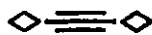


REPORT AND RECOMMENDATIONS
OF THE
FIVE-DAY STATE LEVEL SEMINAR ON NEW EDUCATION POLICY
(From October 25th to 30th, 1985)



EDUCATION DEPARTMENT
GOVERNMENT OF PONDICHERRY

December 1985.



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d) Teachers consultative committees should be formed in Universities/Colleges to hear the grievances of the teachers.

e) Students Unions in Colleges/ Universities should be banned.

OR

A new method of conducting University/College Union Elections where only academically brilliant students get elected should be evolved. (see Annexure-2).

f) Students consultative committees should be formed in each University/College to hear the grievances of students.

g) Committees consisting of students, teachers and the administrator may be formed in every college/University to assist the Principal/Vice-Chancellor in every day administrative matters.

h) Judiciary's interference in matters concerning admissions, examinations, promotion, attendance, curriculum, etc., should be minimised. Full autonomy should be given to the University/ colleges in these matters.

21) No. of working days in Colleges and Universities should be atleast 200 in an year. Colleges/Universities which have worked less than 125 working days in an year should not be allowed to send up their students for the University examinations that year.

22) Autonomous colleges may be allowed provided the colleges have a good reputation as excellent institutions during the preceding 10 years. Such colleges may be allowed to award their own degrees.

23) Universities/colleges should involve themselves in the life of of the community. They can contribute to the socio-economic and cultural life of the area by undertaking research/survey project on the issues concerning the local community or area. While evaluating teacher/student performance such work also should be taken into account.

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PREAMBLE

In our country, education is a sphere which has continuously faced constraints of resources, inadequacy of implementation and paucity of ideas. Education is essentially concerned with the future of the country. As we stand poised to enter the 21st century, an introspection into the strategy and system we have been following all these years has become necessary.

It is now realised that whatever may be the nature of our educational infrastructure, policy framework and resource availability our ultimate success depends on the commitment and sense of purpose of participants—students, teachers, administrators and parents in the process of national education

Today, education is looked upon as a significant part of our attempt to develop human resources. Through the development of attitudes, skills and capabilities education provides people with the necessary strength to respond to the changing social situations and to contribute to social and national development. To make education system meaningful in its philosophy content and practice, a thorough rehauling and re-structuring is necessary. The process of reconsideration of our educational philosophy and its orientation becomes effective only when we involve as large a section of our people as possible in that process. With this view, the Government of India has initiated a series of exercises in recent times. The formulation of a new education policy for the nation has to take place not necessarily at the top levels of administration but as a result of the upward percolation of ideas from the grass root level.

In pursuance of the decision taken at the State Education Ministers Conference in Delhi in August, 1985, a nation wide debate on the New Education Policy has been launched at various levels. Government agencies, Universities/Colleges, voluntary organisations and individuals are involved in this national debate.

The Education Department, Government of Pondicherry, organised a series of five seminars on the New Education Policy during the last week of October, 1985 (25th to 30th).

The five-day seminar was inaugurated by Shri T.P. Tewari, Lt.Governor of Pondicherry and the keynote address was delivered by Dr. K. Venkatasubramanian, Vice-Chancellor, Pondicherry Central University. The Lt.Governor, while welcoming the initiative taken by the Prime Minister in providing a new Education Policy for the nation, urged educationists, teachers and intellectuals to contribute to the thinking that is at present going on in the country about the New Policy. He suggested a complete break away from the Macaulean tradition of education still prevailing in the country and called upon the educationists to evolve a policy strongly based on Indian ethos.

Dr. Venkatasubramanian analysed some of the important issues facing educational planners in this country and mentioned the need for stepping up our efforts towards the achievement of Universal Elementary Education.

The five seminars that followed were attended by about 150 people every day representing a wide cross-section of the Pondicherry public. Teachers, academics, administrators, journalists, political workers and intellectuals attended the seminars. The purpose was to get them involved in the process of evolving a set of guidelines regarding the New Education Policy.

The five day seminar was divided topic-wise into five sessional seminars - (1) Elementary Education (2) Adult Education / Non-formal education (3) Secondary/Higher Secondary/Vocational Education (4) Higher Education and (5) Teachers. Such a broad division of the entire theme of education into five topics enabled the participants to confine their discussions to a particular topic at a time and to suggest measures without confusion or overlapping. To enable the participants to have a clear picture of the issues involved, they were supplied with a theme paper listing about eighty important issues conveniently classified under each topic. The discussions at the seminar threw up scores of useful suggestions and ideas and the participants maintained a high standard of awareness in their deliberations.

In addition to these five seminars, we had the privilege to meet the Ministers and MLAs of the State to have an informal discussion on 1st November, 1985. The Chief Minister, Education Minister, Agricultural Minister and almost all the MLAs took part in the deliberations. The Chief Minister initiated the discussion with a scholarly analysis of the blueprint of the New Education Policy provoking the participants to respond to almost all the issues in a constructive manner.

I am glad to note that these seminars, received an overwhelming response from all sections of the public and have yielded a plethora of suggestions, recommendations and ideas concerning the New Education Policy. A team of experts has studied, analysed and classified the vast data collected and has restated the various items in the form of recommendations. Those recommendations are given in the following chapters.

I wish to place on record my deep appreciation of the valuable contributions made by the different scholars, academics and intellectuals at the various seminars.

Education Secretary,
Govt. of Pondicherry.

ELEMENTARY EDUCATION

Universal Elementary Education (UEE) is a constitutional commitment which should have been achieved by 1960. This objective cannot be delayed any further and we are now committed to achieve it by 1990. There are serious obstacles to be overcome, the foremost being the problem of ensuring the active participation of learners from the poorer and backward sections of society. Today we have primary schools covering 98% of our habitations within a walking distance of 1 KM.

