving examination. Further, the study of English can be begun from standard V on an optional basis, provided the managements running the school concerned, are willing and in a position, to provide for such optional instruction. It is thus possible for a student to study English for seven years, from standard V onwards to the end of the secondary school stage, and he must also study Hindi for a total period of 7 years on a compulsory basis.

(2) At the collegiate stage the study of English is provided for for a period of 4 years in the existing universities of the Gujarat State, even though the medium of instruction may be Gujarati/or Hindi or English as

the case may be. The statute No. 207 of the Gujarat University provides that the medium of instruction and examination should be Gujarati, but as a result of the judgment given by the Supreme Court, in Mudholkar V/s. Gujarat University it has been held that English may be used by affiliated colleges as medium of instruction if they so wish. In practice, however, most colleges use Gujarati for almost all subjects, excepting the basic science and technical subjects and engineering though even there, there is no ban to the use of the regional language. Similarly the Sardar Patel University lays down under its statute No. 176 that the medium of instruction in all faculties shall be Hindi with option to use either English or Gujarati except that for the B.Sc., in Dairy Science and Veterinary Science, English must be used upto a certain period, after which Hindi shall become the medium of instruction with option to use English or Gujarati. In effect this means that Hindi is used in a number of arts subjects as the medium whilst Gujarati is used for certain others, but English is generally used for science subjects in the Sardar Patel University. For the diploma courses in that University the statute lays down that only Hindi or Gujarati shall be used as the medium. As regards the University of Baroda, the practice from the beginning has been to use English as the medium in all subjects, but the use of Gujarati or Hindi is also permitted up to the preparatory stage there does not appear to be any specific statute regarding the medium of instruction or examination in that University. However, in 1956, the senate in its Resolution No. 17, resolved that steps be taken to progressively replace English by Hindi as the medium, upto the Degree stage whilst maintaining proper standards during the transition period.

(3) It will thus be observed that the old 3 language formula has been implemented fully in this State. It may further be mentioned in this connection that the graduated 3 language formula as envisaged in para 8.34 of the Report of the Commission is not quite in consonance with the concept which has been developed in the later paragraph of the Report. Para 8.34 would seem to imply that at the lower secondary stage, a student should learn (i) the mother-tongue; (ii) Hindi or English; and (iii) a modern Indian or Foreign language other than Hindi or English. Whereas what is visualised in para 8.37 is that "the vast majority of pupils in non-Hindi areas will learn a regional language, Hindi and English". There is no mention of the modern language in para 8.37 so far as non-Hindi areas are concerned. It may, therefore, be necessary to further clarify the recommendation in para 8.34, as it is felt that the intention of the Commission is what is contained in para 8.37. Assuming that it is so, the language policy followed at present by the Gujarat State is largely in consonance with the recommendations of the Commission.

(4) Recommendation No. 93(6): Considering the position of Hindi, which, to quote the report of the Commission itself would have an ultimate importance in the language curriculum second only to that of the mother tongue we feel that the present policy which has been adopted in this State to teach Hindi on a compulsory basis from Standard V, is more in consonance with the priorities recommended by the Education Commission for the learning of Hindi, and with the constitutional status that Hindi enjoys. We are unable to agree to this recommendation that there should

be two levels for Hindi and English-- since Hindi is to be compulsory for 7 years, there would be only one level which itself would not be too high for non-Hindi speaking pupils, as an ability to comprehend spoken and written Hindi, and to express oneself in simple Hindi, both spoken and written, would be expected at the end of the 7 years of study.

Similarly it is felt that given good teachers who employ proper methods of teaching English, it should be possible for a pupil who commences his study of English after the end of the lower secondary school (namely from Std. VIII onwards) to acquire a good mastery over comprehension as well as a fair ability of expression, at the end of 4 years, and a still further grounding could be laid in the one or two years of higher secondary stage, or during the 4 years of collegiate study, if he continues his studies after Std. XI. Those who start English optionally from Standard V would only be learning during 3 years, an amount of the course, equal to that which lower secondary pupils would cover, during the course of one year, namely in Std. VIII. Hence the question of two levels of attainment, if at all, would arise only during the lower secondary stage, for optional pupils. It should not arise for the general pupil who would form the large majority, and would commence English from Std. VIII only. This Government is therefore, unable to subscribe to the view that there should be two levels of attainment in the English language.

(5) Recommendation in Para 35 of Chapter VIII that linguistic minorities may study the regional language only on an optional basis from Class III onwards and not on a compulsory basis, this state agrees to this recommendation, and would be willing to modify its existing practice under which such minorities have to study the regional language necessarily from Standard III onwards. Although we feel that in the longer run it would be more

in the interests of minorities particularly those who have settled down in alien areas to learn the regional language on a compulsory basis.

(6) Recommendation in Para 8.22: That if a pupil so desires, facilities should be provided for the teaching of the third language in every school. This recommendation is again not in conformity with what the Education Commission has observed itself in para 8.33(3) that "the provision of qualified and competent teachers for teaching the language to millions of children in our primary schools would be a very formidable task." While it is possible today to find teachers competent to teach Hindi, the position would not be the same as far as teaching of English is concerned, and even on that consideration, it may not be possible to implement the recommendation of the Commission that facilities should be provided for the teaching of the third language in every school on an optional basis. Rationally it is felt that as long as enough number of teachers are not available, it would be more logical to leave the option to the schools rather than the pupils. It is appreciated that such a course might create further imbalances in as much as urban schools may be able to provide this facility, where as rural schools may not be able to do so. But a mere compulsion that every school should provide this facility would not solve the problem, so long as sufficient number of teachers are not available.

(7) Recommendation in Para 51 of Chapter I: Agreed whole-heartedly.

(8) Para 57 of Chapter I: In agreement with the view that both English as well as certain other languages may be studied as library languages. It is therefore, that,

despite the heavy expenditure involved, a provision has been made in the 4th Five Year Plan in this State for the starting of an Institute of Languages as well as for the starting of a State Institute of English.

(9) Para 61 of Chapter I: Concurs with the view that English cannot serve as a link language for the majority of the people and that only Hindi can do so in due course. This is yet another reason why Hindi has been made compulsory from Standard V onwards in this State. I would add that Hindi medium institutions are given all encouragement in this State. Thus we agree with the views of the Commission in the same para concerning encouraging such institutions in non-Hindi States.

(10) Paras 35 to 40 of Chapter VIII: It has already been clarified that this Government sees no reason for changing its existing policy regarding the stage for the commencement of the study of either English or Hindi.

(11) Recommendation in para 44 of Chapter VIII: We are not in favour of introducing the Roman script since in the Gujarat State every pupil and student is familiar with the Devanagari script from standard V onwards, and there is no reason therefore to adopt the Roman script.

(12) Recommendation in para 45: This Government would have no objection to such a course but would, however, point out that several states had in the past advocated this very measure and even attempted to introduce it but with little success.

(13) Recommendation No.93(8): We are unable to agree with the view that "study of Hindi should not be forced on unwilling sections of the people". In

fact the Commission themselves have said that Hindi should be studied compulsorily for 3 years by every one, the only choice being the stage from which the study would commence, namely, either from the upper primary or from the lower secondary stage. In our view the study of Hindi should be a positive requirement from every one for a minimum number of years, until a minimum mastery of both expression and comprehension is achieved, since this is implicit in the status of a national language being given to Hindi. The nationwide programme which is recommended to be organised for the promotion of the study of Hindi on a voluntary basis by the Commission itself, in the same recommendation, should be aimed at creating an atmosphere for a more advanced study of Hindi beyond the very minimum which has to be compulsory for every one. We would state that as far as our experience in the Gujarat State is concerned, there has never been any opposition to the study of Hindi during the school stage. Every one seems to have accepted the study of Hindi as a logical necessity arising out of its status as a national language.

(14) Recommendation in para 46 of Chapter VIII:  
Agreed.

(15). Paras 48 and 49 of Chapter VIII: In general agreement but would point out that it is not necessary to emphasise the study of the classical languages in all universities, since this would put an unnecessary burden on some universities where the demand for study of classical languages may be very small or where qualified teachers may not be available in sufficient numbers. In fact the existing situation in the Gujarat State appears to meet the needs adequately since every



university is free to make provision for the study of as many classical languages as they wish, looking to their demands as well as their available facilities. This Government also agrees that it is not necessary to start any new Sanskrit Universities. We would, however, point out that wherever any Sanskrit institution does exist, it should be given adequate funds and equipment, as well as staff, to do its work properly.

(16) Paras 60(1) of Chapter XI: We agree that a distinction needs to be made between the teaching of English as a skill, and teaching English literature and that this could best be done by the universities taking some special care to emphasise the skill-aspect as against the literacy-aspect of the language. As mentioned earlier, this State has provided for the starting of a State Institute of English in the 4th Plan and it is felt that such an institute will be able to pay proper attention to the teaching of English as a skill. It is expected that affiliated colleges and even university departments, for learning the methodology of teaching English as a means of communication and understanding, would also help in implementing the proposal of the Commission that English should be learnt optionally at the undergraduate stage as an explicit part of the elective subject taken by the students and not as a separate subject. This Government approve of this incidental method of studying English as a part and parcel of the elective subject, though it is felt that care will have to be exercised that under the guise of teaching English through the elective subject, nobody falls into the habit of teaching straight literature or

formal teaching of English, instead of as a part of different elective subjects. No doubt the Centre will set up some machinery for dealing with this aspect of the matter.

(17) Recommendation No.93(7): We have built-up a rich heritage in the matter of acquisition of the knowledge of English and it would be a pity if this acquired knowledge is allowed to be frittered away. We agree with the view of the Commission that English is a valuable library language and hence we are of the view that the present practice of teaching English as a compulsory second language, should be contained though a final decision in this matter can be taken after consulting the various universities in the country.

(18) Recommendations in Para 65 of Chapter XV: This Government agrees with the view that it is desirable to accelerate the adoption of the regional language as medium of instruction even at the collegiate stage. We also agree that English may continue to be used as a medium during the switch over period. It is, however, desirable to switch over to the regional language as a medium at the secondary stage as well as at the polytechnic stage, without any delay. This Government also feels that it is necessary to take steps to ensure that the ITI's and polytechnics are not flooded with graduates or Inter Science passed students, as appears to be the case at present. It is desirable that the available seats should be actually given to the matriculates and middle passed students for whom they were originally intended. This would also make it easier to adopt the regional language as the medium of instruction and also fulfil a real need.

(19) In view of the various observations made above, I give in a brief table the remarks of this Government regarding the recommendations of the Education Commission concerning the language policy and medium of instruction. The table below refers to the page No. of the Report and the serial No. of the recommendation (together with sub-number where necessary). The actual text of the recommendation is not reproduced but this will not detract from the clarity of the summary giving the views of the Gujarat Government which are embodied in the table below:

Page No. of the Report	Serial No. of recommendation with subject No.	Views of the State Government whether agreed fully or only partly, etc. or disagreed
613	3(3) Language policy	Agreed generally.
613, 14	3(4)	Agreed fully.
614	3(5)	Agreed fully.
"	3(6)	Agreed fully.
"	3(7)	Agreed, subject to remarks sent elsewhere.
"	3(8)	Agreed fully.
"	3(9)	Agreed fully.
"	3(10)	Agreed only as far as university level is concerned.
"	3(11)	Agreed fully.

Page No. of the Report	Sr. No. of recommendation with subject No.	Views of the State Government whether agreed fully or only partly, etc. or disagreed
614	3(12)	Agreed, except that modern Indian languages other than Hindi need not be provided for in schools in non-Hindi areas where pupils will learn English and Hindi.
635	93(1)	The question does not arise in the Gujarat State.
635	93(2) (a) to (g)	Agreed fully.
"	93(3)	Not agreed, as the old 3-language formula is desired to be continued.
"	93(4)	Agreed in general, subject to modification in the light of the existing practice.
"	93(5)	Not agreed as being neither feasible nor desirable.
"	93(6)	Not agreed, please see para 6 above.
"	93(7)	Agreed, subject to para 16 above.
"	93(8)	Not agreed. Hindi should be compulsory for a prescribed period, being national language.
"	93(9)	Not agreed. Please see remarks in the letter above at para 12.
"	93(10)	Agreed fully.
"	93(11)	Agreed in general subject to remarks about study of classical language in universities.
660	182 -Medium of Education	Agreed fully.

XI

TEACHING METHODS, GUIDANCE AND EVALUATION  
(Chapter IX)

Teaching Methods:

- (1) Recommendation No.103: Agreed generally, but caution would be necessary in the matter of the actual extent to which flexibility is granted to a teacher. As observed by the Commission in para 4 of Chapter IX, the phrase "elasticity and dynamism" of any educational system, can be equated with "the freedom of the teacher" in that system. This necessarily implies that the extent of the freedom which can be given to a teacher, would be limited by his ability and merits. Similarly, the Commission point out in para 6(3), that the Inspectors are "key figures", and a school system cannot be more elastic or dynamic than the inspectors will allow it to be. This leads on inevitably to a need for the education of the inspectors themselves.
- (2) Recommendation No.104: This Government is in agreement with certain parts of this recommendation which pertain to the desirability of improving the quality, as well as the contents of textbooks used in our schools, and also to the desirability of supplying adequate Teachers' Guides, and instructional material, to supplement the textbooks. We are unable however, to agree to the recommendation that each State should set up an expert section for the production of textbooks - such a measure would amount to the nationalisation of textbooks, and in our opinion the experience of those States where nationalisation was adopted, has been that an immediate fall in the quality and get up of textbooks became noticeable. In the Gujarat State on the contrary, we have a system of periodically inviting textbooks from different publishers, and putting a few of them on the Sanctioned List after they have been scrutinised by Expert Committees and after all modifications and changes recommended.

by such experts have been duly carried out by the publishers. We find that such a system results in putting good quality books into the hands of the pupils. Perhaps, the question of price of the text books is the main consideration in favour of nationalisation of books. Even in this matter, much could be done by adopting persuasive methods with publishers, or by putting a ceiling on the profits that a publisher can make on his books.

In the light of the above remarks, I summarise below sub-sections of recommendation No.104 with which we agree, and also those sections with which we are unable to agree:-

---

Sections of recommendation  
No.104 with which we agree

Sections of recommendation  
No.104 with which we do not  
agree

---

Nos. (1), (2), (3), (7), (8), (9),  
(10) (we agree in principle but  
feel that some margin of profit  
must be legitimately allowed  
to publishers), (11), (12), (13),  
(14), (15).

Nos. (4), (5) and (6)

---

(3) Recommendation No.105: In para 30 of Chapter IX the Commission have said emphatically that it is not enough to fix the average pupil-teacher ratio at the different stages of school education, but it is necessary also to prescribe the maximum number of pupils to be admitted in a class, and further to lay down that this maximum should not be allowed to be exceeded in any case. Subject to this overriding clause, the Commission recommend a maximum strength of 50 for the lower primary, 45 for the higher primary and lower secondary, and 40 for the higher secondary school stage. This Government agrees in general, that it is desirable to lay down the maximum size of a class, but would point out a strict enforcement of the maxima for admission as advocated by the Commission, may not be easily possible with the existing resources of the State, unless the expenditure on the additional number of teachers so required, is provided in the Centrally sponsored sector, for at least five years.

(4) Recommendation No.105(2): It already stands implemented in the Gujarat State, since all Teacher Training Institutions at present give specific instruction as well as practice in multi-class teaching, to the teacher trainees.

(5) Recommendation No.106: This Government is in general agreement with the views of the Commission but would point out that in States like Gujarat where universal compulsion is already implemented, the available resources are already stretched to breaking point, and it is not possible to make the required provision for the construction of school buildings in the States budget, as advocated in 106(2). In fact there is no lack of community enthusiasm in this regard, the limiting factor essentially being the availability of State funds. Centre's assistance in this regard appears very necessary, particularly in respect of primary schools and primary teachers training institutions, which should be based on more realistic estimates based on current prices. This is very necessary if the standard of efficiency in primary education is to be effectively raised.

(6) So far as private secondary schools are concerned, we would strongly advocate a Central Financing Corporation with State branches for giving them loans, if subsidies cannot be provided. The repayment of loans could be held eligible for grants so that the total subsidy is spread out to a number of years. Grant on rent of building need not be paid in this case.

(7) Recommendation No.106(5): Agreed generally, but would point out that the "nucleus" type of building though widely advertised some years ago, has not, to our knowledge, actually been adopted in any State.

(8) Recommendation No.106(6): Agreed, but all such lowering down of specifications has to be consistent with the climatic

conditions prevailing in every state and care has to be taken that the advantage so gained is not off-set by higher costs of maintenance.

(9) Recommendation Nos. 106(8), (9) and (10): We feel that in our State it may not be necessary to have a special Educational Building Development Group or an unit in the P.W.D. for the execution of education building programmes, because the responsibility for construction of primary schools in the State devolves on Panchayats and the rest of the education is mostly in the private sector.

#### Guidance and Counselling

(10) Recommendation No.107. This Government agrees broadly with the adoption of the measures recommended for the introduction of guidance and counselling at both the primary and secondary stages of education. We agree with 107(1) to the extent that teachers should be familiarised with diagnostic testing and the problem of individual differences, but do not see any necessity of giving guidance for selecting future careers, or regarding further education, at the primary stage - since in our opinion all boys and girls are to be left free to continue their general education at least up to the lower secondary stage. We have also pointed out elsewhere that the expectation that 20 per cent of the pupils would enter life, and a further 20 per cent would be diverted into vocational types of institutions, is rather an over estimate. As regards guidance at the secondary stage, we agree in general to the ultimate aim of providing Guidance Counsellors in the next 20 years to cover all secondary schools, but would point out that even provision of one counsellor for every 10 secondary schools appears very ambitious and would involve considerable expenditure. We should either raise the ratio to one counsellor for every 25 schools, or be content with adopting the scheme on a pilot basis in a few districts,



dispersed over the whole State, from year to year. The recommendations contained in No.107(3),(4) and (5), are agreed to but may be quite difficult to implement in practice.

(11) Recommendation No.108: Agreed.

(12) Recommendation No.109 and paras 58 to 63 of Chapter IX This Government agrees that it is very necessary to make a clear distinction between low intelligence or mental handicap arising from congenial factors on the one hand, and under achievement, or an inability to come up to the level of one's own actual intelligence, as a consequence of several remedial factors such as emotional conflict, bad reading habits, cultural depreivation and economic handicaps etc. We also agree that the latter type of pupils are really not "Backward" in as much as they are educable, if certain remedial measures are taken, and some special methods adopted. As the Commission point out in para 60 of Chapter IX the failure of the under-achievers is a matter of great concern to a developing country like ours, but in our view the position is likely to improve considerably if alternative non-academic types of courses are also made available to such under-achievers, against the present purely academic type of curriculum - this, coupled with remedial measures and proper guidance and counselling, is likely to bring about a considerable improvement in the performance of our under-achievers. However, it has to be remembered that all remedial measures of the type advocated by the Commission in paras 60 to 63, of Chapter IX will involve considerable outlay of expenditure, particularly the setting up of Child Guidance Clinics in every major town. Careful phasing of schemes in the matter will have to be adopted in order that nothing is undertaken which cannot be continued and retained. Subject to these remarks, we agree broadly to the views of the Commission contained in recommendation No.109.

(13) Recommendation No.110(1): Agreed broadly.

(14) Recommendation 110(3): Agreed to the proposal for treating Classes I to IV, as one single ungraded unit, though in the beginning we might combine only Class I and Class II for the purpose of examinations, In our opinion, such a measure would be very helpful in enabling pupils to proceed at their own rate, and thus would reduce stagnation very considerably. We also agree that the primary teachers should be given some training through programmes of orientation, to enable them to make use of remedial materials and diagnostic tests, so that they become better prepared for the ungraded system of Evaluation at the lower primary stage of education. The Training Schools as well as the State Institutes of Education,<sup>0</sup> may be specially commissioned to emphasize the training of teachers and their proper orientation, in this regard.

(15) Recommendation 110(4): Accepted

(16) Recommendation No.110(5): Where a revolutionary and important proposal is made by the Commission, viz., the abolition of the present vernacular final or primary school certificate examination, this Government is broadly in agreement with this recommendation and would point out that it would also imply that as soon as the V.F. examination is abolished, it would automatically mean that the minimum attainment accepted from candidates for service as primary school teachers and for some other categories like Talatis etc. may also have to be raised to the 10th Standard examination, viz., the Lower Secondary Certificate qualification. This would, therefore, help to raise the quality of primary education in general, since better qualified primary teachers could be expected to put in more efficient and better quality work of teaching.

(17) Recommendation No.110(6):Agreed. We agree that the Evaluation may be done by the teachers of the participating schools at such optional examinations, and not by outside examiners, though it would be desirable for the Educational Inspectors of the Districts, to select the tests actually given to the examinees, from amongst those which have been prepared by the State Evaluation Unit etc. We further agree, that such optional examination could be over within two or three days, and should not take more an hour and half each day.

(18) Recommendation No.110(7): Acceptable.

It may again be stated that the abolition of the external examination at the end of the primary stage, and the adoption of an optional examination instead, would necessarily imply a corresponding rise in the minimum attainments accepted for certain kinds of service under local bodies, or under Government etc. - examples that readily come to mind are: a primary school teacher or the village Talati etc. The minimum qualification that might come to be prescribed for these jobs ( which today is the P.S.C. or the V.F. certificate) would become the 10th Standard certificate or the Lower Secondary Certificate. However, this would not cause much hardship, since even today the number of matriculates competing for these two categories of service, is substantially large. The reform can however be brought about only after we start the public examination for the lower secondary stage.

(19) Recommendation No.110(8): Agreed

(20) Recommendation No.110(9) While we agree that such standardisation is desirable, and needs to be welcomed, we must also remember that the numbers that have to be handled by every Board conducting examinations, are so large, that the Commission's particular recommendation in this matter, may be difficult of implementation in practice. However, all attempts

to standardise the marks, and in any case to adopt the five point scaling in addition to the existing award of marks on percentage basis, is worthy of commendation.

(21) I should like to observe here that one contributory factor which is responsible for the larger percentage of failure, is the inefficiency of the day to day working that we find in some schools - it is our experience that when the daily working is efficient, the failures are automatically much less. This has to be remembered when we consider the contents of para 77 of Chapter IX when the Commission's point to the demoralising effects of a failure at an examination, on the candidates himself. We, however, agree that all steps which would reduce failures should be taken.

(22) Recommendation 110(10) and (11): We agree that this would be a desirable measure, particularly because the certificate above mentioned is proposed to be accompanied by a detailed statement of marks or grades obtained by the candidate in all the subjects offered by him. Such a detailed statement would enable any prospective employer to examine whether the candidate fulfills the requirements of the particular vacancy etc., or not, and similarly, it would enable any College or University to determine whether the candidate fulfills the requirements for admission into a particular course of studies or not. This Government, therefore, is in agreement with the proposal of the Commission, with the proviso that it would be accepted of a country-wide basis after mutual discussion, so as to avoid confusion, Similarly, this Government is also agreeable to the Commission's proposals that the different School Boards should hold an external examination on a purely voluntary basis, which students in Class X and XI or XII may only appear at if they so desire - normally a school pupil would leave the school only with the School certificate, and

would seek entry into some vocational course, or even seek employment, on the strength of his school certificate only. This Government is not agreeable however, to the Commission's view that in the case of a holder of merely a School Certificate, the Higher Secondary School or the College that he may wish to join, should be permitted to prescribe an Entrance test or examination - such a measure in our opinion may be misused, and in any case would not seem to be necessary, for the Higher Secondary School, or College concerned, can lay down before hand, the grades etc. in different subjects which are expected from prospective candidates for admission, and the School Certificates produced by aspirant candidates may be scrutinised accordingly.

(23) I would reiterate here, that any reforms in this matter might come to be adopted should be introduced on a countrywide basis, since, otherwise the students coming from a State which had accepted the reform, might suffer certain handicaps, particularly while seeking employment in the private sector.

(24) Recommendation No.11(12): It is desirable to grant a few selected schools the right to assess their students themselves, and to declare their examination results at the end of Class X, and such examination results should be automatically equated with the external examination held by the Board. Naturally, the very strict criteria of excellence will have to be framed and employed, for all those schools which aspire to have this particular privilege given to them. It must be clearly understood that such privilege has to be continuously earned, and deserved, and would be subject to review before it can be retained or continued.

(25) Recommendation No.110(13): Agreed. We also in this connection agree to the views of the Commission expressed in sub-para 2 of para 84 of Chapter IX regarding the desirability of the inspecting authority paying special attention to the correlation between internal and external marks of students when they visit school. We are not however quite certain how far the proposal that the grant-in-aid paid to the school, should be linked with the integrity of the school in the matter of assessment, can be worked actually in practice, as it would be difficult to prescribe any precise objective yard-sticks in this regard.

(26) Recommendation No.110(14): The Gujarat Government so far has not started any Higher Secondary schools, and the matter therefore, is partly theoretical. If and when the upgrading or bifurcation of schools comes into existence, it will be desirable to hold a Higher Secondary Examination in such a way as to avoid compelling any pupil to undergo two examinations within the same year. However, this matter may be conveniently left to the respective States to settle, being mostly a question of timing and procedure.

(27) Before I conclude, I would say that this Government agrees to the cautionary note summarised by the Commission in para 88 of chapter IX, where they point out that a well organized machinery both at the Central level and at the level of the States, would be necessary, if the comprehensive programme of evaluation recommended by them is to be properly implemented. In fact we are aware of the difficulties and pitfalls which the Commission's recommendation might involve, but nevertheless we are in general agreement with their recommendations as detailed in the foregoing paragraphs, since from the educational point of view, the recommendations are sound and desirable on the whole.

(28) I am informed by the Chairman, Gujarat, SSCE Board that he has also sent the remarks of his Board to you direct, and therefore, I make no comments here on the effect that the recommendations of the Commission might have on the existing practices of the Gujarat S.S.C.E. Board (Annexed).

Annexure

Remarks of the Gujarat S.S.C. Examination Board, Baroda, on the New Programme of Evaluation recommended by the Education Commission.

We agree with the Education Commission's view that the current practice of deciding the fate of a student solely or mainly on the basis of the results of an external written examination has exercised a baneful influence on our education system. It has adversely affected (1) the students' study habits and (2) methods of classroom teaching. It has also to a very great extent clouded the educational objectives.

2. We, therefore, unhesitatingly endorse the new concept of Evaluation set out under para 9-66 of Chapter IX of the Report, and agree that the techniques of evaluation should be 'valid, reliable, objective and practicable'.

3. The external examination is, however, not an unmitigated evil, especially in the context of the current educational scene in our country, which is characterised by educational institutions of distressingly unequal status and a great dearth of well-qualified and competent teachers. The external examination has acquired great prestige in the eyes of the public and seems to provide a universal standard of comparability.

4. We also do not believe that all the evils of our existing educational system are largely or even mainly due to the external examination. Nor do we believe that the reform of the external examination or even its replacement by the most ideal methods of scientific evaluation will spirit away all the evils that bedevil our educational system. The real causes of the malady lie elsewhere and we shall briefly advert

to them in our concluding remarks.

5. It is, therefore, obvious that the written examination should be improved to make it an increasingly more reliable and valid instrument for measuring educational achievement, and it should be supplemented with our methods such as observation, oral tests, practical examination and internal assessment, especially with a view to obtaining evidences of those aspects of educational growth (1) which could not be measured by written examination, and (2) which are not amenable to quantitative measurement and yet are perhaps the most significant, from the viewpoint of the individual and social welfare, namely, quality of character, leadership, emotional maturity and spirit of service and dedication. We regret to observe that it is these socially most significant aspects of educational growth that are the worst casualties of our educational system, and which deserve high priority in our efforts to improve the quality of education.

6. Coming now to the evaluation at the primary stage, it would be more realistic and practicable to treat as a single unit first three standards (instead of Stds. I-II or Stds. I-IV), and to divide the students in three groups (instead of two - slow and fast learners). Whatever the size of the school, we usually find in a class of 40 or 50 students, (a) a few bright students, (b) a few very slow learners, and (c) a majority of pupils of roughly average ability. Every class teacher should be trained and helped to locate these three groups (of unequal size), and to handle them in such a way that the brighter group ~~pushes~~ pushes ahead and completes the course an year



earlier and the slow group is allowed to take one year more. It will not be desirable, as suggested by the Commission, to segregate the pupils into (a) a class of slow learners and (b) a class of fast learners. It will not be desirable both socially and educationally, and furthermore, it will be highly artificial and unrealistic.

As regards other recommendations pertaining to the Lower and Higher Primary Stage, viz., use of standardized achievement tests, diagnostic tests and cumulative record cards, abolition of external examination, and institution of a common internal examination for inter-school comparability, etc. we find ourselves in agreement with the Commission, subject to the observations made in our concluding remarks.

7. As regards the external examinations -- either at the end of the High School course or Higher Secondary School course -- whether conducted by the Boards or by the Universities, the need for reform in the directions indicated by the Commission is obvious. At the same time, the very large number of candidates involved at these examinations, the necessity to declare results within certain time limits, the need for ensuring secrecy, the limited capacity of the Examiners - all these factors impose severe limitations on what could be achieved by way of reform. To take up only one item of reform, namely, conversion of raw scores into standard scores, it is not easy to adopt the procedure, when over a lac of candidates are involved, and to publish the results in time even with mechanisation of the processing of results. This is not to say that we should not try our utmost to introduce reforms which are feasible. We want to emphasize that any

significant progress in this direction can be achieved, only if we decentralise and limit the jurisdiction of the Boards, so that the situation becomes more manageable. The ultimate solution lies in abolishing the external examination altogether, which again may not be practicable in the foreseeable future.

In the meanwhile, everything possible should be done to mitigate the evils of the external examination. There should also be no objection to the issue of certificates giving only pupils' performance in subjects in which he has passed, without 'pass' or 'fail' remark. Similarly, the student should also receive a certificate from school with the record of his internal assessment. We also agree that the external examination should not be compulsory for all students, and that institutions of higher secondary education and higher education may institute their own admission tests.

8. We welcome the idea of establishing Experimental Schools, provided they stand on their own legs and build up sufficient prestige to render the certificates issued by them acceptable to higher education authorities for admission purposes. It will neither be correct nor feasible for the Board to issue Certificates on the recommendation of the school. It will create all sorts of complications and even controversy. Even in the larger interests of education, we should encourage establishment of completely independent and autonomous institutions which stand on their own prestige, and build up public opinion in favour of such institutions. Only then we can achieve real freedom of educational experimentation.

9. The Commission's recommendations regarding internal assessment are welcome and all the steps

necessary to make it a reality should be taken by the concerned authorities. As suggested by the Commission, the results of the external and internal assessments should not be combined and both should find place in the final Certificates. Similarly, we agree that for the effective implementation of a comprehensive programme of evaluation, it will be desirable to enhance the powers and functions of the existing Boards of Secondary School Education and to establish a National Board of School Education at the Centre.

10. Concluding remarks: In conclusion, we want to emphasize that most of the evils that plague our education to-day cannot be effectively dealt with unless we improve --

- (1) the general quality of our teachers,
- (2) his academic and professional equipment
- (3) his emoluments and
- (4) his social status

We are aware that the Commission has laid considerable emphasis on better emoluments of teachers. We, however, attach even greater significance to his social status. Unless we ensure better social status as well as better emoluments for the teaching profession, it will not be possible to attract the best talent to the profession. In education, we should not be satisfied with the second best. If we were asked to advocate a single most important reform in Education, we would unhesitatingly vote for attracting the best talent to the profession.

It must be vividly realised that the dearth of good teachers itself constitutes a formidable barrier to effective implementation of the various measures suggested by the Commission for Examination Reform. The unchecked expansion of secondary and higher education needs to be arrested so that bulk of the funds available for education could be diverted to improving the quality of education in terms of better teachers, better equipment and better accommodation.

Give the best teachers to the system of education, and it will look after itself, it will become truly autonomous and ensure rapid development of the country. If we have faith in the liberating power of education, we can't afford to place it in the hands of those who are ill-equipped, meagrely paid and looked down upon generally by all those whom they have given willy nilly education of a sort.

XII

SCHOOL ADMINISTRATION AND SUPERVISION (CHAPTER X)

- (1) Recommendation No.1111: Agreed.
- (2) Recommendation No.1112: This Government is only able to agree in a general way to some of the concepts embodied in paras 2 to 21 of the Commission's Report which are summarised in this particular recommendation, and it is not able to agree to certain portions of these recommendations at all, both because they may not be feasible legally or because they are otherwise felt to be undesirable. For example, the concept of the Neighbourhood School to which all parents in any locality must be compelled to send their children without option of sending them to any other school, is not, in our opinion, legally feasible, as it appears to violate the fundamental right of every citizen to give his children the kind of education he desires. Similarly the Commission's view regarding the deliberate adoption of a discriminatory policy in respect of assistance given to private aided institutions, does not appear to be feasible and would also seem to be unjust, in as much as thereby the schools would be kept on tenter-hooks, and would not be able to budget for their annual expenditure on any realistic basis. Thirdly, the proposal to abolish all fees even at the secondary level is not felt to be either desirable or feasible, since in our opinion some scope needs to be left open for those parents who wish to give a particular type of education to their children to do so on payment of fees - for example if some parents desire to give an academic type of education to their children and not the vocational type for which the State might

wish to "siphon them off" as desired by the Commission, then it should be open to parents to do so at their own cost. Another point with which we are unable to agree is the transfer of all responsibility below the University education level, to Local Authority Bodies since in our opinion the Panchayats should first be made responsible for the primary stage of education and only when they are able to handle that stage properly and effectively, should any question arise of making them responsible for the lower secondary or higher secondary stages. Similarly the Commission's recommendation for legislation being passed so as to enable the State Governments to take over control and management of private aided schools which do not satisfy requirements, does not in our view appear to be a feasible measure. The adjustment of grants paid to good quality private schools on the basis of the quality of the schools and not on the basis of the level of the ordinary schools, is also a recommendation to which we are unable to agree, as it is possible that through any such discriminatory measure the doors would be thrown wide open for favouritism and graft. At the most we may accept special grants to such schools as show evidence of merit deserving of special assistance for the development of specific programmes.

(3) In the light of the foregoing remarks, I summarise below in tabular form the views of this Government regarding the different sections and sub-sections of recommendation No.112.