It is also estimated that by the end of VI Plan (1984-85) we would have achieved 76% enrolment of children between the ages of 6 and 14 in classes I to VIII. To ensure cent percent enrolment and retention in Elementary schools is the almost impossible task facing us. Any strategy for Universalisation of Elementary Education must take note of the reality that a large number of children cannot and will not attend full time formal schools for social, economic and cultural reasons. Even those who get enrolled may drop out at various stages during the first eight years. In fact, it is noted that out of 100 children enrolled in Class I only 23 reach Class VIII and in the case of girls it is only 18. In the year 1990, the number of children in the age group 6-14 is estimated to be 16.3 crores.

Overage and underage children would constitute another 10% of this. Thus, by 1990, we will have to provide Elementary Education facilities for 18 crores of children. More strenuous a task will be to ensure their enrolment and retention.

The most important obstacle to the achievement of UEE is identified as the appalling rate of dropouts at this stage. All our efforts to increase enrolment and provide infra-structural facilities are now negated by the increasing rate of drop outs. UEE is to be ensured also for obviating the possibility of adult illiteracy after a decade or so. It is observed that drop outs are more in less educated families, in rural

areas and among poorer and weaker sections of our society.

There is wide disparity between boys and girls, between rural and urban areas in the matter of enrolment and retention.

In rural areas and among urban workers and slum dwellers there are considerable number of drop outs. The following are identified as most important reasons for the high drop out rate at the Elementary stage.

- a) Children of the rural and urban poor are engaged in income generating activities. They are a source of economic support to the family.
- b) Parents among the illiterates and poor classes are indifferent to the benefits of education as they themselves had never received it.
- c) Poverty and ill health of children.
- d) In poor families, children are kept at home for helping parents in household work or work in the field.
- e) Traditional reluctance to send girls to schools. This is truer of the rural poor and the illiterates.

RECOMMENDATIONS:

1.
 - a) During the elementary stage a multiple entry system should be provided so that children can join the formal stream, at any level.
 - b) Today most states have five plus as the age of entry and a few have six plus as age of entry. There should be a uniformity in this. Plus six may be accepted as age of entry as in several advanced countries.

- c) To attract child workers and the over-aged children part-time classes and evening/night classes may be arranged as a part of the non-formal system.
- d) Giving opportunity cost compensation to poor parents for sending their children to schools may be considered.
- e) Some attempts should be made to motivate parents to send children to school and to retain them there. The assistance of the mass media, village panchayats/municipalities and the formal school system itself should be enlisted in this matter.
- f) Teacher-student ratio should be kept as 1:35 as is being done in the Central Schools. A rapport between the teachers and students would help to retain them in schools.
- g) It is observed that drop out is less in schools where the headmaster is a local person. So it is suggested that in elementary schools, teachers from the locality or nearby locality only should be appointed. However, if teachers from far off places are appointed, they should be asked to stay within a walking distance of schools. The Management/ Government should provide such teachers with housing accommodation and other facilities.
- h) Incentives that are being given by some state governments like mid-day meals, free uniform, text-books etc., should continue. States which have not introduced these incentives should do so.

- l) Pre-schools/nursery schools should be attached to the existing elementary schools so that the pre-school children will not be isolated at an early age.**

- j) Every elementary school should have a parent-teacher association. Monthly meetings of such associations would help the schools to establish closer contact with parents. Parents' help can be enlisted in tracing out the drop outs and bringing them back to school.**

- k) Class timings can be adjusted and class duration can be reduced to retain more children in the formal stream.
At any rate, there must be a uniformity in class timings and duration at least within a state. Staggering of class time-table is suggested to accommodate children according to their convenience.**

- l) Apart from providing free education certain number of scholarships may be given to children based on their merit and economic status. To enable more children to get this, qualifying income limit of parents should be raised.**

- m) No child should be detained until he reached eighth standard. There should not be any public examinations till the VIII standard. At the VIII standard, a common examination at the district level may be conducted.**

2. There must be uniformity regarding the duration of elementary schools throughout the country. At present different patterns are followed. It is suggested that a uniform pattern of eight years of elementary school may be introduced throughout the country with a provision for children to study in the same school till they reach the VIII standard.

3. At the pre-school and the first two years of elementary school there need not be any text book based curriculum. Educational toys and other aids instead of rigid text books should be used. Instructions should be informal and based on the playway method.

4. A National core-curriculum for elementary classes may be introduced. Such a core-curriculum can be devised in all subjects except history, geography and regional languages. These subjects may be left to States.

5. All elementary schools should be co-educational and women teachers should be preferred.

6. The curriculum of elementary schools should be limited to the mother-tongue , arithmetic, general science and social studies. However, English and Hindi may be taught from the V standard as subjects. In Hindi areas another Indian language (preferably South Indian) may be taught from the V standard.

7. Elementary education should be value-based. However, no religious teaching should be allowed. Spiritual/moral teaching should be inbuilt in the curriculum and not as a separate period in the time-table. (A detailed suggestion on value-based education is given in Annexures 1 & 2).

8. Class duration may be reduced and time should be given for extra-curricular activities, sports and games.

9. Progress of the children should be assessed through simple class room tests and through constant observation by the teachers. Emphasis should be on development of skills and not on knowledge of facts.

10. Only trained graduates should be appointed as teachers in the elementary schools. However, persons with higher secondary qualification and training may be employed in case of non-availability of graduate teachers.

11. There must be a separate Board of Elementary Education in every State.

12. Elementary school teachers should not be entrusted with duties that might distract them from their responsibilities of teaching and caring for children in the school.