No. of section and/or sub-section	Government's views
112(common school system)	Do not agree
112(1)	Do not agree

No. of section and/or sub-section	Government's views
112(2)(a)	Agree in principle, subject to the remarks offered separately in Chapter III regarding Teachers' Status.
112(2)(b)	Agree partially, as far as Panchayats' schools are concerned, but do not agree as regards secondary schools.
112(2)(c)	Agree, subject to feasibility of minimising discrimination.
112(2)(d)	Do not agree, as it does not appear to be legally feasible.
112(3)	Agree broadly that standards in Government and local authority schools need to be raised.
112(3)(a)	We do not agree. We feel that except for peripheral function, the administration of primary schools should vest in the District Education Committee or School Board, other government schools being managed by the District Educational Inspectors.
112(3)(b)	Agree that transfers of teachers should be subject to rational policies, and also not too frequent.
112(3)(c)	Agree in principle.
112(4)(private schools)	Agree except as regards the taking over of inefficient schools by Government in our opinion suitable penal action against such schools should be taken, and they may even be closed or allowed to be replaced by new and better schools, but Governments need not take over the responsibility of running schools which have proved inefficient.
112(5)(regarding discriminatory policy in respect of assistance)	Do not agree. See concluding remarks in para 3 above.

<u>No. of section and/or sub-section</u>	<u>Government's views</u>
112(6)(a) and (b)	Agree in general, even if the tuition fees have not been abolished, since these measures would be desirable in themselves.
112(6)(c)(evolving a better grant-in-aid system)	Agree in principle, but the final formula for grant-in-aid should be left to each State according to its own needs and available resources.
112(7)	Agree fully - indeed this recommendation stands implemented in our States, as profit making bodies are not given aid from Government funds.
112(8)	We do not agree, as it is not desirable for Govt. to take over responsibility of running inefficient schools - this might encourage inertia. In our view, penal action should be taken against inefficient schools, and if they do not show improvement they may be closed and allowed to be replaced by a new school under a different management.
112(9)(encouragement to good quality private schools)	Do not agree, see concluding in remarks in para 3 above.
112(10) & 10(a) Neighbourhood Schools)	Do not agree, as this does not appear to be legally feasible.
112(10)(b)	We agree that if at all the neighbourhood school concept may be allowed to be tried on a strictly voluntary basis as a pilot project in some areas.
112(11)	Subject to its legal feasibility, we are inclined to agree with this concept, subject to the neighbourhood school idea being found feasible ultimately.



(4) Recommendation No.113: I have sent my Government's views in this matter under my D.O. No.CON-2066-74671-B (Chapter X) dated 15th October, 1966, and have nothing further to add.

(5) Recommendation No.114(1): We are in general agreement with the majority of the recommendations of the Commission in this connection, but on some points we are unable to agree. For example, we do not see the necessity of making the State Education Department responsible for the supply of teachers in addition to training them - surely this is a matter that should be left to employing agencies, and the State's duty will be over when adequate provision for training has been made. Similarly, it is not felt necessary to set up an independent State Evaluation Organisation of the type advocated by the Commission in para 33 of Chapter X as stated elsewhere. The finding and views of the National Evaluation Organisation should be made available to the different States Departments for their guidance, and the actual examination and testing of pupils at the primary, secondary and higher secondary stages should be left to the Directorate of Education and the existing S.S.C.E. Boards. At the most the Directorate should try to build in safeguards which will ensure co-ordination of standards from district to district. Similarly, this Government is unable to agree to the eventual assumption of all responsibility for vocational and technical education at the school stage - actually the Commission themselves have said that the financial responsibility for the vocationalisation of education should largely be taken up by the Centre through a suitable

network of Centrally sponsored or Central Schemes.  
(Please see in this connection paras 13 and 15 of Supplemental Note No.1 pages 494 and 495 of the printed Report of the Commission, wherein the introduction of vocational education at the secondary stage is clearly advocated under the Centrally sponsored sector.)

Subject to the foregoing remarks we agree broadly to the recommendation No.114(1).

(6) Recommendation No.114(2): This State has already given its concurrence to the introduction by the Central Government of the Indian Education Service. (114(2)(a) to (c)). We are also in full agreement with recommendation No.114(2)(c). As regards recommendation No.114(2)(d), the matter may be left to the discretion of the State Governments, to be decided according to their needs.

(7) Recommendation No.115: I would draw your attention to my D.O. No.CON-2066-School Complexes-B dated 13.10.1966 under which the remarks of this Government on the proposal of School Complexes have been sent to you.

(8) Recommendation No.116: Agreed.

(9) Recommendation No.116(1): We are not quite convinced of the necessity of separating Administration of school education at the district level, from Supervision, and feel that some elasticity should be left to the States in this matter, though we agree that there should be close collaboration between the District School Board on the one hand and District Education Officers on the other.

(10) Recommendation No.116(2): We agree in principle though Government schools in our view must

be left out from the purview of this recommendation, because by the very nature of things they are patronised more by the backward classes, and therefore certain apparent differences in the standard of achievement are to some extent inevitable.

(11) Recommendation No.116(3): Agreed in general.

(12) Recommendation Nos. 116(4) and (5): We are in agreement regarding the need of extension services for schools and of in-service training to supervisory and administrative staff by the S.I.E. As far as a National Staff College for Educational Administrators is concerned, the matter is one for the Centre to decide, and the State Governments would consider deputing its officers to such National College if and when it comes into being.

(13) Recommendation No.117: This Government is in broad agreement, provided the entire cost of such additional wing continues to be borne by the Central Government.

(14) Recommendation Nos.118 and 119: This Government is not able to agree to the setting up of a State Board of Education, nor to the setting up of a State Evaluation Organisation in every State. In our view, the functions proposed to be performed by these two Bodies, could equally well be done by the existing arrangements in the States, partly by the Directorate of Education and partly by the State level Secondary School Examination Board, and the State level Primary School Examination Unit which might be set up under the Directorate. We however agree that it is desirable to define and prescribe standards at the higher primary and lower secondary,

and even at the higher secondary stages and also that the minima once set should be kept rising from time to time. However after some sort of national uniformity of standards of attainment is achieved, it would be desirable for the Centre to persuade different States to come upto certain agreed levels, instead of leaving it entirely to each State Board of Education to decide the level of excellence which the pupils in that State should reach. In other words, we agree to the desirability of a National Board of Education, but not to the State Board of Education. Similarly, we agree to a National Organisation for Evaluation, but not to State Level Organisations.

(15) Recommendation No.120: The exact distinction between the three types of bodies recommended in these three contiguous recommendations made by the Commission, (namely Nos. 118, 119 and 120) is not quite clear to me. In my view the functions which a State Board of School Education might perform cannot be kept quite distinct and separate from the functions that a "State Board of Education" would perform, and similarly the functions to be performed by any "State Board of School Education" as regards conducting the examination at the end of the secondary stage could not in practice be sharply distinguished, from the functions which any "State Evaluation Organisation" would be called upon to carry out. It is partly for these reasons that I have not agreed to the formation of a State Board of Education or of a State Evaluation Organisation. A multiplicity of Boards performing over-lapping duties, would only create confusion and engender resentments, as well as create friction. Subject to these observations, I would say that the type of State Board of School Education envisaged by the Commission is not

felt by us to be a feasible idea, as its establishment by law would raise many difficulties. It would also be a top-heavy organisation if the membership were to be as outlined in para 64 of Chapter X. In our view, it would be better to give certain well defined and additional powers to the existing S.S.C.E. Board in the Gujarat State, instead of setting up a very big Board as proposed by the Commission. Further, separate accord of recognition by the Directorate as well as by the State Board of School Education, as advocated by the Commission, is also not felt to be desirable, as it would only generate unnecessary and avoidable friction.

(16) The above remarks are summarised below in tabular form:-

<u>Recommendation No.</u>	<u>Agree or do not agree</u>
120	Do not agree
120(1)(a)	Do not agree
120(2)	Agree in so far as the existing S.S.C.E. Board may conduct the examinations at the end of the Lower, as well as the Higher Secondary stage.
120(3)	Do not agree, to the taking over of all vocational education by either the State Board of School Education or the existing S.S.C.E. Board. This would better be done by a State level organisation for conducting technical examinations under the Directorate of Technical Education - we already have such

a body in our State.

120(4) Agree that a Special Committee should be set up under the S.S.C.E. Board when the higher secondary stage is introduced.

120(5) Agree as far as mechanisation is concerned. As regards the setting up of Special Boards, we are of the view that Independent Boards may be set up when the number of candidates exceeds a certain optimum figure presently for 3 to 4 years, say, 1 lac of candidates.

---

(17) Recommendation No. 121(1): Agreed.

(18) Recommendation No. 121(2): Agreed.

(19) Recommendation No. 121(3): Agreed.

(20) Recommendation No. 122: In our view all unrecognised institutions which are frequently conducted on a commercial basis and in an inefficient and educationally unsound manner, are an evil which needs to be controlled. We, therefore, agree that the possibility of legislation in this regard should be investigated and the findings communicated to the States. As regards vesting of powers in the State Governments, such powers already exist as far as recognised institutions are concerned, and it is not felt necessary to introduce a Register of Unrecognised Institutions as well - in our view the only distinction should be between aided recognised institutions and recognised but not aided institutions, and no one should be permitted to run unrecognised educational institutions.

XIII

HIGHER EDUCATION : OBJECTIVES AND IMPROVEMENT  
(CHAPTER XI)

(1) Recommendation No.123: In general agreement except that we have our own doubts whether it would really be proper to stipulate that "to strive to promote equity and social justice" should be one of the objectives of the University. It may be fraught with danger and might easily provide a handle for politicians to interfere in academic affairs etc. Similarly, the view expressed in para 02 of this Chapter, that the "functions of Universities change from time to time", needs also to be accepted with caution as this might lead to unwarranted controversies.

(2) Recommendation No.124: This Government agree in general with the first two sub-sections. Regarding the third sub-section, caution is needed. In our opinion, the best way for universities to help school improvement would be through taking up greater responsibility for teacher training in a wide variety of subjects. In our opinion, it is not necessary for universities themselves to run experimental schools as such a course might only dissipate their energies, which could be better utilised elsewhere. We agree that a variety of Extension Service programmes should be conducted by the Teacher Training Colleges which universities should conduct or even affiliate in larger numbers than at present.

(3) Recommendation No.124: Sub-sections 4 & 5: This Government fully agrees with the view expressed in paras 08 and 09 that our universities, by and large, have responded "too weakly to the challenge of Asiatic culture", and therefore they must make more attempts to "foster national consciousness" and ensure

"that every student who passes out of an Indian university takes with him some understanding of India's Cultural Heritage, its past achievements and triumphs in the field of Art, philosophy, Science and so on". In fact we would go a step further and suggest whether all university students should not necessarily be required to take a course in Indian civilisation, on the analogy of students in America where a course in Western Civilisation is compulsory, as pointed out by the Commission themselves (end of para 09). Only then in our opinion could the desirable goal of "bringing the centre of gravity of Indian academic life back to India" which the Commission advocate, be accomplished successfully, and with a chance of remaining in the country after once being brought here from abroad.

(4) Recommendation No. 125. Agreed. Here, I would like to point out that if the "social ambitions and expectations of the people" are to be given a proper consideration, a great many measures would also need to be taken, the first of which would be not to go to any extremes in refusing opportunities of higher education to large sectors of our society merely because they do not come up to certain standards that we might have prescribed by way of selectivity being adopted at the university level. Similarly, too great a curb cannot be put on the development of affiliated colleges merely on the grounds of limiting enrolment or of a glut of Arts and Commerce colleges in the country. Too strict an enforcement of otherwise desirable restrictive measures might have the effect of stifling those very "rising social ambitions" and of suffocating the "expectations" which the Commission



(5) Recommendation Nos. 126 to 131 (Major Universities): Comments given separately.

(6) Recommendation No. 132: We agree in a general manner that good colleges may be encouraged, but we are not able to concur with recommendation No. 132(1) to the effect that colleges should be classified according to the level of their performance, or that the assistance or grant given to colleges should be related to such classification. Such a measure is likely to be invidious in practice and might even lead to an excuse for favouritism at different levels. Besides, all colleges which come to a certain minimum optimum standard should also be assured of getting some expected minimum amount of grant, since otherwise they might be very uncertain in their plans and would always be on tenter hooks. It would therefore be desirable to lay down some scheme for additional grants as a reward of efficiency, or for undertaking particular measures for development in some fields, where meritorious performance has been demonstrated. Apart from such merit grant, there should not be any direct linkage between assistance and level of performance.

(7) Recommendation No. 132(2): Unable to agree to this recommendation. This scheme, in our view, is rather ambitious and can wait till standards have risen appreciably.

(8) Recommendation No. 133: We are in general agreement with the following sub-sections:

133(1) - regarding reduction in formal teaching and increase in independent and guided teaching.

133(2) - regarding improvement of libraries.

- 133(3) - regarding the desirability of promoting original thinking and discouraging memory work.
- 133(4) - regarding contact between undergraduates and senior teachers, particularly at the earliest stages of a new subject.
- 133(5) - regarding improving the contents and quality of lectures, one hour of lecture work implying three to four hours' work of study-time on the part of the students.
- 133(6) - regarding teachers staying in their institutions during term time.
- 133(8) - regarding experimentation in (a) handling large numbers of students and (b) some teaching work being done by research students and post-graduate students after their first year. However the first of these may involve considerable expense on the installation of microphones etc.
- 133(9) - regarding study of methodology at the stage of higher education by Schools of Education, the Universities and also the affiliated colleges, as well as the UGC. Such a measure in our opinion would considerably improve collegiate education, especially at the lower stages and thus benefit new entrants greatly.

- 133(11) - regarding internal assessment supplementing the external examinations. Safeguards would, however, be necessary to prevent misuse of the internal examination system which unfortunately has already begun to manifest itself of late.
- 133(12)- regarding the setting up of a Central Examination Reform Unit by the UGC.
- 133(13)- regarding reorientation of University teachers to adopting new and improved techniques of evaluation. It would, however, be desirable to run a short term training course for university teachers instead of a programme of seminars as this would be more apt to improve their efficiency.

This Government is not in agreement with the following subsections of recommendation No.133.

- 133(7) - concerning the making of all new appointments only during vacation time. However desirable this may be, such a measure is not practicable particularly in affiliated colleges and in a situation where a number of colleges are springing up every year, creating pressure of demands. We, however, agree that it is a desirable aim and should be kept in view as far as possible.
- 133(10) - regarding replacement of the external examination by a system of internal and continuous evaluation by the

would amount to complete abrogation of the Universities' authority in favour of teaching departments or perhaps the affiliated colleges. We would advocate a synthesis of the two methods.

133(14) - regarding abolition of remuneration to examiners and limiting the number of scripts to be examined by one examiner to 500 in a year. Neither of these measures is practical in the existing situation. Again the system of payment to examiners appears to work well in practice, though we agree that a limit may be imposed on the total remuneration to be earned by any examiner within a year. We are strongly in favour of the grading system advocated in para 11.56 of the Report.

(9) Recommendation No.134: Remarks offered separately.

(10) Recommendation No.135 (1) & (2): Agreed in general. I would point out, however, that the various measures advocated by the Commission, such as the provision of orientation, a fully developed health service, provision of residential facilities, guidance and counselling, etc. and also financial aid to students, are all measures which imply very heavy expenditure both at the State level as well as at the Central level. We can therefore only agree in a broad way to the desirability of these recommendations being implemented, while pointing out that this would depend on the availability of resources.

(11) Recommendation No.135(3): Cannot agree. With the present trend of opening more and more colleges even in smaller towns, the provision of hostel facilities on such a large scale is likely to be wasted. The Gujarat University requires of a college that it must have hostel accommodation for 30 students irrespective of the size of the college, as a part of its conditions of affiliation. It is obvious that in such circumstances the aim prescribed by the Commission is very high.

(12) Recommendation No.135(4): Agreed to the idea, but 25% coverage appears excessive and over-ambitious.

(13) Recommendation No.135(5) and (7): This Government is able only to agree in a broad way to the desirability of these measures being adopted and would express the view that it be tried on a pilot basis in some selected universities in every region so as to demonstrate both their utility as well as feasibility.

(14) Recommendation No.135(6): Agreed.

(15) Recommendation Nos. 136 and 137: This Government has taken careful note of the views expressed by the Commission in para 75 of Chapter XI. We agree that a mutual sense of being engaged in a creative partnership in academic work will go far in removing tensions and improving student discipline. We also support the idea of joint committee of teachers and students for discussing and redressing genuine difficulties of students. We are not, however, quite convinced of the usefulness of holding annual conferences of student representatives in universities and colleges.

(16) Recommendation No. 137: Agreed.

XIV

HIGHER EDUCATION  
(Major Universities and Medium of Instruction)

(1) This Government agrees in general that many problems have to be faced in the field of higher education in our country as a whole, particularly because the content and quality of higher education given today is inadequate for our present needs, and even for our future requirements. We also agree that many views are prevalent today which are uncongenial to the growth of intellectual vitality, and therefore, the question of improving the quality of education, particularly at the higher stage, has assumed a crucial importance.

(2) Major Universities: We are, however, not quite convinced that the establishment of Major Universities could be a panacea for all the shortcomings that prevail today. In fact it is possible that the adoption of a nomenclature such as "Major Universities" or "Advanced Centres" might result in generating unwarranted tensions in the academic world. However, we agree that whatever is possible, should be done to ensure that first class post-graduate work and research is rendered possible, which must be of a standard comparable to other good universities in different parts of the world. In our view, this should be attempted through the development of good post-graduate centres as and where they exist in the present universities of the country, and where they have shown themselves worthy of special encouragement. It should be open to the UGC to give additional grants to such deserving centres which have been selected on merit, in order to accelerate attainment of the desired standards of excellence, which would

make them comparable to standard universities in other countries. Such concentration of efforts in bringing out the potentialities of existing post-graduate centres would, in our opinion, pay better dividends in the matter of achieving excellence of and attainment and performance, rather than attempting to develop a few selected universities into "Major Universities". Subject to the foregoing reservation, we are in broad agreement with recommendation No.127 and its different sub-sections. In our opinion, about half of these scholarships should be reserved for students coming from outside the jurisdiction of the particular university where the centre of study is located.