13. Regional language should be the medium of instruction at the elementary stage. However, provision to educate the children of linguistic minorities in their own mother tongue/ English/ Hindi should be available in each State. Notwithstanding this, Central Schools and Model Schools may have English/Hindi as medium of instruction.

VALUE-BASED EDUCATION.

Education to be meaningful has got to take into account all the aspects of human personality. It should put man in the right relationship with others and with himself. Education is not merely a preparation for life; but it is coextensive with life. While providing avenues for the acquirement of knowledge, skills and capabilities to enable the individual to earn a useful living in society, education should also inculcate in him the values like honesty, compassion, love, courage, self-giving and respect for life. In a country like India where the spiritual view of man is more accepted than the biological view, the system of education should be oriented towards the inculcation and preservation of our age old spiritual and ethical values. In a technological age, education should be able to reconcile technology with spiritualism.

Development of intelligence is not the only aim of education as traditionally believed. Today, there is a process of 'uneducation' taking place due to the impact of mass media, politics and the abrasive materialism around us. Education, especially at the elementary level, should aim at containing this process of 'uneducation' and instilling in children the value of truthfulness and humility. Truthfulness, today, is a practical social value, not merely a spiritual one. Individual as well as social happiness depends on the extent to which it is practised. At the elementary stage, one of our concerns should be to initiate children into the virtue of truthfulness. This can be done only by recognising the need for spiritual/moral education in schools.

RECOMMENDATIONS

1. Spiritual/moral education should not be confused with religious education. Schools should not be permitted to have religious education classes. Article 30 should be amended to bring even non-aided schools under this category.
2. No separate period need be allotted for moral/spiritual education.
3. Spiritual and moral values should be inbuilt in the curriculum itself. In the process of teaching science or languages or through extracurricular activities spiritual ideas and concepts can be imparted to students in a subtle but effective manner.
4. A kind of 'hidden curriculum' can be devised which can be exercised during extracurricular hours especially in pre-schools and elementary schools.
5. No text books should be used for spiritual/moral education. Several models are already available in the country. We may make use of any one of them or a new model may be evolved.

EDUCATION FOR NATIONAL INTEGRATION AND PATRIOTISM.

India has a glorious tradition and history. Our system of education should not only preserve our sense of national unity but also inculcate in the youth love of the country and its people, religious and linguistic tolerance and a sense of internationalism.

RECOMMENDATIONS

1. Certain aspects of the history of our freedom struggle should be a part of the history/social studies syllabus upto the XII standard.
2. Language text books should contain biographical lessons on the lives of our great national leaders and great patriots from other countries.
3. Glorifying regional leaders in text books should be stopped.
4. Names of educational institutions, especially Govt. Institutions should not have any religious or communal or political associations.
5. Schools, in their extracurricular hours should organise discussions/paper reading etc., on the lives of great Indians.
6. Students should be shown films on the lives of great Indians and on India's freedom struggle.
7. Ensure inter-state mobility of students by introducing the national core curriculum at all stages.
8. Students at the lower levels should not be exposed to lessons dealing with the lives of dictators, war heroes, religious fanatics and criminals.
9. Syllabus must be oriented to give due respect to women and their place in society. Role of women as equal partner in society should be emphasised in text books.
10. Lessons dealing with social evils like dowry, casteism, communalism, religious superstition should be included in the text books.

ADULT, NON-FORMAL AND DISTANCE EDUCATION.

In a country like ours with about 64% illiteracy, Adult Education is an effective instrument of developing human resource potential. Adult Education Programme was taken up with vigour after the 1968 policy declaration on education and in 1978, a comprehensive National Adult Education Programme for the age group 15-35 was started. During the Vth Five Year Plan, a new impetus was given to Adult Education Programme with the objective of achieving universal adult literacy by 1990. Eleven crores illiterates were identified between the ages of 15 to 35 and as on March, 1985, we had opened about 2 lakh centres all over the country with a total enrolment of 2.3 crores.

Despite the major thrust given to Adult Education Programme in the Vth Plan, the number of illiterates is increasing. There is also a wide disparity in the literacy rate among states, between urban and rural areas and between the rich and poor. Our aim is to achieve universal adult literacy by 1990. With this goal in view, concerted efforts should be made to evolve a new strategy for Adult/Non-formal education activity. It is found that adult education programme could not make any demonstrable impact on the illiterate population. The following inadequacies are identified in the programme.

1. Success of Adult Education Programme depends on universalisation of elementary education for children upto the age of 14.
2. Organisation of Adult Education at the grass-root level needs several changes.

3. There is not enough motivation on the part of the adult illiterate to involve in adult literacy or other programmes.
4. The involvement of voluntary agencies is not properly defined and as such their efforts become marginal.
5. There have been no significant programmes to strengthen post literacy programmes to prevent the neo-literates from relapsing into illiteracy.
6. There has been an over-emphasis on literacy programmes at the cost of other components.
7. Proper evaluation and feed back is not provided.

RECOMMENDATIONS:

1. Concerted efforts should be made to achieve universalisation of elementary education.
2. Non formal education for school drop-outs between the ages of 6-14 should be intensified.
3. Literacy should not be the only aim. Other aspects like, health, nutrition, civic habits, job competence etc., should also be given importance.
4. There should be a separate channel for non-formal and adult education. This is to overcome the reluctance of the formal system to accept adult/non-formal learners to its various levels.
5. Today, Adult Education Programmes are undertaken by four agencies: (i) Central Government, (ii) State Governments, (iii) UGC/Universities/Colleges, and (iv) Voluntary agencies.