(3) Recommendation in para 55 of Chapter I: The adoption of English as the sole medium of instruction in any of the centres of advanced study might cause injustice as well as hardship to students from other parts of the country, even though they may be otherwise talented and able. It is, therefore, necessary that any tests or examinations that may be administered for selecting students for admission into a centre of advanced study should invariably be held in Hindi as well as the regional language.

(4) Recommendation Nos.128 and 129: It is not necessary to confine such clusters to any proposed "Major University" but they can be located wherever the development of such centres has shown that special treatment is indicated. We also agree that the major portion of the expenditure on such clusters of advanced centres of study should be met by the UGC as it might easily be beyond the financial resources of individual States, particularly when they might be catering to students from different parts of the country.

(5) Before I conclude, I should point out that this Government is not able to agree to the formation of Major universities even through the conversion of some existing universities which may perhaps be considered for selection for being upgraded to the status of a "major" university. This is because by the very nature of things, all existing universities are bound to have large numbers of undergraduate students enrolled in them and most of such undergraduate students would presumably be required to be shed off after the conversion of the university into a "major" one, as proposed by the Commission. The process of such shedding off will in every event operate harshly against a large number of students, for no fault of theirs, and would generate considerable resentment and may even occasion unrest. This is another reason why existing universities cannot be upgraded and converted into the kind of "Major" universities envisaged by the Commission. Briefly, the starting of a "Major University", ab initio, would involve colossal outlay and would also imply a drain of qualified personnel from other existing universities, or alternatively the import of such personnel in large numbers from outside. Both of these factors would render a "major" university an impractical proposition. Similarly, any attempt to convert an existing university into a "major" one would also not be feasible and would involve large scale injustice to students and might generate crisis. From all points of view, therefore, the idea of a major university should in our opinion be dropped, and we should be content with developing a number of Centres of Advanced Study in different parts of the country through a process of judicious selection and every possible encouragement to deserving centres in different universities. A well planned scholarship programme would also help our more brilliant students to derive full benefit from these Centres of Advanced Study and in this



manner the general standard of higher education could be expected to be raised appreciably within the perceivable near future.

XV

REFORM OF EXAMINATION (11.55 - 11.57)

(1) We agree broadly with the views contained in para 11.55, sub-paras 1, 2 and 3, but would point out that it is essential to ascertain the views of the universities in this connection, before any action is taken by the Government of India for implementing the recommendations in question. I would add that the paper prepared by Dr. Taylor contains suggestions which in general are quite valuable but their implementation would depend necessarily on the speedy setting up of the proposed Examination Reform Unit of the Centre and the recommendations to be made by that Unit.

(2) Regarding the proposals contained in para 11.56, we agree that it would be desirable to adopt a system of grading of answer scripts which would bring out whether an examinee belongs, say, to the top 20 per cent of his class or to the bottom 20 per cent. We also agree that even if the present system of examination and classification of results is continued (as is likely for a long time to come), it should be supplemented by giving the relative grading of students in the same certificate.

(3) Turning now to the recommendation contained in para 11.57 to the effect that no fee should be paid to the examiners for marking answer scripts up to the extent of 500 in a year, we are not able to agree, firstly because the revision of salary scales of teachers at the higher education stage is a sine-qua-non of this recommendation, and it is doubtful whether the resources available in our country will permit the implementation of such revision of scales throughout. Secondly, we already have a strict set of rules for ensuring that teachers are not tempted to accept an unduly large quantum of examination work. Certain ceilings are enforced regarding the remuneration which they can accept, and the system appears to work quite well. Lastly, non-payment for examination work implies that answer scripts will have to be divided fairly equally among all available teachers irrespective of any consideration whether they are experienced or inexperienced, and this might adversely affect the discretion of the universities to exclude teachers who are not found suitable, which would not be desirable.

HIGHER EDUCATION: ENROLMENT AND PROGRAMMES  
(CHAPTER XII)

(1) Recommendation No.138: This Government agrees in a broad way with the recommendation. It would not, however, be quite right to ignore the social and cultural aspiration of the community in this regard. Some allowance will have to be given for those factors. Again according to the Commission's own views expressed elsewhere in their Report (Chapters XIV, XV, XVIII etc.), the machinery for estimating manpower requirements needs to be improved and made more exact, so as to supply more precise and more reliable data for the guidance of planners and administrators.

(2) Recommendation No.139: While we agree that "selective admission" would have to be resorted to, yet we feel that we will have to proceed warily in this regard. It may not be possible for a long time to come to deviate from the basis of examination marks now adopted for determining admission.

(3) In our State, so far as admissions to medical and engineering colleges are concerned, we have evolved a system which takes into account the extra curricular proficiency of a student. But here again, we have framed a definite set of rules reducing the discretion to the barest minimum. One cannot escape the fact that admissions according to a set of rules however rigid would not invite criticism from the public as would discretion exercised however judiciously. Any reform, therefore, in the matter of admissions would have to be introduced with the greatest care and caution.

(4) Again where there is some merit in the procedure proposed for selection on the basis of "school clusters", considerable undesirable pressures may come into play in the actual formation and selection of those clusters, which may ultimately do more harm than good.

Subject to these remarks, we generally agree with part 2 and 3 of this recommendation.

(5) Recommendation No.140: This Government agrees only in a general manner to the desirability of adopting correspondence courses, evening colleges etc. which should include provision for science and technology, particularly for the earner-learners. We would here point out that no attempts to train teachers at the primary level should be made through any correspondence course, as such a measure is not likely to succeed, for reasons mentioned by us elsewhere. I would add that the expectation that about a third of the total enrolment in higher education could be provided for, through correspondence courses and other part-time institutions for giving education, appears to us to be excessively ambitious.

(6) Recommendation No.141: Accepted.

In fact, these factors are not new what is really desired is firmness and courage in the matter of handling the question of affiliation strictly on merit rather than on extraneous considerations.

(7) Recommendation No.142: Government agrees in principle to the desirability of confining post-graduate research work only to really well-equipped institutions, but would not go so far as to say that the bulk of post-graduate and research work should be restricted to the universities only or to University Centres, as advocated by the Commission

in para 27 of Chapter XII of their Report. We however agree that the policy of admission of students to post graduate and research courses should be more strict than at present, and that for this purpose, rigorous tests of admission must be devised and adopted by Universities which should also take into account the Cumulative Record of performance etc. of the prospective students or prospective research student before admitting him. We also agree that more scholarships should be provided to research students in order to raise the quality of research work and also that the Central Government should assume full responsibility for post graduate education and research work.

(8) Recommendation No.143: Agreed.

(9) Recommendation Nos. 144, 145 and 146: It may be difficult in a large country like ours, to implement this recommendation, since by the very nature of the geographical situation in our country, it would be rare to find 30 colleges "in close proximity" of a University, unless it happens to be an Unitary one, or is situated in a large town or city. We agree also to sub-section (7) of Recommendation No.145 regarding increase of Central assistance through the U.G.C.

(10) Recommendation No.147: This is a good idea, and should be vigorously pursued by the U.G.C. in order to make it a reality as early as possible. Incidentally, I would point out that the Higher Education Council set up by the Gujarat Government some years ago, has also accepted in principle the idea of the different Universities in the State, coming together, and mutually agreeing to a coordinated programme of

being worked out by the Vice-Chancellors for several subjects and it is hoped that it will take a practical shape soon.

(11) Recommendation No. 148: <sup>We agree to sub-section (1).</sup> ~~We are unable to agree~~ to sub-section (2), where three types of courses are recommended, namely general, special and honours courses. In our view, it is sufficient in a Three-Year-Degree course to have only this general and the special courses. In fact the Special Courses could be raised up to honours standard by increasing the depth, in a suitable manner. Further, we are of the view that all Universities should be free to adopt the Special Courses, and also that the level of attainment in the special courses should be more or less on a par in all Universities, in order both to ensure comparability, as well as to have uniformity of standards of attainment, among the different Universities in the country.

(12) Recommendation No. 148, sub-sections (4), (5) and (6): Agreed.

(13) Recommendation No. 148, sub-section (7): Agreed only in so far it pertains to science subjects, but is of the view that the study of a "second world language" may not be necessary for subjects in the Humanities - we would also point out here that it has nowhere been made clear by the Commission exactly which languages should be deemed to be covered by the description of "World Languages", and it appears desirable to specify these languages in order to make it possible to take some action on this recommendation.

(14) Recommendation No. 148, sub-section (9) - paras 50 and 51 of Chapter XII: Agreed.

(15) Recommendation No.149: This Government agrees that the importance of study and research in the Social Sciences, as well as of the behavioural sciences, has increased in the modern age, and the time has come to recognise their importance and their potentialities of significantly affecting the development of modern society. Such recognition is necessary in order to provide a corrective to the over-emphasis that is seen in some parts of the country in favour of enrolment in Science, as is pointed out by the Commission in para 55 of Chapter XII of their Report. We agree broadly to the four fold methods recommended in different sections of recommendation No.149, for promoting the scientific study of Social Sciences, and would add that such studies would be considerably helped by increasing the employment potential of holders of degrees in the Social Sciences in different fields.

(16) Recommendation No.150: This Government is in general agreement. I would add that different universities as well as States should be consulted regarding the particular areas which they specially wish to study. Once any particular University is known to have selected a particular area for its special field of study, no other University should, normally, elect to make a study in that very area - in this manner the different area studies would get enough support, as well as the necessary optimum supply of prospective students.

(17) Recommendation No.151: Agreed broadly. We would however point out that merely recognising the importance of the Study of Humanities will not suffice to promote them, unless the prospective employers of experts in these fields, (which in most cases are the Universities or Government departments) also gives special recognition to the experts in Humanities and also make some provision for the study of the relevant subjects in the Universities, by adopting schemes for special grants to those colleges and University Departments which undertake the advanced study in the Humanities at a high level.

(18) Recommendation No.152: No remarks.

XVII

AFFILIATED COLLEGES AND STANDARDS  
(Chapters XII, XIII & XIV)

(1) In the beginning I would state that the proposed distinctions between Major Universities, "aspirant" Centres, and Centres of Advanced Learning, etc. which are advocated by the Commission are likely to be resented in the academic world and create unnecessary tensions, though the idea of evolving centres of excellence is in itself a welcome one. It appears necessary, therefore, not to get involved in any nomenclatures of the type proposed by the Commission and we need not convert any University into a "Major" one, nor insist on the creation of any pre-determined number of such centres of excellence. It would be more appropriate to admit something which the Commission themselves have conceded, namely, the payment of a grant by the UGC equal to the "critical minimum" to every existing Post-Graduate Centre and, in addition, the payment of special grants to those Post-Graduate Centres which have shown positive signs of excellence, with the proviso that such special grants would continue only as long as the high standard was maintained by the recipient centre.

(2) Subject to the foregoing remarks, this Government agrees broadly to the ideas advocated in paragraphs 34-37 of Chapter XI of the Commission's Report which are summarised in Recommendation No. 131 and its 6 sub-sections. We would, however, point out that the recommendation made in 131(1) for inducing talented students from such centres to join the teaching profession would succeed only if the teaching profession in general offers prospects and scope to

such talented students which are comparable to those offered by other fields of life.

(3) Recommendation No.132: This Government is not in favour of classifying affiliated colleges because the proposed criteria such as the quality of staff, quality of students, quality of student discipline, innovations in teaching procedures, etc. are all matters which cannot be measured in any objective manner. Further, the proposed classification would generate an atmosphere which may not be quite healthy and might set in motion certain undesirable practices such as attempts to bring influence on the authorities for revising the classification of the colleges etc. For the same reason it would be dangerous to link the grant-in-aid, particularly the routine type of grant-in-aid, with the classification of affiliated colleges. On the other hand, there should be no objection to picking out colleges which are doing excellent work and giving them special grants for improvement. We are thus unable to agree to recommendation No.132(1).

(4) Recommendation No.132(2): Autonomous Status: We are in broad agreement though it may be pointed out that the idea is utopian in nature and in any case would require the consent of different universities. Should, however, any university be willing to give autonomous status to a college within its jurisdiction in view of special merits possessed by that college, the State Government would have no objection.

(5) Regarding affiliation to private colleges dealt with in recommendation No.161 (para 53 of Chapter XIII), in this State, the power to give affiliation vests in Government and a notification is issued by the Secretary to Government after receiving the recommendations of the



Senate of the University concerned. A convention, however, has grown and has been scrupulously observed of granting affiliation to the colleges strictly in accordance with whatever recommendation has been made by the Senate of the concerned University, even though the ultimate power of actually granting affiliation vests in Government. This Government, therefore, has no objection if the ultimate power to grant affiliation is actually left with the different universities who should only be required to consult the State Government before granting the proposed affiliation. If the State Government is not in a position to give grants to the proposed new colleges, that fact would be indicated to the university and should be taken into account by the university before granting of affiliation.

(6) Para 53(3) of Chapter XIII: In the Gujarat State, we already have a State Advisory Committee for Higher Education where all the Vice-Chancellors are members and they are quite free to raise any question regarding grant-in-aid to affiliated colleges if they desire.

(7) Para 60 of Chapter XIII: Broadly agreed, but we are not in a position to commit ourselves to accepting the formula proposed by the Commission without a detailed and thorough examination of all its financial implications. I would also mention that recently the rules of grant-in-aid to affiliated colleges have been revised in the Gujarat State and a provision has been made for higher grants to Science colleges as compared to Arts and Commerce Colleges. As regards the recommendation of the Commission that an affiliated college should be expected to provide an endowment of Rs. 5 lakhs and until that becomes possible, to make a contribution equivalent to the interest on the sum of Rs. 5 lakhs, this Government is in full agreement as it would be a very healthy check on the proliferation of sub-standard colleges.

(8) Subject to the above remarks, we are in general agreement with recommendation No. 181 and its sub-sections.

XVIII

SCIENCE EDUCATION AND RESEARCH (Chapter XVI)

(1) Recommendation No..188: The comparison between the "proportion of the G.N..P. per capita" and the "per capita expenditure on Education and Research", which the Commission have made, does not appear to us to be quite proper, since the two are not correlated necessarily, in any cause and effect manner, nor is it certain that any increase in per capita expenditure, would necessarily imply an increase in the G.N.P. per capita, as the Commission themselves have point out elsewhere in their Report. As the Commission themselves have said the percentage of such expenditure rises with the growing economy and development of a country. To compare our expenditure therefore in terms of percentage, with a country like the U.S.A. at the present time, would not only be fallacious, but result in creating an unnecessarily gloomy picture. If a comparison has to be made at all, it could more appropriately be done in relation to that span of time in which, say, the U.S.A., was in a comparable stage of development, to indicate whether our progress was on the right lines. Subject to these remarks we agree broadly that the quality, and the expenditure on education, as well as Research in Science and Technology, need to be raised in our country, and suitable steps need to be taken in the matter. We also agree that a selective approach needs to be adopted in order to raise the standards of attainment and to make them internationally comparable. We agree that a selected number of centres, (subject to the remarks contained in our letter concerning Higher Education sent separately) would help greatly to attain this end. We also agree that all steps should be taken to achieve a high efficiency.

(2) Recommendation 189. Agreed to sub-section (1). As regards sub-section (2) of this recommendation we agree that a number of centres for study in science and mathematics should be developed, and we do not think it would be desirable to resort to such terminology as "advanced Centres etc." but we would advocate, that what is most important is the 'development' of the Centre, rather than its being designated as an advanced centre. Where conditions have so developed, the U.G.C. should be free to give special grants to such centres to accelerate their development and growth, but the right to get such grants has to be earned and retained by a continuous effort and output of a high level of work. This aspect will need to be kept in view by any committee which the U.G.C. may constitute.

(3) Recommendation No.189: Sub-sections (3) to (6): Agreed

(4) Recommendation No.189: Sub-section (8): While not denying the importance of Class records and the journal of experiments done by the students, this Government is not able to agree to the abolition of the practical examination in science, as a part of the final examination; not unless the internal evaluation techniques in this field particularly are well developed. However steps may be taken to ensure that the ultimate result of a student does not depend solely on a few practicals, as this might harshly affect even good students due to mere chance.

(5) Recommendation No.189, sub-section No.(9): Agreed. We have however some doubts regarding combination courses as they would tend to lower standards in the main speciality.

(6) Recommendation No.189.(10) & (11): Agreed.

(7) Recommendation No.189(12): Many of the subjects detailed in para 32 of Chapter XVI may not be capable of being handled by the existing staff in six months to one year, over and above their normal duties in the Technological Institutes, or National Laboratories as the case may be. Some of these courses should, therefore, first be adopted on a pilot basis, and the additional expenditure and staff etc. worked out.

(8) Recommendation No. 189(13): Agreed only in principle, as we feel that there are severe limitations to what can be done through Correspondence Courses. We however, agree that additional courses for training laboratory technicians and other skilled type of operators and supervisors should be organized, since this is a sector of Technical Education that has not received sufficient attention in our country so far.

(9) Recommendation No. 189(14): Not agreed since the usefulness of such a degree would be strictly limited. Further, the desired ends could be attained by permitting pedagogy to be taken as a minor subject, in combination with a major science subject. Similarly, a student might take up Research and Methodology as a minor subject in combination with a science subject.