Adult Education Programme should be reorganised as follows:

- a) At the Government level, Adult Education Programme should be the responsibility of almost all departments, not the responsibility of Education Department alone.
- b) In each area, different occupational groups can be identified and the illiterates among them could be given vocational based literacy programmes. Each occupational group should be looked after by the various departments like agriculture, fisheries, labour, education, social welfare, industries, etc. The responsibility of achieving the target should be fixed on each department.
- c) In some areas and states Adult Education Programmes could be organised only for women, as they could be better motivated.
- d) Out of 402 districts in the country, 243 have a literacy level lower than the national level. So, initially, greater efforts should be made in these districts to bring them on par with the other parts of the country in the matter of literacy.
- e) In involving various agencies, a Lead Agency approach can be adopted. According to this approach in each district, Adult Education Programme would be entrusted with one of the four agencies alone in order to avoid overlapping of efforts. The particular agency may seek the assistance of other agencies to the extent it needs such assistance. But the sole responsibility to achieve the target rests with the Lead Agency.
- f) The Lead Agency will start with a District Literacy Plan to identify the illiterates and formulate an adult literacy programme for the next five years taking into account the possible increase in population and drop-out from schools during this period.
- g) The Lead Agency will evaluate the work every year and proceed on the basis of this feed back. Outside evaluators may be involved in this.
- h) A District Advisory Committee consisting of academics, the Member of Parliament, MLAs and prominent citizens may be formed to advise the Lead Agency.

6. The main problem is to attract adult illiterates to participate in Adult Education activities. The following steps may be taken to minimise the apathy of the illiterates and to motivate them.

- a) Those who go through adult literacy ^{classes} may be issued certificates that would be accepted by employment agencies and schools.
- b) Adult literacy classes may be conducted during the off seasons/holidays instead of one or two hours every evening.
- c) Adult literacy programmes should have a vocational element in it so that the learners may gain better competence in their vocations.
- d) Literacy weeks, at least once in three months, should be organised in villages in which popular film personalities and politicians should be requested to participate.
- e) Central or State Governments may produce adult literacy films (on the model of family planning documentaries) in which popular film artists of the areas act.
- f) State Information Departments should make use of drama and folk-dance troupes to spread the idea of adult literacy.
- g) Adult literacy certificate holders may be given preference in the matter of receiving Government loans and subsidies. They may be preferred also in the rural/urban housing programmes for the poor.
- h) The help of village panchayats should be enlisted in motivating the illiterates and retaining them in the programme for the required duration. The assistance given by the Government to Panchayats should be linked with their involvement in Adult Education Programme.
- i) The curriculum for the adult literacy classes should be relevant to the vocation of the learners. So it is essential to have diversified syllabus. A common text book will not do.

j) A package of everyday science can be a part of the adult education curriculum. It may be introduced after the basic literacy programme.

k) Vocational-oriented courses can be organised with the help of developmental agencies like Banks, Khadi and Village Industries Board, Block development Office.

7. Literacy education for workers in industries should become an obligation of the employers. Industrial Relation Act and similar legislations should be amended to this effect.

8. Trade Unions, Agricultural Workers' Unions and similar organisations should make adult literacy programme one of their objectives.

9. Every University/College student and every Government servant may be asked to make at least two illiterates literate within a period of two years.

10. The animators and motivators should be given higher wages. Successful animators should be given preference in appointment to Government jobs if they are otherwise qualified.

11. A concentrated house-hold approach to identify illiterates and to persuade them to attend adult literacy centres should be undertaken by the concerned agencies once in three months.

12. Literacy is the first step towards liberation for the illiterate and poor masses. So political parties and influential individuals should instil this idea into the minds of the poor classes.

DISTANCE EDUCATION.

There is a growing emphasis on access to education at all levels because of the existing disparities. The rural and backward areas, Scheduled Castes, Scheduled Tribes, and women have been in a disadvantaged position regarding accessibility to education. Non-formal education and distance education with a clear goal to reach the disadvantaged people and the remote areas only can put an end to this disparity. Moreover, the formal system may not be able to cope with the growing demands of education in future. So the whole range of distance education programmes will have to be developed as an alternate system for the future.

The distance education system is in full swing in the country. About 25 universities offer correspondence courses both at undergraduate and postgraduate levels especially in Arts, Humanities and Social Science subjects. A National Open University has been established and several other universities also offer open university courses. Thus an infrastructure of distance education has been already laid. The following are identified as the drawbacks in the present distance education programmes.

1. In most universities, supply of instructional materials for home study is not done regularly or in time. As a result the students find it difficult to cope with the learning schedule.
2. Contact programmes are conducted in a haphazard manner in which most students do not attend.
3. Facilities like the library, study centres, audio-visual aids etc., are not conveniently available to students.
4. The quality of the learning materials is not always uniformly satisfactory.

RECOMMENDATIONS:

1. There must be a separate Directorate of Correspondence Education in every university.
2. Study materials should reach the students in time, atleast before the contact classes begin.
3. More centres for contact classes and study centres should be opened. Attendance at contact classes and writing response sheets should be made compulsory.
4. Colleges in each area may be approached to offer library facilities to correspondence students on a payment basis by the university.
5. Open university should be a separate channel and open university programmes throughout the country should be brought under the National Open University at Delhi. In due course state Open Universities may be started.
6. The existing Open University programmes being conducted by regular universities should be detached and brought under the National Open University.
7. There must be facility for anyone above 21 years to sit for an Open University Examination without enrolling as a regular Open University student but by simply paying the examination fee. Such a student need not be assisted with learning materials, contact classes etc.
8. Correspondence and Open University Programmes should be confined to courses in Arts, Humanities and Social Sciences only. No university should be permitted to start correspondence courses in professional disciplines.
9. There must be a review of the working of correspondence and Open University systems after every two years.