(10) Recommendation No. 189(15) and (16): Agreed

(11) Recommendation No. 189(17): This is misleading as it stands, since a reference to para 39 of Chapter XVI of the Report, makes it quite clear that the number of Greek and Latin roots which students of Science and particularly of Medicine, would be required to learn, is not "only a few", but totals a thousand. To quote the Commission, "the vocabulary is mainly based on a thousand Greek and Latin roots". Further, it has to be remembered that the mere learning of the roots of a classical language is not sufficient, since it would not enable a student to readily understand the technical terms that might have been derived from these roots. What the student would inevitably and necessarily require in addition, would be some idea of the way in which different words and terms are formed from the roots or derived from them, and this would necessarily involve a considerable study of certain aspects of grammar, of both Greek and Latin. The matter, therefore, is not so simple, as this recommendation would appear to make out.

(12) Another aspect which has to be considered here is the extent to which the technical terms of the major world languages are actually derived from, or related to, Greek and Latin. So far as our information goes, neither Russian nor the German language derive their technical terminology from Greek or Latin, but prefer to use their own language, or use terms derived from Islamic, or Teutonic, or Slavonic languages. This fact would strictly limit the utility of any study of Greek and Latin roots. Secondly, the Commission themselves have advocated the adoption of the Regional Languages as media of instruction, and it is, therefore, logical and necessary that some steps should be taken for making it possible for the regional languages to be used, in an increasing number of subjects in an ever widening field. This would be both facilitated and accelerated, not by a study of Greek and Latin roots, but by a study of certain selected Sanskrit roots, and of the related rules for forming words therefrom. Such a selective study would not appear either unfamiliar or outlandish to the average Indian student, since almost every one of the existing Indian languages has a large stock of words which are either pure Sanskrit even now, or have been derived from Sanskrit words. Hence the student already has an unconscious familiarity with the rules of derivation from Sanskrit roots, and the measure advocated above would enable him to study science at a fairly advanced technical level through the regional languages, more effectively. It would also help national integration.

(13) What I have said above does not detract in any manner from the necessity of studying English and other world languages by way of a 'Library language'. At the earlier stages of learning science, however, it appears necessary to attach greater importance to the learning of the basic principles of the science concerned, rather than to the

or which might only become necessary at some later and advanced stage. If at all therefore, a study of Greek and Latin roots becomes necessary, it may be undertaken at the Degree level or preferably in the first year of the Post Graduate course, when a student is more mature, and his motivation to learn something new will be much greater, as the student will be able to appreciate the direct usefulness and importance of the new knowledge to him, in his study of the Science at an advanced level.

(14) Recommendation No.190 We would agree generally that our expenditure on research and development activities needs to be stepped up. It is, however,, necessary to proceed with caution, and we should not try to compete with industrially advanced countries, as regards investment in Research and Development, but should consider our own needs, and must formulate our own targets in a pragmatic manner - the Commission themselves have said in their Recommendation No.188(3) that our programmes in research and education should be "formed on the basis of hard indigeneous thinking and needs and should not follow the fashion set by other countries".

In view of this cautionary note sounded by the Commission, any temptation towards excessive investment in one particular direction, will need to be controlled by the requirements of a realistic estimate of our genuine needs.

(15) Recommendation No.191. Agreed. I would, however, point out that such support would necessarily have to emanate from the Centre, as post-graduate work must necessarily be the responsibility of the Centre rather than of the State, as has also been repeatedly stated by the Commission in different parts of their Report.

(16) Recommendation No.191(1): <sup>Agreed.</sup> The question that arises, however, is whether successful engineers and creative scientists would be willing to engage in teaching, and thereby diminish their prospects of higher

(17) Recommendation No.191((2): Ideally it is desirable for more and better research to be done by teachers. This Government would not however, go to the extent of saying that it is necessary for every researcher to teach, or for every teacher to do research, since there would be a danger in such a course of the quality of both teaching as well as research, being adversely affected. Turning to sub-section (3) of recommendation No.191, this Government agrees that one of the basic criteria for advancement of the teacher, should be good quality research - we would however point out the need for caution in this matter also since it must be recognised that some people can be good teachers up to a certain level of students, though they may not be first class research workers. Any over emphasis on research work alone; therefore, is likely to have the effect of keeping back a good teacher, and preventing his advancement in the promotion-ladder, which would not be desirable.

(18) Recommendation No.191 (4)(5) and (6): Agreed.

(19) Recommendation No.191(7) & (8): Agreed.

(20) Recommendation No.191(9): Agreed

(21) Recommendation No.192: Agreed

(22) Recommendation No.192(1): We are not convinced of the utility of programmed learning of mathematics nor do we find para 54 of Chapter XVI to be very illuminating in this matter; It has to be remembered that programmed learning is necessarily associated with a high degree of mechanisation, which we in India have not yet achieved. Further, the danger of loss of contact between the teacher and the taught, in all programmed learning is also very real, and recent educational thinking even in the State has again begun to emphasise the need for personal contact as against mechanical systems of teaching, even though the efficiency of such systems is not denied.

(23) Recommendation No.192(2): Agreed.

(24) Recommendation No.192(3) & (4): In broad agreement.

(25) Recommendation No.193 (1), (2) & (3): Agreed.

(26) Recommendation No.194: Agreed. We also agree to the additional need for accelerating final sanctions for necessary expenditure, which is dealt with by the Commission in paras 62 and 63 of Chapter XVI. We would however point out here that it may be necessary to overhaul the entire Code of Financial Procedure on an all-India basis, and also to modify certain rules and regulations of the Auditor and Comptroller General of India in the matter of Audits and Final Sanction powers etc. since no unitary action can be taken for the benefit of science departments only.

(27) Recommendation No.195(1): While we agree generally that Applied Research is very important, we would point out that it is not as a rule possible to say when any particular bit of research which was hitherto known as "Pure" or basic research, would suddenly find some use or application and thereby be converted into an item of "applied research". The dichotomy is to some extent an imaginary one, though we agree with the observations of the Commission in para 65 of Chapter XVI that "the difference between Pure and Applied work is one of motivation and goals, and not of techniques and creativity".

(28) Recommendation No.195(2): Agreed. Such recognition could very appropriately be given by awarding a Ph.D. degree to the person concerned, but care would have to be exercised to do this only in cases of genuine merit, and not to give a Ph.D. merely to the inventor of the latest gadget.

(29) Recommendation No.195(3): No remark.

(30) Recommendation No.195(4): Agreed.



(31) Recommendation No. 196: Agreed in principle to the desirability of increasing allocations for University Research, though the target of 25 per cent of the total university expenditure being diverted in ten years, to research work only, appears to be excessive, particularly when it is remembered that the Commission desire emphasis to be placed on applied research and not on pure research in the near future. Such a course will necessarily require a concomitant increase in the potential for absorbing the products of research, which in turn would imply a speedy growth in industrialisation; otherwise the expenditure increase on University Research would again become wasteful. Subject to these remarks, we agree that more money should be made available for University Research. We also agree to sub-sections (2) and (3) of these recommendations.

(32) Recommendation No. 197: We agree that as far as possible, the institutions engaged in research outside the university system should be linked intimately with university work. It does not, however, appear necessary to abolish independent research bodies altogether by bringing them within the Universities, since in a view they do fulfil a useful function as they are.

(33) Recommendation No. 198: Agreed.

(34) Recommendation No. 199: I agree that over and above the fellowships awarded by foreign agencies, the Central Government may also set up some fellowships for studies abroad. The proposed number of 100 fellowships, however, is too small for a country as large as ours, as it would mean only one fellowship for 50 lakhs of people.

(35) Recommendations No. 200 and 201: It is felt that the State Government does not have to say much in the matter since the functions and duties of a large number of Government of India bodies, from the subject matter of the Commission's discussion in paras 85 to 93, where the National Science Policy is discussed and, similarly, the question of an all-India National Academy is principally for the Central Government to consider. I should only like to say, therefore, that we are in general agreement with the views of the Commission set out in sub-sections (2), (3) and (4) of recommendation No. 200 regarding the need for having both professional as well as Governmental membership in bodies concerned with Science - Policy and the need for creating a climate conducive to research. We also agree that it is necessary to determine priorities through our National needs only, and to be on guard against influences of the latest fashion in Science etc. As regards the setting up of an Academy of Sciences, this Government is unable to see the need of such a Body at the present juncture.

XIX

ADULT EDUCATION (CHAPTER XVII)

(1) General: This Government agrees to the views expressed by the Commission concerning the urgency and importance for liquidating illiteracy in our country, and for undertaking an all-out programme for making a massive and direct attack on mass illiteracy, in order to improve the efficiency-potential of the work-force, and thus to promote the real democracy in the country. We also agree that the growth in the population has almost out-paced the growth of literacy in many parts of the country, and therefore a carefully planned and large scale, as well as sustained campaign, for the removal of illiteracy is necessary. We further concur with the Commission's view that the literacy to be aimed at should be functional, and not equated merely with the ability to read and write - the neo-literate should be enabled not only to acquire a working mastery over the tools of literacy, but also "to acquire relevant knowledge which will enable him to pursue his own interests and ends" - thus we agree with the opinion expressed by the World Conference of Education Ministry's on the Eradication of Illiteracy organised by the UNESCO in 1965 at Teheran, namely, that "literacy should be regarded as a way of preparing men for a social, civic and economic role" (para 14 of Chapter XVII). We agree that the literacy programme should inspire and enable the adult to use his knowledge and to take an intelligent interest in the social and political life of his own country. The remarks offered below are given with these general views in mind.

(2) Recommendation No. 202. This Government is in agreement with sub-sections (1), (2) a, b, and c.

Unfortunately however, the Commission has not attempted to give an assessment of the expenditure so involved and how it is proposed to meet the same. Such expenditure is bound to be considerable and as the Commission itself admits, priorities in other fields of Education may not permit the States to make any substantial investments in this sector. In this programme of National and crucial importance the Centre would have to play a leading role, particularly in making the required finances available.

(3) Recommendation No. 202 (3), (4) and (5): Agreed.

The necessary legislation should be undertaken early by the Central Government, requiring all large scale employers, whether in farming, or in industrial, commercial or other business concerns, to make their illiterate employees functionally literate within the period of three years of their employment (para 19(1)). Similarly we agree that the mass approach if conscientiously adopted; could achieve remarkable results and make a real break through, as is evidenced by the Gram Shikshan Mohim in Maharashtra. Incidentally, I would mention here that in the Gujarat State also, a mass approach (on the lines of the Mohim) has been undertaken in selected parts of the State, with good results. Here however, a word of caution is necessary in regard to the optimism displayed in enlisting voluntary efforts for this purpose. Such Voluntary efforts have been successful in the past but was difficult to sustain. An organised Social and Political effort would be necessary to help the educated to realise the importance of the part that they could play in this important national field of work. This may not be so easy, except by a forceful display of example and precept by those in leadership. We also have our doubts as to whether

voluntary agencies would in the long run be really cheaper than part-time paid workers. They would certainly not be as effective.

(4) Recommendation No. 202 (6): Agreed.

(5) Recommendation No. 202 (7) and (8): Agreed.

(6) Recommendation No. 203: This Government is in agreement in principle with the recommendation of the Commission, when they say in para 34 of Chapter XVII that our programmes should be designed to meet the needs of two different types of people, namely those who can form groups for part-time study, and those who must study individually during spare time but nevertheless require assistance. In order to provide for the needs of these types of new literates, it is necessary for us to create what has been aptly called "parallel system of education," by the Commission, by which is meant the use of educational institutions outside the normal hours, where the regular types of student study. Such a parallel system should comprise special courses, and short ad hoc courses for different types of workers. I would point out that the remarks of the Commission in para 14 of Chapter XVII are very pertinent in this matter, wherein they state that the Ministry of Labour and Employment must pool their efforts with the Ministry of Education in the matter of further education. This also means that the major financial responsibility for mass literacy campaigns must be undertaken by different Ministries of the Centre.

(7) Recommendation No. 204: The Commission themselves have said that such Home Study methods have their limitations, but this is partly compensated by a stronger motivation to learn. It is however doubtful whether Universities and the recognised educational institutions, will be prepared to give the status of "Recognised Students to such Correspondence-Course - learners and it may be necessary

to enact legislation in the matter, though what is really required is a change in the general attitude of both the employers as well as the institutions giving education.

Subject to these general remarks I summarise below the views of this Government on sub-sections (1) to (8) of recommendation No. 204 :-

Agree	Do not agree
Sub-section (1) we agree that correspondence courses and part time courses should be organised.	Sub-section (6) we do not agree, since a correspondence course for teachers cannot increase their efficiency nor give them mastery over new methods or techniques of teaching - it can only give them knowledge about such matters. We have also commented upon it under the latter recommendation chapter...
Sub-section (2) we agree that students of correspondence courses should meet teachers and should be given recognised status and thereby enabled to use library and other facilities in colleges - the competence of Universities however must be sought.	
Sub-section (3) we agree that correspondence courses should be supplemented by radio programmes etc.	
Sub-section (4) we agree that correspondence courses should prepare	

---

Agree

Do not agree

---

students for University degrees, and also workers in Industry and Agriculture through special courses.

Sub-Section (5) we agree in principle, because a study of cultural and aesthetic subjects by correspondence has its limitations.

Sub-section (7) and (8): We agree that a National Council of Home Study may be set up as a Joint Venture of several Central Ministries, and also that opportunities for appearing at the S.S.C. Board and University examinations by private candidates through Home, Study may be provided.

(8) Recommendation No. 205: Agreed.

(9) Recommendation No. 206: We agree in principle with the view expressed by the Commission in para 61, that in the modern context a University should no longer be regarded as a closed academic community, but it must take an increasing part in the problems of the community with which it must regard itself as vitally linked only thus can mutual enrichment be the result. Thus we agree in general that the Universities can do much on the lines indicated in paras 62 and 63 of Chapter XVII, and we are accordingly in agreement with sub-section (1) of recommendation No. 206, but would point out

that the Universities will have to be carefully won over to the handling of these new responsibilities for Adult Education, which most of them have not handled so far. The proposed Board of Adult Education discussed in sub-section (2) of recommendation No. 206 should in our view, be tried out in a few selected Universities, and extended gradually to other Universities later. We also agree to sub-section (3) where the Commission say that the Universities should be financed and equipped for doing Adult Education work, and would add that most of the necessary finance will have to come from the Centre or the U.G.C.

(10) Recommendation No. 207: We are in general agreement with the scheme out-lined by the Commission in paras 67 to 70 of Chapter XVII, and with sub-sections (1) and (2) of recommendation No.207. We would however point out that the "Pluralism of Adult Education" to which the Commission refer in para 69, will derive the greatest benefit from voluntary agencies, provided we can create the necessary climate to sustain their effort as remarked earlier. There would also be always plenty of scope for all departments of Governments to put in their share. We are therefore of the opinion that, wherever sincere and idealistic voluntary bodies come forth, they should be encouraged to do the work of Adult Education, but it may not be possible to depend solely on them

(11) Concluding Remarks: I should like to add that all adult literacy drives should specifically provide for the prevention of any overall increase in the total number of adult illiterates. This could best be achieved by according top priority, not only to programmes of compulsory education up to the age of 11+, but also to additional programmes of making education both free as well as universal, up to the age of fourteen, for all children in our country.





EDUCATIONAL ADMINISTRATION

(Chapter XVIII)

(1) Recommendation No. 208(1) & (2): While the evaluation made here with regard to the over-emphasis on enrolment targets and spreading of resources thinly over a large area may appear to be correct, yet it must be appreciated that of late this has not been done as deliberately as is the impression that these recommendations create. Whatever be our ideals in this regard (for some time to come), it would be difficult for any democratic Government to keep down expansion both because of the increasing population, as also the growing consciousness and aspiration of the society for education. Neither do we consider it desirable to put artificial curbs on expansion which would be inconsistent with our democratic ideals. With the limitation on resources, programmes of quality improvement will only take the 2nd priority. While therefore we may agree that time has come to focus attention more on quality, this would only be possible if adequate resources become available.

(2) Recommendation No. 208(3): Agreed.

(3) Recommendation Nos. 208 (4) to (8): Agreed.

(4) Recommendation No. 209: We agree with sub-section (a), but we are not able to agree to sub-section (b). Incidentally you will recall that this Government has not agreed to the total abolition of fees at the secondary stage. In fact in the Gujarat State, we have made deliberate efforts to induce the private sector to play a greater and greater role as far as secondary and college education is concerned, by even handing over Government conducted secondary institutions to suitable non-profit private bodies or Trusts on grant-in-aid basis.

This arrangement has worked satisfactorily and in our view needs to be encouraged rather than discontinued.

(5) Recommendation No.210 (1) to (5): Broadly, this Government agrees with the views of the Commission, except that in our opinion time is not yet ripe for putting District School Boards in charge of "all education below the University level". In the Gujarat State the policy has been to make slow but steady progress and only primary education has been fully transferred to the Panchayats, and thereby to the School Education Committees in the various districts. In fact, even Municipalities are not encouraged to run secondary schools, though any schools which any Municipality had already taken over, are permitted to be retained by them. Subject to this limitation therefore this Government agrees with the Commission as regards the involvement of Local Authorities in the matter of education.

(6) Recommendation No.211(1): In the Gujarat State bigger Municipalities in any district are already made responsible for the primary education within their jurisdiction, and such education is not in charge of the District School Committee of the district concerned. At the same time, no Municipality can automatically, or by right claim to take charge of the Primary Education within its area, and a special order has to be passed for transferring authority over primary education to the municipality after examination of its viability and other merits. In other words, a municipality or even a Corporation has to be authorised to take charge of primary education within its limits. Till such authorisation is made, the District School Committee continues to be in charge of primary education in



accordance with the Panchayat Act. Nevertheless all municipalities are statutorily required to contribute to the District Education Committees a part of the educational expenditure. Subject to the above general remarks, this Government is in agreement with recommendation Nos.211(1), (2), (3), (4) (except that the powers should be restricted to primary education only), (6) and (7).

(7) Recommendation No.211(5): Since the ultimate controlling authority is the District Panchayat, it has not been found feasible to have a separate Education Fund for the School Education Committee, but we have taken care to see that the Panchayats set aside adequate funds every year for the purpose of Primary Education, and once the amounts have been budgeted, the Panchayat is not permitted to reappropriate any part of such earmarked funds for any other purpose, even though there may have been a saving during the year in the actual expenditure on primary education.

(8) Recommendation No.212: The State Government agrees in general to the role which according to the Commission the Central Government should play vis-a-vis Education. We are particularly in favour of sub-sections (4) and (5). Such a measure has long been felt to be necessary and would in our view provide the necessary freedom to State Governments to push forward certain educational schemes according to their local requirements without in any manner affecting the overall progress of education. Similarly, this Government agrees emphatically to the necessity of expanding both the Central Sector of Education as well as the Centrally sponsored sector, since numerous comprehensive and extensive recommendations made by the Commission will

have such large financial repercussions that it will be quite beyond the capacity of most States to implement them, without a much more generous allocation of funds from the Centre than has been the practice in the first three plans.

(9) Recommendation Nos. 213 and 214: Agreed in general. The findings of the proposed Statistical Service should be made available to the respective States as early as possible in order to enable them to frame their programmes and schemes as realistically as possible. Similarly, the two-way-flow of officials from the Centre to the States and vice-versa, propounded in recommendations No.213(2) and 214(5) should commence as early as possible in order to bring about a greater awareness of the needs, and even the difficulties, of the States at the Centre and no doubt to also make available to the States the benefit of advice from matured and experienced Central officers.

(10) Recommendation No.215 (1): It does not appear necessary to bring Medical Education within the purview of the Education Departments in any direct manner. We have been able to achieve the desired coordination through consultations with the Medical and Health Departments, as and when needed. As far as Agriculture is concerned, however, this Government agrees that some machinery for better coordination between the Education Department and the Department of Agriculture would be helpful and result in more smooth coordination regarding the implementation of different programmes.

(11) Recommendation No.215(2): It does not appear necessary to this Government to have a Statutory Council of Education at the State level. In our view

the requirements would be met adequately through having high level Advisory Councils for different sectors of education, for example, Technical Education, Higher Education, and General Education (inclusive of both Primary and Secondary education). In fact, in the Gujarat State we have at present precisely three such high level bodies (known respectively as (a) the State Advisory Council for Education, (b) the State Higher Education Committee, and (c) the State Advisory Council for Technical Education). These three bodies perform all the functions of giving considered advice to the State Government on matters relating to education in their respective sectors, evaluating generally the progress and effectiveness of different programmes, etc. and making various recommendations. Such an arrangement in our opinion works better and needs to be adopted even elsewhere, without going to the extent of making any statutory provision for such bodies and giving them statutory powers etc.

(12) Recommendation No. 215(3): This Government does not agree, as no useful purpose would be served by appointing a separate Standing Committee at the officers' level. At present, consultations are carried on between the Secretary and the Directorate and, if necessary, between the officers of the Directorate and the Secretaries of different departments in case of need, and this appears to meet the needs adequately.

(13) Recommendation No. 215 (4) & (5): The two seem to suffer from a measure of contradiction. If broadly speaking the role of the Education Secretariat is to examine problems from the administration and financial point of view, there would seem little

justification to insist on an educationist being the secretary.

(14) Recommendation No. 216(1) to (4): The Gujarat Government has already intimated its consent to the formation of an All India Educational Service to the Home Department of the Government of India. We have also intimated our agreement to the proposals as made by the Government of India, and after reading paras 44 to 49 of Chapter XVIII (wherein the Commission have suggested certain modifications in the original scheme of the I.E.S.) we are still of the view that the Home Department's proposals are suitable as they stand. Hence we are unable to agree to the modification in the scheme of the I.E.S. which are proposed by <sup>the</sup> Commission.

(15) Recommendation No. 217(1): Agreed that there should be an adequate number of posts in Class I and II respectively in the State Services. As regards the proposal that the District School Board should have a Secretary in Class I, I would point out that the Commission's thinking appears to be that the District Educational Inspector should also function as the secretary of the District School Board. This is because the Commission have advocated that the D.S.B. proposed by them should be in charge of "all" education in the district below the University level. As pointed out above, this Government is not agreeable to giving the District School Board the control of education beyond the primary level, and accordingly the D.S.B. would require an Administrative Officer for their primary education. Where, however, the arrangement as in Gujarat prevails, and the Chief Officer of the District Education Committee or School Board functions independently of the E.I., it is for serious consideration whether this Administrative Officer should also not be a member of the proposed Indian Educational Service. Such a status may be necessary to enable him to function effectively and fearlessly.

(16) Recommendation No. 217(2): This Government is not able to agree fully to the proposal to reform and reorganise all State Education Departments on the basis of specialised functionaries only, since it is felt that there is still much scope for the "general administrator" and the "general functionary" in education, who would provide the necessary corrective to the narrowness of vision that often accompanies the specialists' point of view. Indeed for the last decade or so, "over-specialisation" even in education has been decried, and a corrective to the education of Scientists and Mathematicians etc. has been progressively adopted through the provision of "General Education" lectures. This being the case, we should go cautiously in the matter of reorganising all educational administration on the basis of specialised functionaries only, though we agree that some specialists should be provided in every Education Department according to the needs of the different States.

(17) Recommendation No. 217(3): We agree that it would be very beneficial to correlate the UGC scales of pay for University Teachers, with the scales of the departmental staff. However, when the proposed I. E. S. comes into being, it is likely that the problem of anomalies would be automatically reduced to a minimum.

(18) Recommendation Nos. 218 and 219: In general agreement.

(19) Recommendation No. 220: Agreed.

(20) Recommendation No. 221(1), (2), (3)&(5): Agreed.

(21) Recommendation No. 221(4): Unable to agree.

In our opinion, this would result in placing an excessive strain on the personnel and resources of the existing S. I. E's and might interfere in the effective performance of the primary function so far entrusted to



them, namely, the upgrading of the level of education at the primary and subsequently at the secondary level. In our opinion, the bodies set up by State Governments either at the Directorate or at the Secretariat level, for working out the details of the Plans, should continue to work as at present, and if necessary, it is these bodies which should be strengthened rather than entrusting the work to the State Institutes of Education.

(22) Recommendation No.222(1): This Government is unable to subscribe to the view that education should be given a statutory basis everywhere since this would in practice mean that there should be a Secondary Education Act in addition to the existing Primary Education Act, and the various University Acts in different States. In our view, this is a matter which could be left to the State Governments. We, however, agree to the suggestion for consolidation of different rules and laws for the payments of grants-in-aid, although we see neither any distinct advantage nor find it feasible in bringing about uniformity regarding grants-in-aid. Certain variations from State to State will be necessary and will persist.

(23) Recommendation No.222(2) & (3): In agreement to the necessity of a statement by the Centre concerning the National Policy in Education, which will provide adequate guidance both to the State Governments as well as to the local authorities, in making plans for education in their respective jurisdictions. Indeed such a statement would appear very necessary in view of the ramifications of many of the recommendations made by the Commission concerning Equalisation of Opportunity, Vocationalisation of Education, the National Scholarship Programme, etc. etc. A clear cut enunciation of the Central share that could rightly be expected by the States on the one hand, and by local authorities etc. on the other, would be very helpful and therefore most desirable. We are not, however, convinced of the necessity of a National Education Act.

EDUCATIONAL FINANCE  
(Chapter XIX)

(1) We have read with great interest the preliminary paras of this Chapter analysing the patterns of educational expenditure during the last three Plans, the rate of growth of educational expenditure vis-a-vis GNP and national income and the forecasts of the educational expenditure during the next two decades. We feel sure that the trends indicated would be of great help to the future planners.

(2) Recommendation No.223: Noted the postulates concerning the total expenditure on education that will need to be made in the next 20 years or so, if the education as a whole is to develop satisfactorily. Whether or not we would be able to achieve this growth would be dependent on the overall development of the nation's economy and the ultimate ability of the State and Centre in terms of financial resources.

(3) Recommendation No.224: In broad agreement. The Centre would in particular have to take a large share of the additional burden particularly in fields of higher education and scientific research which expenditure would rise comparatively far more steeply as postulated by the Commission itself.

(4) Recommendation No.225: Generally agreed, except that there is little meaning in the recommendation that Government should give an additional grant-in-aid to the District Panchayats proportionate to the additional revenues that they may collect by way of additional cess. So long as Government is to bear even otherwise the bulk of this expenditure (vide recommendation No.226). What is perhaps necessary is to compel the Zilla Parishads to resort to such taxation to supplement the funds available for the purpose.

(5) Recommendation No. 225: As regards sub-sections (a), (b), (c) and (d) of sub-section (1), I would point out that these already stand fully implemented in the Gujarat State. Indeed the Gujarat Government goes further and pays hundred per cent grant, on grants paid by Zilla Panchayats to aided private primary schools. As regards sub-section (2), the position in this State is that every Panchayat has to specifically budget certain amounts for primary education and once such amounts are budgeted, the Panchayat is not permitted to re-appropriate them for being spent on any purpose other than Primary Education, even if there has been some saving at the end of the year. In effect therefore the position is almost the same as if there were a separate Primary Education Fund in existence.

(6) Recommendation No. 227 (Based on para 4 of the Supplemental Note I): Sub-section (1) stands implemented in the Gujarat State, as it is obligatory for Municipalities to levy a cess on lands and buildings and thereby to bear a part of the cost of primary education within their jurisdiction. Similarly, sub-section (2) of this recommendation is also implemented in Gujarat State, inasmuch as the three Corporations get different rates of grants for primary education, in accordance with their overall income and similarly the Municipalities are classified according to their population, and the rates of grant paid to them depend on their classification. Thus, Municipalities with a population of over 1 lakh are put in the 'A' Class, those with a population between 50,000 and 1 lakh

than 50,000 are in the 'C' Class. The grant-in-aid for primary education is equal to 55% of the expenditure on pay and allowances of the teaching staff to the A and B Classes of Municipalities, whereas it is equal to 66% of the expenditure on these items as far as 'C' Class Municipalities are concerned. In addition, all Municipalities are paid a per capita grant based on the number of students, which is calculated according to certain prescribed principles. In order to further help the Municipalities to shoulder the burden of education, a staggered rate of grant-in-aid is followed for the initial three years, and it is only after this period that the rates of 55% and 66% respectively come into operation. (A and B Class Municipalities get 75% of the expenditure on pay and allowances in the first year, and 65% in the second year, whereas C Class Municipalities get 80% in the first year and 75% in the second year).. Thus this recommendation is already implemented in the Gujarat State.

(7) Recommendation No.227(3): At present there are only three Corporations in the Gujarat State, namely Ahmedabad, Baroda and Surat, and all of them are required to undertake the responsibility for primary education by raising the necessary funds by appropriate taxes within their jurisdictions. Certain rates of grants for primary education have also been prescribed for these Corporations, though the rates are not "proportional" to the expenditure incurred by the several Corporations. In our view, a certain elasticity must be allowed in the matter of grants to Corporations and it cannot be linked by any system of direct proportion with the expenditure incurred by the different Corporations.

(8) Principle of Equalisation (Para 8 of Supplemental Note I): At first sight, this new principle (which is apparently borrowed from the U.S.A.) appears to be a desirable change in itself, but we feel that it would require closer study before it is adopted. Inter alia it ignores the fact that property tax is no longer the only or even the main source of income of the municipalities in India.

(9) Recommendation No. 228 (1) & (2): Agreed. Also with views expressed in paras 13, 15 and 16 of the Supplementary Note I. The criteria for the inclusion of any programme in the Central sector which the Commission have laid down are two-fold, namely, that it should be of crucial importance and that it should be national in character. While these views are acceptable, it must be remembered that there may be some programmes which are no doubt of crucial importance to the State concerned because of local circumstances, but which could not be described as being national in character. In our opinion even such programmes should qualify for Central assistance if it is once agreed that they are of crucial importance to the State concerned. Only then it will be possible for any variety to become possible from "State to State according to their needs", as recommended in sub-section (2) of recommendation No. 228.

(10) Recommendation No. 228(3): This Government is emphatically of the view that the present method of limiting Central assistance to plan periods, or in the case of schemes which have been started late, to an additional spillover period which would make up the total of five years from the commencement of the scheme, has a very cramping effect on the developmental programmes of the States. Some times it also results in waste due to

hasty attempts at implementation of plan schemes in order to get the maximum grant. The Commission's recommendation that all schemes should earn Central grants for 5 years without having to make out a special case in the matter, and further that Central aid should be continued up to 10 years and not for plan periods only is a very welcome one, and more in conformity with the realities. This Government, therefore, agree fully with sub-section (3) of recommendation No.228.

(11) Recommendation No.229: In full agreement. We also concur with the detailed programme for effecting economy and maximising the use of available resources that has been set out in para 41 of Chapter XIX.

(12) Recommendation No.230: We agree that this is a very important matter and the U.G.C. with the help of some Universities should conduct rigorous research in this matter and make the findings available to all State Governments for their study and adoption as far as necessary and possible.

TEACHER STATUS (CHAPTER III)

(1) General: Before offering my remarks in detail it may be pointed out that the question of the salary of teachers cannot be reviewed in isolation from the general pay structure prevailing in a State. The State of Gujarat has raised the salary of teachers during the last two plans, and given additional D.A. from time to time, the last addition to the D.A. being as recent as 1st October, 1966. Taking these facts into account as well as the needs for the other sectors of education, it has not been possible to provide any funds for this purpose in the draft 4th Plan. Any improvement in salary to be effected during the 4th Plan would, therefore, have to depend substantially upon the Central assistance outside the plan (whether as plan or non-plan assistance) on which the Commission itself has laid so much stress in para 28 of Chapter III of their Report. In the matter of actual increase of the salary scales, the State Government would have to be largely guided by the Pay Commission which has recently been set up for the Gujarat State, and which no doubt will also take into account the observations and recommendations that the Education Commission have made and ultimately the Government of India may make in this connection. Again, we are not generally in favour of treating the expenditure on this account as non-plan expenditure.

(2) Recommendations No.15 and 16(1): As pointed out in the foregoing para, the question cannot, however, be considered in isolation from the general pay structure in the state and the increase in salary that it may be possible for a State to give would,

in addition depend upon several other factors including the extent of resources available, and the Central grants. While, therefore, we may agree with recommendation No.16(1) that it would be desirable to prescribe a minimum scale for teachers at the school stage, how far would it be possible to implement this recommendation will depend upon several factors, namely, the general pay structure in the State, State resources, extent and duration of subsidy available from the Centre etc. In any case where the minima so prescribed are higher than the prevalent scale of pay, a reasonable period should be provided for enabling the State to bring about parity.

(3) Recommendation No.16(2): Principle of Parity:

This principle is already in operation at the primary level where all teachers draw the same scales of pay in Government, local body or private schools. Similarly, the principle of parity is also practised in the case of secondary schools where the salary scales for aided private schools necessarily have to be at least equal to the Government scales, and where the D.A. and other concessions given to Government servants apply, mutatis mutadis, to teachers in private secondary schools.

(4) Recommendation No.16(3): This is a matter which requires closer consideration, and would, as indicated earlier, depend largely on the extent of resources available. Detailed consultations should first be held in this regard with the States, before any minimum scales are prescribed. In this connection I would point out that in the



Gujarat State the total emoluments of an untrained non-matriculate primary school teacher are already more than Rs.100/- per mensem.

(5) Recommendation No.17(1): While the question of adoption of scales for college teachers approved by Government of India is still under the consideration of the State Government, we agree generally with the formula for assistance recommended by the Commission except that we are of the view that the 20% of the expenditure, which is not covered by the Central grant, should in the case of private colleges, be borne by those institutions. The state will pay them the usual grant on the additional expenditure so incurred. It cannot own responsibility for the whole of the 20% expenditure.

(6) Recommendation No.17(2) and (3): Generally acceptable.

(7) Regarding Notes (a) and (b) under the remuneration table given below recommendation No.16(3), this Government feels that the recommendations contained in these notes, tantamount to adopting a trade union principle for teachers, just as in the case of factory workers, and it is debatable whether such a measure would even be desirable. Teachers cannot expect to be treated differently in this regard from other Government servants. On the other hand, what may be desirable, is to lay down that teachers will get the same benefits in the matter of D.A. etc. as other Government servants, irrespective of whether they are working in private institutions, or universities, or under local bodies. The matter should be carefully considered before any principle is laid down generally linking D.A. with cost of living index.

flatten out, it may be difficult to implement the idea of two years' training. During the intermediate period one year's training should, of course, be insisted upon. This would also imply that a scale would have to be specified for those primary teachers who are Vernacular Final and untrained, Vernacular Final and trained, and Matriculates with one year's training.

(10) Recommendation No.18(3): In the Gujarat State the number of primary schools with 200 pupils on roll is quite large as the whole State has been covered by schemes of compulsory education. It may, therefore, not be practicable to provide every one of such primary schools with a graduate trained Headmaster, and we may be required to restrict the scheme to schools with an enrolment of 300 or more. The Gujarat Government has included in the 4th Plan, a scheme for supplying graduate headmasters to 1000 Central Schools, and thus the recommendation of the Commission will be largely implemented in the State. In view of the position summarised above, this Government would agree to this recommendation only in principle at this stage.