SECONDARY, HIGHER SECONDARY AND VOCATIONAL EDUCATION

Secondary education is crucial because it is the earliest stage which brings the child in touch with the world of work. As we approach the goal of Universal Elementary Education, demand for secondary education will increase. It is estimated that in the VII Plan period we will have to make provision for an additional 22 lakhs of students in secondary stage (classes 9 and 10) alone. Special attention will have to be given to backward areas, under-privileged section of the population and girls. Apart from this, efforts have to be taken to improve the quality of secondary education. Today, the products of secondary education are mostly unemployable and as a result unemployment among matriculates/SSLC holders is increasing.

The main objective of secondary education (9 and 10) should be to provide general education. The quality of general education should be such as to equip the students with basic knowledge and responsibility to pursue a life of their own. The basic knowledge should also be potent enough to act as a preparation for those who want to pursue an academic or vocational course at the next stage, i.e., higher secondary stage. So the curriculum at the secondary school stage should touch upon all the important branches of knowledge like languages, mathematics, science, history and geography. At this stage, emphasis should be on acquiring knowledge and skill in various subjects.

Only 22 percent of the age cohort attends the secondary schools. As such, there should not be any restriction on admission to secondary stage. Girls constitute only 34.64% of the total enrolment at the secondary level and 32% at the higher secondary level. So efforts have to be made to raise the enrolment of girls. Though we have about 42,000 secondary schools today, 57% of total population does not have a secondary school within a distance of 4 Kms. At the higher secondary stage (11th and 12th) diversified education is to be provided preparing students both for vocational and academic courses.

RECOMMENDATIONS

1. A uniform structure for the school system throughout the country should be followed.

Elementary ,Class I to VIII

Secondary ,Class IX and X

Higher Secondary ,Class XI and XII.

As far as possible 1 to 8 classes must be in the same school.

2. Ten plus two pattern should be followed throughout the country. States should be asked to fall in line.

3. Plus two stage should form a part of the school system. So Junior/Intermediate college classes should be detached and should be added to the secondary schools.

4. A national core-curriculum and syllabus in most disciplines may be introduced. History, geography and regional language curricula can be left to the states.

5. Experimental schools may be started with which the formal system can have linkages. These schools will work as resource centres for the formal schools and should be autonomous.

6. It is desirable to have Model Schools in every district especially in rural areas to give opportunities of quality education to rural children. Such Model Schools should be started by the Centre.

7. Examinations at the 10th and 12th level should be National Examinations. This is necessary because of the national core-curriculum.

8. Value education as a part of the curriculum and extra-curricular activities should be continued till 12th standard.

9. Curriculum at the secondary level (ix and x) should have a core course of academic subjects like languages and science. In addition to this a package of vocational subjects should be available from which those who want to opt for vocational courses may choose. Others may opt for purely academic subjects. Thus, secondary stage curriculum should have both academic and vocational elements though there is no need for separate channels.

10. School inspection should be made more meaningful and rigorous. Panel inspection is suggested. Inspection proforma should be modified and made more effective.

11. Education should be free upto 12th standard.

12. There should be separate Boards for secondary education and higher secondary education.

13. There must be parity between State Education Board. There should be automatic recognition of one State Board by others. The system of issuing migration/equivalency certificates should be abolished.

14. A National School Education Commission on the Model of the UGC may be established to coordinate the standard between different State Boards. States may set up their own education commissions.

15. Teacher training programmes and inservice training programmes should be intensified. A re-thinking on teacher training programme through correspondence courses is necessary because often they lack a component of practice teaching which should be the most important element in teacher training.

VOCATIONAL EDUCATION

A major objective of the 1968 policy resolution on education was the introduction of vocational courses at the higher secondary level. It was envisaged that 50% of the students at the higher secondary level would opt for vocational courses thereby reducing the rush to college and University later. However, the target of 50% enrolment could not be achieved. Today, we have only about 60,000 students in the vocational courses out of the total enrolment of 76 lakhs. Only 1700 schools offer vocational courses the majority of being in Tamil Nadu and Karnataka. Only 10 states and 4 Union Territories have introduced the system. Even where the vocational system has been introduced it is found that the response is poor and it attracts only academically less competent students. The following reasons are identified for the poor response to vocational courses:

- a) There is no job guarantee after the completion of the course.
- b) Proper linkages with industry and employment sector have not been established.
- c) No vertical mobility for pursuing higher studies.
- d) Lack of professionalism in planning the curriculum courses and syllabus.

RECOMMENDATIONS:

- 1) Before introducing the vocational courses a district level survey to find out job opportunities for the next 10 years is to be undertaken.
- 2) Infrastructural facilities at least equal to what are available in ITIs should be provided in Higher Secondary Schools having vocational courses.

3) Vocational channel at the plus two stage shall be separate and independent and there must be a provision for apprenticeship during the last six months of the course.

4) Diversification should be limited to a few areas as suggested by the National Review Committee(1978).

5) There must be a statutory provision for apprenticeship for those who come out of vocational courses. Government recruitment rules may be amended accordingly.

6. Industry trade and other technical employment sectors should be encouraged to look for recruits from the vocational courses.

7) In providing facilities for self-employment, Government should give preference to those who have completed their vocational course in a recognised institute.

I V

HIGHER EDUCATION

Higher education is looked upon as a tool for developing the social and intellectual capabilities among people in terms of higher order knowledge and skills. With the expansion of secondary and higher secondary education the demand for higher education will certainly increase. Already there has been considerable expansion of higher education since independence. Today, we have 140 Universities and 5246 colleges with a total student enrolment of about 33.6 lakhs; about 2.2 lakhs of teachers are employed in these institutions. In spite of this phenomenal expansion, it is felt that the quality of higher education has not improved commensurate with the demands of an emerging society that is poised to enter a new century. The following are recognised as the weak points in our higher education system:

- 1) Presence of a significant number of unmotivated students.
- 2) Lack of infrastructural facilities to meet the diversified demands of students.
- 3) Centralised administration of universities and colleges.
- 4) Politicisation of students and teachers.
- 5) Declining quality of teachers.
- 6) Outmoded examination system; malpractices and corruption in examinations.
- 7) Lack of relevance of University education to society.
- 8) Imbalance between urban and rural colleges.
- 9) Low percentage of enrolment of SC/ST students and girls especially in rural areas.

10) Declining standard.

11) Political interference into the affairs of Universities and colleges affecting their autonomous character.

So immediate steps should be taken to maintain high standards in higher education and to link this sector with other development sectors. Major reforms are to be undertaken in the following spheres.

1. Strengthening the infrastructure of Universities and colleges.
- 2) Restructuring of the curriculum.
- 3) Restructuring of the examination system.
- 4) Safeguarding the autonomy of Universities.
- 5) Depoliticising students' and teachers' organisations.
- 6) Reorganising the University structure and making the administration more democratic and academic.

RECOMMENDATIONS

1. There must be a curb on the establishment of new Universities. Establishment of colleges should be on the basis of local student needs.

2) A National University may be established which can function as a national resource centre and model for other Universities.

3) There must be uniformity in the duration of University courses throughout the country.

- 4) A national core curriculum should be devised for higher education in all disciplines.
- 5) Physical Education and Sports should be given an important place in the curriculum.(See Annexure-I).
- 6) College and University teachers should also be trained and their minimum qualification should be P.G. plus M.Phil.
- 7) A national level test should be introduced for selecting students for PG and research level. A similar test should be introduced to prepare a national panel of persons to be appointed as teachers in colleges and Universities.
- 8) Degrees should be delinked from jobs in most cases.
- 9) In view of the delinking of degrees from jobs, examinations at University level may be abolished in Arts, Science, Humanities and Social Sciences. Only professional and technical courses should have examinations.
- 10) Reservation for SC/ST should continue. No other type of reservation should be permitted in admission and appointments to higher educational institutions.
- 11) College and University Administration should be decentralised. Each college should have an admission board consisting of the Principal and Senior Teachers. In the case of Universities, the Admission Board should consist of Vice-Chancellor, representative of the department, affiliated colleges and the Government.
- 12) A national Merit examination may be introduced for admitting students into professional colleges. Admissions to professional colleges should be on the basis of 70% local and 30% outside the state as suggested by the Supreme Court.
- 13) Curriculum in the Universities should be restructured and modernised to relate it to economic, social and cultural life of the country. Individual colleges and teachers should be involved in the formulation of the curriculum.
- 14) Without quality research, post graduate education cannot be improved. To ensure this -
 - a) Admission to research courses should be based on a National Merit Examination conducted by the UGC for this purpose every year.
 - b) Theoretical research should be encouraged.
 - c) Affiliated colleges should not be allowed to conduct research unless they are of very high standard.
 - d) A high level committee of experts should screen the topics of research to avoid soft option research.

15) Higher education need not be subsidised.

a) SC/ST students should be given free educational facilities including hostel facilities. No other kind of reservation should be permitted.

b) Students whose parents' income is less than Rs.12,000/-p.a. may be given free educational facilities.

c) Fees must be charged from others on a slab basis depending on the income of the parents. Present fee rates should be enhanced.

d) Free educational facilities for SC/ST students and others should stop if they fail at any examination.

16) Self-financing colleges should not be allowed.

17) A uniform national standard for university examinations should be prescribed by the UGC.

18) a) Universities should adopt the modalities of question- setting and valuation followed by the UPSC.

b) Objective type questions should be minimum at the graduate and PG level.

c) Universities should abolish the practice of awarding grace marks, group passing system and revaluation.

d) Examiners found indulging in malpractice should be proceeded against according to law. For this purpose examiners should be declared as public servants.

e) Students indulging in malpractices should be treated as any other kind of offenders of law.

19) There must be automatic recognition of one University by others. The system of migration certificate should be dispensed with.

20) Depoliticisation -

a) Teachers and students should not be allowed to take part in active politics.

b) Teachers who want to participate in politics may be given leave for that period.

c) Teachers' Unions should not have affiliation with any political party. Only teachers should be the office-bearers.

d) Teachers consultative committees should be formed in Universities/Colleges to hear the grievances of the teachers.

e) Students Unions In Colleges/ Universities should be banned.

OR

A new method of conducting University/College Union Elections where only academically brilliant students get elected should be evolved. (see Annexure-2).

f) Students consultative committees should be formed in each University/College to hear the grievances of students.

g) Committees consisting of students, teachers and the administrator may be formed in every college/University to assist the Principal/Vice-Chancellor in every day administrative matters.

h) Judiciary's interference in matters concerning admissions, examinations, promotion, attendance, curriculum, etc., should be minimised. Full autonomy should be given to the University/ colleges in these matters.

21) No. of working days in Colleges and Universities should be atleast 200 in an year. Colleges/Universities which have worked less than 125 working days in an year should not be allowed to send up their students for the University examinations that year.

22) Autonomous colleges may be allowed provided the colleges have a good reputation as excellent institutions during the preceding 10 years. Such colleges may be allowed to award their own degrees.

23) Universities/colleges should involve themselves in the life of of the community. They can contribute to the socio-economic and cultural life of the area by undertaking research/survey project on the issues concerning the local community or area. While evaluating teacher/student performance such work also should be taken into account.