(11) Recommendation No.18(4): The condition commented upon by the Commission obtains mostly in the bigger cities and town, where the number of persons with higher qualifications is fairly large. Such persons, out of their desire to remain in urban areas, frequently prefer accepting a lower scale of pay than their qualifications entitle them to get; thus it is not always the employer who is to blame for the so-called "exploitation". It is the employee who often chooses deliberately to serve on a lower scale of pay. It must also be pointed out that strictly speaking, a person possessing qualifications in excess of those that may be prescribed for any particular post, cannot be refused

(8) Recommendation No.18: Agreed in principle.

It would, however, be desirable to prescribe a special allowance for post-graduates who are either trained or have an educational degree, as this would induce them to learn the psychology as well as the methodology of teaching, both of which have distinct relevance at the school stage.

(9) Recommendation No.18(2): It is an ideal which we regard must be kept in mind that there should be no teacher, at the primary stage, who has not completed the secondary school course and has not had two years of professional training. In practice, however, we feel that it will be a long time before we are able to achieve this objective. The minimum qualification in this State for recruitment of a primary teacher is Vernacular Final, and if such a teacher has not already obtained two years' training at the time of his recruitment, he is required to do so in as short a time as possible. Gradually, we have been restricting the entry of those who have passed the Vernacular Final into the Primary Teachers Training institutions because we feel that an outright ban would create imbalances and tensions in a system where for almost a century, these qualifications have come to be accepted as normal for recruitment as a teacher. We, however, agree that we gradually should aim at recruiting trained matriculate teachers for the primary stage. We would only add that two years of professional training for the Matriculate teachers is also rather ambitious considering the large number of teachers that have to be recruited every year for the primary schools and the training capacity available. So long as the

employment in that post if he himself, and voluntarily has offered to accept it. As regards recruiting teachers with lower qualifications than are prescribed for the posts, I would state that this is not done deliberately in the State. Wherever untrained teachers or teachers with less qualifications than the optimum are employed in a primary or a secondary school, it is because of the pressure of numbers and because of non-availability of properly qualified and trained staff. This Government is, therefore, able to concur with recommendation No. 18(4) only to say that it is a desirable ideal.

(12) Recommendation No.18(5): This Government is unable to agree wince any attempt to relate the scales of pay of secondary school teachers to primary school scales on the one hand, and scales in affiliated colleges on the other, would create considerable confusion. In our opinion it would be better to have distinct pay scales for secondary school teachers, and to prescribe a slightly different scale of pay for similar qualifications when a teacher serves in a primary school. For similar reasons, it is difficult to accept recommendation No.18(6) concerning pay scales of Headmasters for lower and higher secondary schools.

(13) Recommendation No.18(7): Agreed in principle; though in practice it may be difficult to implement it.

(14) Recommendation No.18(8) and (9). Agreed. Pari pasu adequate facilities would have to be created in Graduate Training Colleges to train the required number of teachers.

(15) Recommendations No.18(10) and (11): Generally agreed.

While we welcome the idea of a managing committee for private recognised and aided schools with representatives of the Education Department, in practice, it may be difficult for the Department to provide the necessary personnel, particularly in big cities, where the number of schools may be a hundred or more; but we feel that a selection committee could certainly be constituted for the selection of teachers on a systematic basis.

(16) Recommendation No.19(1): It already stands implemented both at the primary as well as the secondary level in the Gujarat State, because primary school teachers are eligible for appointment as Assistant Dy. Educational Inspectors, for inspecting primary schools, and similarly, trained graduates with at least 3 years experience of teaching, are also selected to work as Assistant Dy. Educational Inspectors, and in that capacity they assist the District Educational Inspectors in the work of inspecting secondary schools.

(17) Recommendation No.19(2): We are unable to agree as the nature of work expected of post graduate teachers, may some times be beyond the ability of even an outstanding trained graduate. However, we agree that some recognition for outstanding work by such teachers may be given.

(18) Recommendation No.19(3) & (4): We agree in principle. The details for grant of advance increments will need to be carefully worked out.

(19) Recommendation Nos. 19(5), (6) and (7): Agreed in principle. Any floating posts that may come to be created in the higher grades under Recommendation 19(5), should automatically cease when the incumbent ceases to work for any reason, such as retirement etc.

(20) Recommendation No.20: The principle of equal D.A. to non-Government and Government servants has been in force for some time now in the Gujarat State, as far as primary and secondary education is concerned. But as stated earlier, we are not able to agree to any mechanical linking of the salary of the teachers, to the Cost of Living Index, and it should be sufficient to adopt and maintain parity between the periodical recommendations made by the pay Commission that may be set up by a State for Government servants, and the pay and allowance paid to non-Government servants. In fact it is necessary to see that the teaching profession does not come to be regarded by any section (and specially by the teachers themselves) as a kind of factory work for any purpose, since such an event would do great harm to the quality of teaching.

(21) Recommendation No.21: Any compulsory contribution at the rate of  $1\frac{1}{2}$  as advocated by the Commission, by all teachers, is likely to be resented, and would also not be quite fair, since the beneficiaries' from the Welfare Fund, would necessarily be only a very small fraction of those who contribute. In our opinion the existing practice under which voluntary contributions are collected, is to be preferred.

(22) Recommendation No.22: I would emphatically agree with the Commission that it is essential for the Central Government to assist States very generously in order to enable a revision of teachers' pay scales to be carried out.

(23) Recommendation No.23(1): We are unable to agree. In the first instance as pointed out in relation to the pay of the teachers, which State Government will have to decide, this question in relation to the

While we agree that the benefits available to the teachers should be the same as are available to other State Government servants, particularly in respect of provident fund and gratuity, we cannot agree to the adoption of the Government of India scales. There is also some difficulty in making the posts of teachers under private managements pensionable, particularly because of the great mobility of teachers that prevails in that sector. On the other hand, such teachers are given the benefit of the contributory provident fund in lieu of pension, which benefit is not available to the Government teachers, who get pension, but no contributory provident fund. The two benefits are more or less equal and it is felt that considering that most of our secondary and higher education is in the private sector, it would be difficult to give the benefit of pension to such teachers. In the case of primary teachers, the benefit of pension has been extended to them because most of them come under the Panchajats, which in turn are financed by the State Government.

(24) Recommendation No. 23(3): The age of retirement for school teachers as well as for most Government servants today is 58 years in the Gujarat State, which may be extended on a year to year basis, to 50 years in private schools. In our view this would suffice and there is no need to extend the age of retirement to 60 years with further extension upto 65 years. Apart from being resented by junior teachers, it would involve very considerable additional expenditure by way of salaries and higher pensions etc.

(25) Recommendation No. 24: While this Government is in general agreement with all the sub-sections(1) to (10), yet most of them would depend upon the availability

of resources. We however agree that subject to this limitation, all efforts should be made to implement these recommendations of the Commission. So far as the provision of State subsidies being made available for increasing residential accommodation for teachers in rural areas is concerned (mentioned under sub-section 3(1), it must be pointed out that even a single two-room tenement with kitchen, bath and lavatory attached, would cost not less than Rs. 15000 to Rs.20000 even if simple material is used, and it may therefore be very difficult for the State Governments to bear the additional cost of providing accommodation, unless generous help is forthcoming from the Centre.

(26) Recommendation No.23(8)(d): This appears over-ambitious, since many affiliated colleges are hardly in a position to provide even Principals' accommodation, or to provide separate quarters for the hostel Rector etc. If, therefore, anything substantial is intended to be done in this regard, separate ad hoc schemes will have to be evolved by the Central Ministry or the Planning Commission, or both, for finding the very large funds necessary in the matter. In the matter of railway concessions also, the teachers would have to fall in line with the concession given to other State Government servants.

(27) Recommendation No.24(11): This is still under consideration and a separate communication will follow giving the views of the State Government.

(28) Recommendation No.25: Agreed.

(29) Recommendation Nos. 26(1) and (2): Generally agreed although we are opposed to the idea of creating a special cadre of teachers for tribal areas, which has been advocated by the Commission at some other places.



(30) Recommendation No.27(1): We agree that professional organisations of teachers which carry out work for the improvement of the profession and education should be recognised by Government. While such recognised organisations would be free to raise matters with the Government relating to various subjects, which have been mentioned in this recommendation, it is felt that where Government requires consultation, it would more appropriately have it with the kind of Councils, which are visualised in sub-para 2 of this recommendation. Such joint teachers' Councils could, however, be broadbased and not necessarily confined to teachers. Besides the representatives of the teachers' organisations and officers of the State Education Department there could be educationalists of eminence also on these Councils. In fact such a practice already obtains in this State where we have two Councils one for higher and the other for general education.

(31) Recommendation No.28: This Government fully agrees to the recommendation made regarding (a) increase in the number of awards, (b) strengthening of Selection Committees and (c) payment of travelling allowance to the awardees, similar to those sanctioned for Class I Officers of Government. I would add that in addition to paying them proper travelling allowance as recommended, they should also be guests of the Central Government's Ministry of Education, during their stay in Delhi for the one or two days necessary for receiving the award. This will be very necessary, as many teachers often come from remote rural areas and have no idea of where to go or where to stay in Delhi. They should therefore be met on arrival, and treated as State guests till they entrain for their return journey.

EDUCATION FOR AGRICULTURE (CHAPTER XIV)

(1) Recommendation No. 166: Agreed.

(2) Recommendation No. 167: Recommendation No. 175

(concerning the Role of a I.C.A.R. and the U.G.C.)

needs also to be kept in mind when considering the question of Agricultural Universities, since the Commission appear to favour a considerable amount of centralisation, no doubt in order to ensure an integrated approach to Teaching, Research and Extension, by making the I.C.A.R. responsible for launching Agricultural Education in the country. Further, the scheme for Agricultural Education would appear to come under the Centrally Sponsored Sector because of the country-wide importance of Agricultural Education. (please see Supplemental Note-I para 16(2) on page 495 of the Report)

If two factors taken together imply a complete control of the proposed Agricultural Universities by the Central Government then this Government would not find the recommendation No. 175 acceptable, since in a country like ours the degree of development in Agriculture is a variable quantity, and so also is the level of Administrative Development vis-a-vis Agriculture, due to historical reasons such as formation of linguistic States at different times etc. For these reasons, the requirements of a re-organisation of Agricultural Education are also likely to be different and variable, and perhaps would not be amenable to the imposition of any uniform pattern, of the type which the Education Commission would like to be introduced through a Central Agency like the I.C.A.R.

(3) If, however, the degree of centralisation is not as extensive as feared above, but is comparable to that prevailing in other Centrally sponsored Schemes administered by State Governments, then this State would

be in general agreement with the idea of starting Agricultural Universities in each State as recommended in recommendation No. 167, provided the subsidy from the Centre continues for as long a period as there is deficit in the proposed Agricultural University, and such subsidy is not confined to a Plan period or even to the period of 10 years as proposed in Supplemental Note-I, para 16(4) on page 496 of the printed Report. Unless such an assurance is forthcoming regarding the continuance of the subsidy, the State Government would be unable to commit itself to the very heavy expenditure that might be implied in the future by the proposed Agricultural University, particularly when there is every likelihood that its structure and even working may be defined or even dictated from the Centre through the I.C.A.R. (as proposed in recommendation No. 175). It has also to be remembered that in a matter like education, a large section of the community is likely to be affected, and it is therefore necessary that the nature and composition of the proposed Agricultural University should reflect the aspirations and genius of the local people, and if any hasty attempt to impose a format or structure even with the best of intentions, it might generate tensions even before the University comes into existence. For these reasons it is necessary that the actual control of the proposed Agricultural Universities must vest in the State, and the role of Central Bodies like the I.C.A.R. must be of an advisory nature only.

(4) Here I would point out that in para 7 of Chapter XIV the Commission have used the phrase "Rural University or Agricultural University", which might create the impression that the two terms are synonymous. In reality however, the term Rural University has had certain definite connotations in the past, and institutions like the Lokbharti Sansara

in Saurashtra, or the Rural Institute at Gargoti in Maharashtra, immediately come into the mind when this term is heard. We may also remember that the Sardar - Patel University at Anand (formerly known as the Vallabh Vidyapith) also started as a Rural - University, and it is well known that, today it is almost like any other University, and further that it was always in the nature and function different from an institution like the Lokbharti - Sanosara which is trying to achieve the status of a Rural University. It would be helpful and indeed desirable therefore, to lay down exactly what these two terms separately mean, and also to define with some clearness, what they do not mean". Otherwise the recommendation to start Agricultural Universities, might lead to confusion, and give rise to conflicting types of institutions, which might generate clash of interests etc.

(5) With these cautionary remarks this Government agrees to the proposal to start Agricultural - Universities in each State.

(6) Recommendations Nos. 167(1) and (2): Agreed

(7) Recommendation Nos. 167(3), (4), (5), (6) and (7): Agreed.

(8) Recommendation No. 167 (8): It may not be feasible to implement this recommendation for some time to come, since it is dependent on several factors, and also implies a change in the regulations for admission into the agricultural faculty - it may be necessary to continue with the existing arrangement of 11 years schooling and 4 years for a degree, for some time.

(9) Recommendation Nos. 167(9) to (14): In general agreement with the proposals.

(10) Recommendation Nos. 167 (15) and (16): In general agreement, although this would depend on the availability of funds. I must however, point out that the question of pay scales of any class of State Government servants cannot be taken up in isolation from the general pay structure prevailing in the State. At this stage therefore we can agree only generally to the desirability of improving the pay scales to the extent possible and feasible in each State.

(11) Recommendations Nos. 167(17) to (19): In general agreement. While it is agreed that consideration should be given to the possibility of converting one of the existing universities in the State into the proposed Agricultural University, such a course may not always be feasible.

(12) Recommendation No. 167 (20): This does not appear to be quite clear in its scope and intention since in para 33 of Chapter XIV, it is proposed that a single campus University "will not have any affiliated colleges" but it is also said that if for any exceptional reasons the responsibilities for colleges outside the campus are undertaken by such single campus university, then they should be "made Constituent Colleges of the University" in a unified administration". It is not clear what precisely is implied by this unification of the administration, and it is necessary to be more clear in this matter, because in the Gujarat State the question of single Campus Universities is likely to assume some importance, as we have at present three colleges which would need to be considered as Constituent Colleges in view of the Commission's recommendation. It is also necessary to point out that good quality Agricultural Research is not always done only at Agricultural Colleges alone, but important contributions to such

Research are often made by research personnel working on State Research Farms which are located in the agro-climatic zones - such farms could not be called Agricultural Colleges, and must therefore be brought specifically within the jurisdiction of the proposed Agricultural Universities if good research is not to be neglected. What needs therefore to be appreciated is that in such matters only a broad conformity, and not uniformity, can be expected.

(13) Recommendation No. 168: In broad agreement, but I should like to point out that the amount of cooperation and exchange between the I.I.Ts., on the one hand, and Agricultural universities on the other, is bound to be limited by the very nature of things.

(14) Recommendation Nos. (1) to (4): In general agreement with the first three of these sub-sections, but is unable to subscribe to the proposal for holding quinquennial inspections of the I.C.A.R., since over centralisation would not be very desirable for reasons pointed out in the foregoing paras, and in any case the authorities of the proposed University should be competent to inspect the Agricultural Colleges which are affiliated to the University or are constituent parts thereof - in any case there would not be much scope for inspection by the U.G.C. or the I.C.A.R.

(15) Recommendation No. 170: This Government is unable to see the necessity of such Polytechnics particularly when it is remembered that the demand for specialisation in agriculture even at the Post Graduate or degree level, is not yet developed to any great extent in our country. In view of this fact, there is not likely to be much demand for specialisation at a pre-degree level in agricultural, and accordingly the Diploma courses

proposed to be taught in Polytechnics may not attract many students. It is also a question how far a specialised knowledge of Agricultural can be separated from a specialised skill in farming? In this connection the subjects proposed to be taught at the Agricultural Polytechnics, (listed in the annexure on page 368) are also puzzling to some extent, since it is not understood how any persons are likely to be attracted to study a course of "Seed Production" without being attracted at the same time to farming itself. In our opinion, any demand which arises for specialised courses in agriculture of the type which the Commission have in view, should be met by trying to integrate Agricultural Schools and/or G.T.C.S. with the proposed Agricultural Universities. Such a course is not likely to result in any determination of standards of teaching, and accordingly the need for, Polytechnics would be obviated, and most of the courses mentioned in the annexure on page 368 at 'B' could be taught equally well at Agricultural Colleges or at the Agricultural Schools or at G.T.Cs. level.

(16) Recommendation No. 172: This Government approves of the proposals of the Commission in this matter, and in our view these proposals would do much to popularise agriculture and instil in improvement both of its knowledge and practice, amongst our growing youth.

(17) Recommendation No. 173: Agreed.

(18) I would also point out that as far as Gujarat State is concerned, an almost complete separation of supplies from extension work has already been brought about, as recommended in para 57 of Chapter XIV of the Commission's Report. I would also point out that the proposal to integrate primary extension centres with local schools will to some extent become limited when the local schools are run by private

institutions, because of problems of coordinating the activities of such schools with the P.E.Cs., Further, I would point out that the suggestion made in para 62 of Chapter XIV to link Primary Extension Services with the Agricultural Universities, would imply the control of Seed Farms by the University, since such Seed Farms would be the most readily available places for being converted into Primary Extension Centres. This would probably result in over-centralisation, and might create difficulties with the University because of knotty problems of management. It may perhaps be desirable therefore, to make a loan of personnel from the University to the Panchayats for certain periods of time, and such personnel could then run the Primary Extension Centres which would continue to be controlled by the Panchayats. In this manner, the P.E. Centres would continue to be efficient and effective, and yet a link would be established between them and the proposed Agricultural Universities.