24) Professional and Technical Education:

- a) There must be uniformity of duration in courses in different universities.**

- b) A uniform curriculum and pattern of examination can be devised.**

- c) Admissions should be on the basis of a National Merit examination.**

- d) Linkages with industry and business should be established.**

- e) Highly qualified teachers should be enlisted even by giving them enhanced pay scale and other incentives.**

- f) All technical and professional institutions may be brought under the Ministry of Education. In the States, Directorates of Technical and Professional Education may be started under the Education Department.**

PHYSICAL EDUCATION AND SPORTS.

The aim of physical education is not only to create a sound body but also to train the senses and to create grace, beauty, harmony, self-mastery, discipline, courage, cooperation, confidence and flexibility in action. Though most colleges and schools provide facilities for physical education/sports/games at present, primary and middle schools lag behind in providing such facilities adequately to the students. The organisation and management of physical educational activities at the university and college level also lacks in proper appreciation of the sports potential available in the country. As a result, in spite of our considerable student/youth strength we have not been able to make a mark in international sports and games. The philosophy behind organising physical education activities should be reoriented. There would be a twofold approach. (1) To identify sports/games talents and to give them special coaching and training to reach international standards (2) To provide games/sports facilities to students who like to utilise them with the modest aim of keeping themselves physically fit. For this purpose, the sports/games structure traditionally existing in our society can be made use of instead of borrowing ideas from the West.

RECOMMENDATIONS

1) Students in pre-schools and elementary schools should be given better facilities for games and sports which are comparatively less arduous. More indoor games than outdoor games may be provided. Similarly, they can be initiated into country games in which our country abounds from region to region.

2. State Governments may start sports-complexes in important centres and separate sports schools may be opened where physical education will be the main curriculum.

3) Hostels, specially for sports students, may be opened in each district centre. Students from various schools/ colleges who are good sportsmen may be accommodated together. Facilities for regular practice should be provided in the hostels.

4) The same programme of physical education may be imparted to both boys and girls.

5) Atleast a few universities can open physical education departments having Postgraduate and research facilities.

6) Physical education teachers in schools at all levels should have atleast a bachelor degree plus diploma or degree in physical education.

7) Physical education teachers in colleges should have a Master's Degree plus a degree in physical education.

8) Physical education teachers should be treated on par with other teachers in the same sector.

**ELECTION TO THE STUDENTS' UNION IN COLLEGES
AND UNIVERSITIES**
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The following guidelines should be followed:-

1. Only those students who are academically competent should be allowed to contest students' union elections. To ensure this, the candidates in students' union elections should have passed in all papers in all subjects at the time of elections.

2. Union membership should be optional. Those who want to become members of the Union should register themselves at the time of admission paying the required union fee. The membership may be renewed at the beginning of every academic year by paying the union fee. The written permission of the parent/guardian should be necessary for this.

3. No political flags/emblems or write-ups should be exhibited within the college/university campus.

4. Writing on walls, use of loud-speakers, motor vehicles etc., within the campus should be prohibited.

5. Political parties should agree not to finance the elections in colleges/universities.

6. The students' union will have no say in academic matters like admissions, promotions, examinations, syllabus, appointment and transfer of teachers.

7. Universities and colleges should be declared as essential services and strikes in these institutions should be banned.

8. Political leaders should not be invited to address students inside the campus.

9. Higher authorities like the officials, ministers, Governor should not receive student representatives or representations unless they are done with the knowledge of the Principal or Vice-Chancellor.

10. The Principal or the Vice-Chancellor should have the power to dissolve the students' union. However, this power may be exercised only with the concurrence of the college/university staff council, consisting of senior teachers.

11. The students' union representatives will have the freedom to make representations to the Principal/Vice-Chancellor directly or to discuss matters concerning the requirements of students. The purpose of such discussions would be to reach some understanding or consensus.

12. Sit-ins, gheraos, fasting etc., indulged in by students to intimidate the authorities should be made cognisable offences and the police should have the right to enter the campus on such occasions.

13. The students' union office bearers should be personally responsible for any loss of property, violence and other untoward incidents during students' union functions.

TEACHERS

The teacher is the core of the education system. Both the Educational Policy Resolution of 1968 and the Education Commission Report (1964-66) emphasised the professional competence and personal qualities of teachers. Education today is looked upon as an integral part of the national human resource development programme. Whatever may be the merit of the new education policy, we envisage, its success depends on the scholarship, professional dedication and personal involvement of the teacher. Today we have about 32 lakhs of teachers. Teachers at present work under several constraints. To overcome these constraints, a teacher should be well versed not only in his subject but also in related fields. He should know, apart from teaching, a number of other devices like seminars, workshops, tutorials, project work, field work and the use of audio-visual and technological aids. Above all, he should have the openness and resilience to accept new ideas and practices into his profession. All teaching originates from love for children. So a teacher must be a person with high sense of values and integrity. It is the duty of the society to keep such teachers happy by recognising their services and rewarding them.

The following inadequacies are identified in teachers.

1. Teachers, after appointment, cease to learn.
2. Many teachers spend more time in trade union activities and politics than in actual academic work.
3. Some teachers lack high personal qualities and ability to establish human relationship with students, colleagues and society.
4. Untrained teachers are appointed to teach in certain parts of the country.

5. All teachers do not get the benefit of inservice training orientation courses etc.
6. Most teachers are not interested in innovative teaching practices or in the use of technological aids even if they are available.

Factors affecting teacher quality.

1. Poor salary structure and promotional avenues.
2. Poor working conditions especially at the lower levels.
3. Outmoded recruitment procedures by which it is almost impossible to select teachers of calibre.
4. Inadequate facilities for professional training.
5. The poor work ethos of our educational institutions in terms of discipline, student behaviour, bureaucratic delays etc.
6. Lack of well prepared text-books, educational aids and the uncertainty of examinations.
7. Lack of a rational method of inspection and evaluation.
8. Impossibility of reformative or punitive methods due to politicisation.