(19) Recommendation No. 174: In the Gujarat State the manpower requirements in the field of Agriculture have been assessed by a working group on Technical Manpower set up in the General Administrative Department of the State, and we expect an increasing demand for Agricultural Graduates, as well as a continued shortage of them, in the Gujarat State. The surplus of Agricultural Graduates that might be available in certain other parts of our country, is not likely to be of much benefit to this State, because of linguistic differences, as well as other prevailing differences of Agricultural conditions etc. Prima facie there is therefore a strong case for starting an Agricultural University or Constituent College in selected parts of the Gujarat State. We agree however that more accurate estimates of the requirements of



manpower for agricultural development would be helpful.

(20) Recommendation No. 175: In our view, the I.C.A.R. in itself is a relatively new body, and has had little experience of managing even Agricultural Schools and Colleges, since in the past it has mainly been a financing body. It is therefore not likely to be able to handle an additional responsibility of coordinating Agricultural Education on a countrywide basis, and especially at the University level, and there is also likely to be some clash between the U.G.C. on the one hand and the I.C.A.R. on the other in matters pertaining to the proposed Agricultural Universities. We, therefore, feel that the proposed Universities should be supervised by the U.G.C. rather than by the I.C.A.R. Similarly, the quinquennial inspections of the Agricultural Universities, or of their Constituent or Affiliated Colleges, should not be done by the I.C.A.R. at all in our view, and even the U.G.C. should confine its visits to the Agricultural Universities and not go down to the level of affiliated colleges. We, however, agree that the U.G.C. and the I.C.A.R. or its proposed Standing Committee should evolve common programmes for the development of Higher Education in Agriculture, and should pass them on to the States and the Agricultural Universities in the States, for their guidance.

XXIV - GOVERNANCE OF UNIVERSITIES  
(Chapter XIII)

- (1) Recommendation Nos.153 and 154. In general agreement.
- (2) Recommendation No.155(1)(2) & (3). The autonomy within the university has not received sufficient attention so far. It is very desirable that universities give more autonomy to their departments, and encourage ideas to emanate from the lower levels according to the "principle of upward flow". Similarly we agree that the non-academic representation on different bodies of the university is necessary, but it should not impose its views on the university, but content merely with bringing them to the notice of the university. Thus we are in broad agreement with sub-sections (1) and (2). We are, however, unable to agree to sub-section (3) of this recommendation, as we do not feel that colleges can be autonomous vis-a-vis universities. This has also been mentioned in our remarks on recommendation No.132(2) in our letter No.CDN 2066-Chapter XI-B dated 5.11.1966 regarding Chapter XI.
- (3) Recommendation No.155(4). We are not able to agree that student representatives should be associated either with the Academic Council, or with the Courts of universities, though we agree to the formation of a Departmental Joint Committee of teachers and students, and a Central Committee under the Chairmanship of the Principal of the College, for a discussion of students' difficulties, and attempts at their solution.
- (4) Recommendation No.156. Agreed.
- (5) Recommendation No.157. Agreed. The procedure already prevailing in the Gujarat State is more or less on the lines indicated by the Commission, in as much as block grants are paid to universities on triennial basis, and in addition there are matching grants paid by Government on the

developmental expenditure of universities, the State share generally being 50 per cent of all approved schemes. Further, there is provision for outright grants, or part loan and part-grant, from the State to those schemes which for some reason or the other do not receive assistance from the UGC but are felt by the State to be useful. In our opinion it would be desirable to evolve a system by which a block maintenance grant may be made payable to the universities directly by the U.G.C. if this is not possible for the entire university expenditure it should be done at least so far as expenditure on post-graduate education is concerned. The Commission themselves have advocated in their Report that post-graduate education should be more and more the concern of the Centre, and it would be only logical for the Centre to take up the responsibility for paying maintenance grants as well, for all post-graduate education. This would also enable State Governments to divert more funds for other necessary schemes, which for some reason or the other, do not receive assistance from the UGC but are nevertheless necessary and important to the universities in view of local circumstances.

(6) With regard to Medical Education referred to in para 13.70 (2) of the report, the State Medical colleges and Medical colleges run by the Municipal Corporation received certain grants from the Ministry of Health occasionally for specific purposes. It will be quite desirable if Government of India places the lumpsum grants at the disposal of the UGC type of organisation, which will look after medical education in the country. In this connection it is suggested that instead of putting up a ~~separate~~ organisation for medical education, Government of India may explore the possibility of utilising the

Indian Medical Council for the purpose. Since Medical Council is a statutory body composed of teachers and scientists of repute, it would be possible to make these bodies responsible for disbursement of grant to medical colleges for specific purposes.

(7) Regarding grant to Ayurved University and Colleges, Government of India may place necessary amount at the disposal of proposed "Central Council for Indegenious system of medicine" or whatever name it is given by Government of India. Till such time this body is constit the grants may be processed through "central Board of Sh Ayurved Education".

(8) Regarding para 13.68 of the report at present Gujarat has no agricultural university. The Agricultural Colleges are under general purview of non-technical universities. In the Fourth Plan there is a proposal to set up an agricultural university in Gujarat. It is presumed that the UGC-type organisation for agricultural universities, as recommended by the Education Commission, is not to deal with agricultural colleges directly but that the grants will be placed with agricultural universities only. The recommendation as such is a very valuable one and is bound to be of great advantage to agricultural education. This Government therefore endorses the recommendation.

(9) Recommendation No.158: Agreed.

(10) Recommendation No.159(1) & (2) Agreed. As regards the proportion of external members on the Executive Council, it is felt that it need not be half, but a little less than half the total number, say 7 to 8 in a body of 20.

(11) Recommendation No.159(3): This is a radical change from the existing practice, since today the courses of

study as well as the standards, are determined by the Syndicate and the Senate, and not the Academic Council. It also must be remembered that every University does not necessarily have an Academic Council; the M.S. University of Baroda is an example. This Government therefore can only agree broadly to this recommendation. (12) Recommendation No.159(4)--(10). In general agreement with (4)(5)(7)(8) and (10). As regards sub-section No.(8) this is a very important matter, and would affect almost every university in India, since the Acts of the different universities differ in many points today, and hence may be affected differently by the numerous recommendations made by the Commission. It would, therefore, be necessary, first, to consult the different universities, before undertaking legislation for amending their Acts, and in any case the I.U. Board would need to be consulted before any action is taken by the U.G.C. or by the Central Ministry of Education.

(13). Recommendation No.160 Where the position of the universities vis-a-vis the Law courts, is considered by the Commission, it is doubtful how far the Supreme Court would be amenable to <sup>be</sup> involved in such a discussion. We would await with interest further developments in this regard.

(14) Recommendations/161,162 and 163:<sup>No.</sup> Already dealt with elsewhere.

(15) Recommendation No.164: Agreed to sub-sections (1) and (2): Sub-section (3) is a matter for the Central Government to consider.

(16). Recommendation No.165. Not many remarks from this Government appear to be necessary, but we could point out that we fully concur with the observations contained in sub-section (b) of this recommendation, namely, that separate UGC type bodies should not be set up in the States.

XXV - VOCATIONAL, TECHNICAL AND ENGINEERING  
EDUCATION ( Chapter XV -Paras 31-86)

As pointed out by the Commission the wealth and prosperity of any nation depends on the effective utilisation of its human and material resources through industrialisation. Resources, however, rich go unutilised without proper and abundant technical know-how; whereas proper and competent technical know-how can more than compensate for lack of resources. It is, therefore, necessary for any country or a State to allot the highest priority to technical and professional education at all levels, be it research, post-graduate or under graduate down to that of secondary school level and to even to the basic training at the primary level.

- (1) Recommendations 31 & 32: In general agreement.
- (2) Recommendations 33 to 40: In general agreement, but it is for the universities to design their degree courses in conformity with the recommendations of the Education Commission.
- (3) Recommendation 41: In general agreement and would also suggest that the subject Telecommunication could also be added as an alternative to the subject of Electronics.
- (4) Recommendation 42: In general agreement. This Government has already accepted in principle this recommendation about grant of increased scales of pay of technical staff to teachers of Mathematics and Science in technical institutitons. As, however, the State Government has appointed a pay commission the question has been kept pending the recommendations of the commission in this regard.

The Commission has also recommended that "an appropriate number of posts ( $\frac{1}{2}$  or even  $\frac{1}{3}$  of the total

strength of the department) be reserved for persons with suitable qualifications in basic science subjects in engineering departments, and an equal number of posts for engineers be reserved in Science departments". The former may be feasible but it is doubtful how far the latter would be useful or necessary.

(5) Recommendation 43: The Commission has laid stress on practical experience and knowledge of the working in industry by each graduate and diploma student. The necessity and importance of such an experience and training need little emphasis. It also need hardly be stressed that such an important training should be properly organised and also properly supervised by the personnel, specifically and solely, appointed for the purpose, by the industry concerned. Such training can either be during the tenure of the course in an institution or at the end of the institutional training. So far as the former is concerned, it would give rise to what is known as cooperative or sandwich system of courses. It is obvious that with such a scheme the duration of the course will increase by a year or two, depending upon the exact system and amount of practical training imparted during the course. Unless the industry comes forward and, agrees to give to the student 'living' wages in the form of stipends, such a system would be economically unacceptable to the public and rightly so, in these hard days of inflated prices. The second danger of adopting sandwich systems of courses in institutions would be whether it would be possible for the institution or the Government to find so many places for all the students in the industries or public utility concerns, and whether necessary cooperation of the employers in this respect would be forthcoming.

Besides, an ideal institution catering for a sandwich course, the examination system and its stages will also have necessarily to be altered, thus, requiring separate examination with necessary additional expenditure for separate examiners etc. All the same, the idea is practised in certain foreign countries and is worth experimenting with.

So far as the training at the end of the institutional course is concerned, this aspect has been discussed by the Commission in paras 15.67, 15.68 and 15.69. The necessity of such a post-institutional practical training, if properly organised and supervised would certainly be useful. Such training was coveted by young engineers in the pre-independent period when life was easy and cheaper. In these days, the system does not find favour with young man for two reasons viz. (i) engineers are in short supply and the fresh graduates more or less find immediate lucrative employment and (ii) the rate of stipends fixed by the Government namely Rs. 250/- for a degree student and Rs.150/- for a diploma student are far below the wages they receive under actual employment, taking the dearness allowances also into account.

Unless therefore Government raises their stipends to a economically comparable level with that of employment, this scheme would not find favour on a large scale. It is thus that many of the training places (5000 as mentioned in the report) are found to be going unutilized at present. It may be that, in the years to come, when the supply of young engineers is augmented as compared to the demand, such training facilities may be fully utilised.



(6) Recommendation 44: Generally agreed. It may be possible with the right type of workshop staff and their administrative heads to take up some production during vacations or in slack periods during week, if any, during the terms, of certain equipment as needed by the institution or to specialise and concentrate their attention towards the production of one or two of the apparatus or equipment used in the engineering institutions on a large scale. It would, however, not be possible nor perhaps even be desirable to take up production for the public or for the industry in an engineering institution, as it is likely to side tract the energy and attention of the institutional staff from their main task of training. A certain amount of liaison and co-ordination between an institution and an industry to tackle problems of developmental interest and also the co-operation of both to solve the problem confronting them or for the manufacture of an equipment or an apparatus or to take up a project jointly is, however, necessary. This, could be feasible mostly at a research level by the senior staff members of an engineering degree colleges. To this end, a more liberalised attitude needs to be adopted by those in authority towards permitting consultation work by the senior professors of an engineering college, as has rightly been pointed out by the Commission. Summer schools is also one of the ways of attaining professional contacts between the institution and the industry.

It would also be gainful to the individual to join an institution for post graduate work after a year or two of practical experience in the industry. The question, however, would be whether such a student

could ever return from the industry for a full time post-graduate course without breaking his continuity and the consequent benefits of employment, unless the industry rises to the occasion and not only permits but encourages some of their own selected staff to undergo post-graduate course of studies for their own eventual benefits.

Regarding the suggestion made for allowing groups of electives in the final year of the diploma course, this would also be equally applicable to degree courses, where such groups of electives could be introduced in the fourth and fifth years of the five year degree courses.

(7) Recommendations 49, 50 & 51: It would be useful or even necessary to compulsorily arrange and send the teachers for practical training in industries or in large public utility concerns for about 2 to 3 months at a time and for 2 or 3 vacations continuously. They may, if necessary, be given certain incentives for the same. This will not only increase their practical knowledge and experience but also enthuse confidence and enable them to develop contacts with the personnel in the industry, which would eventually create an increased prospects for consultation work and also obtaining problems or projects to work upon in the institution. Regular teachers' training schemes, both in the methods of teaching as well as for increasing their theoretical training by post-graduate work should also be followed up.

(8) Recommendation 55: In general agreement with the recommendations made in this para and would also urge that one of the additional cause of wastage in technical institutions is its faulty examination system. It

would, indeed, be profitable and reduce substantially the wastage, if we could adopt gradually the semester system of instructions and examinations as is in vogue in U.S.A.

(9) Recommendation 62: In general agreement. It is very likely statistics of the man power requirement findings are conflicting as determined by the three different units mentioned under these paras. The Government of India in the Ministry of Education has perhaps rightly appointed, very recently, a committee under the Chairmanship of Dr. V.K.R.V. Rao to examine the estimates of technical personnel already assessed for the IV and subsequent plans and to reassess them on some more realistic basis etc.

(10) Recommendation 64: In general agreement. The number of scholarship in engineering colleges needs to be enhanced and at least 40 per cent of the students should receive it since though they are merited their financial position do not permit them to concentrate on their studies as they ought to.

(11) Recommendation 73: It has been suggested that the professional societies could usefully associate themselves with the programmes of giving part-time training. Whereas, such bodies could in some cases, impart some part-time training at the ideal place where such training could be given efficiently and as a whole, are the technical institutions with their experienced staff and the institutions having the advantage of possessing well-equipped laboratories for such disciplines.

(12) Recommendation 74: It is true that countries like U.S.A., U.S.S.R. and Australia run correspondence

courses even for professional and technical courses, using the laboratories of the technical institutions in vacation periods. This scheme, however, requires extremely careful detailed working, and as the Report points out, identifying many problems involved in the same and finding out appropriate solutions should be entrusted to only a very few selected institutions with a whole-time competent staff appointed for the same.

(13) Recommendations 76 and 77: It has been recommended that the heads of institutions have adequate powers over both academic matters and the recruitment, retention and promotion of their staff as also in the development of suitable training facilities. While the Heads of institutions, particularly those running University courses have sufficient academic freedom, generally under the statutes and ordinances prescribed by the Universities, they have not much freedom for recruitment, retention and promotion of the higher (Gazetted) staff. In Government Departments it would be difficult to entrust these powers, to the Heads of the institutions. All the same they virtually enjoy good deal of authority over the appointment and retention of non-gazetted teaching and other staff.

(14) Recommendation 86(4): In general agreement, but where the Public Service Commission is to recruit staff for gazetted posts, it will be difficult to empower the Heads of Departments, save for a particular period to make appointment to these posts.

(15) Recommendation 82: In general agreement. We would also suggest that the Co-ordinating Committees and Boards of Studies could further be expanded so as to have benefits of a large number of academicians.

(16) Recommendation 85 and 86: The recommendation to set up a parallel body like the U.G.C. solely for technical and professional education is welcome, but the membership of the U.G.C. type of body for technical education and that of the U.G.C. is likely to be overlapping.

It is a common experience, while preparing and steering changes and modifications in the pattern and in framing of engineering curriculum, as well as in modifying patterns of examinations, internal evaluation etc. that the same have got to be steered through at the University level, initially through the 'Academic Council' of the concerned university. It has also been experienced that in the academic council meeting, where the representatives of Arts, Science and Commerce Faculties predominate, it becomes very difficult for the Engineering Faculty representatives to steer through new and experimental changes or modifications of the existing courses and their pattern as well as introducing new courses. Evidently this position very frequently proves a source of discouragement and hampers the initiative of the staff of the engineering colleges.

XXVI. CIVIC RIGHTS OF TEACHERS  
(Recommendation 24.11)

- (1) The teachers in the employ of Government cannot be treated differently from the other Government servants and the restrictions placed on such servants in the matter of participation in politics will apply to the teachers also. As they hold office of profit under Government, they are disqualified for being members of Parliament or State Legislatures, in view of the Constitutional provisions.
- (2) Similarly, the teachers employed directly by the Universities will have to abide by the general rules framed by the Universities in this regard, and it would be invidious to give them any concessions as envisaged by Commission vis-a-vis other employees of the Universities.
- (3) The teachers in aided schools and affiliated colleges are generally free to participate in politics etc., except so far as any particular management may have framed regulations debarring them from such participation in politics. The policy of this Government has been not to take objection to such participation in politics. The Grant-in-aid Code provides that employees may attend political meetings and become members of, or take an active part in the activities of any political party other than a party whose policy or programme has been declared by Government to be unconstitutional. They cannot, however, engage themselves in political activities while on duty or on school premises. The State Government is of the view that no restriction may be placed on their participation in elections.