RECOMMENDATIONS

1. A uniform national pay scale can be prescribed for teachers. This does not mean 'single' pay scale. For this purpose, teachers can be put under four categories, viz., -

- a) teachers in elementary schools/high schools
- b) teachers in higher secondary schools
- c) teachers in universities/colleges
- d) teachers in professional/technical institutions.

Each category has a different basic minimum qualification. So a uniform pay scale applicable to each category throughout the country can be prescribed. The starting salary of the head of an Institution (Headmasters and Principals) may be fixed at a higher point. In addition, special allowance may be given to them.

2. Teachers of exceptional competence may be given higher starting salary, additional increments, etc.

3. Teachers who acquire significant higher qualification though not essential for the job may be given advance increments.

4. National awards for teachers may be replaced by more number of state awards.

5. Children of teachers may be given free education upto any level including professional and technical education.

6. A special Teachers Insurance Policy with only nominal premium should be introduced which would cover not only death but also invalidity and incapacitation.

7. Teachers should be given Sabbatical Leave.

8. Teachers both in public and private sector should be eligible for pension, provident fund, HRA, medical facilities and loan facilities

9. Teachers' training programme should be enhanced. Each teacher should be given an opportunity to attend inservice training programme atleast once in five years. Promotion and increments should be linked with the teacher attending such programmes. However, this need not be applicable to teachers above 50 years.

10) The Civil Service Conduct Rules for Govt. teachers and the institutional rules for private teachers should be replaced by a statutory national code of conduct for teachers.(see Annexure)

11. Separate pay commission for teachers should be appointed by the Central Government and a new pay scale should be recommended for teachers every five years.

12. Teacher Education Programme should be restructured. B.Ed./M.Ed. Programmes should be of two years duration throughout the country. A period of internship should be made compulsory. However, the duration of the diploma course in Higher Education need be only one year.

13. B.Ed. and M.Ed. correspondence courses should be stopped.

14. A national apex body with statutory powers should be created to supervise and coordinate standards in teacher education. (on the lines of the Medical Council).

15. A State Board of Teacher Education should be set up in each state.

16. Institution of an Indian Educational Service is desirable.

17. Teachers in Higher Education should be appointed on the basis of a National Merit Examination to be conducted by UGC/UPSC. However, teachers upto the Higher Secondary level may be appointed on the basis of a State Merit Examination to be conducted by the State Education Commission. A panel of selected candidates should be ready by April of every year. Both public and private institutions should appoint teachers only from this panel.

18. Acceptance of donations by private managements for appointment of teachers should be made cognisable offence.

19. The qualification of teachers for initial appointment should be as follows:-

- a) Elementary School - Degree + teaching degree
- b) High School - Degree + teaching degree
- c) Higher Secondary School - PG Degree + teaching degree
- d) College/University - PG Degree with 50% marks + M.Phil

20. Appointment, pay scale, transfer, promotion, confirmation, and dismissal of private school/college teachers should be regulated according to government regulations throughout the country. These rules should be extended to minority institutions also.

21) Teachers should have freedom in the following matters. No previous permission from educational authorities both government and private should become necessary in these matters:-

- a) To publish books/articles/write-ups on any topic except current politics.
- b) To accept examinerships/lecture assignments from any university/Board and to keep the remuneration thereof with them.
- c) To attend seminars/workshops etc., for a period of one week at his/her own expense on duty leave.
- d) To be a member of any cultural association.

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- e) To be a member of any state/national level academic/scientific/literary bodies
- f) To apply directly for other teaching/research jobs or scholarships for study with the State/Central Government and with public sector undertakings/national research laboratories etc.

22. Teacher evaluation system should be modified. A fourfold evaluation proforma may be used as shown belows-

a) Supervisor evaluation	20%
b) Self evaluation	20%
c) Student evaluation	30%
d) Peer evaluation	30%

A separate proforma/questionnaire may be used for each and the total credits should be taken as the final evaluation score of the teacher. If the evaluation score is less than 60, the teacher should be rated as 'poor' or 'bad'. If the teacher gets such a score for three continuous years, his services should be dispensed with. Similarly, if a teacher gets the rating 80 or above it should be treated as 'Excellent' or 'Outstanding' and if a teacher gets such a score for three years continuously, he should be rewarded with additional increments, etc.

Final score, 80 or above	Excellent
70 - 79	Good
60 - 69	Average
50 - 59	Poor "

Evaluation should be done twice an year. In the case of student evaluation, 10 best students(academically) in each class/subject should be asked to evaluate with a maximum of 50 students at a time. Each time, different sets of students may be asked to evaluate. However, all of them should come in the top 15% of the class.

23. The present C.R. system should be abolished.

24. The practice of entrusting work not connected with the school/college to teachers should be discouraged.

A CODE OF CONDUCT FOR TEACHERS

Teacher associations and even individual teachers are averse to the suggestion for a code of conduct for teachers. This is primarily due to the fear that such a code of conduct might curtail their freedom of organisation and freedom of expression. The code of conduct for teachers is not meant to curtail their freedom or to victimise them for their legitimate opinions. The code of conduct is to remind the few who might stray away, atleast occasionally, from the generally accepted path of behaviour expected of the profession. The purpose is not to victimise or punish but to check and guide. Both the Sen Committee (1973) and the Conference of the Vice-Chancellors have recommended such a code of conduct. Now the Teachers' commission II is seized of the matter.

RECOMMENDATIONS

The following shall be considered unacceptable conduct on the part of the teachers:-

1. Failure to teach.
2. Failure to be present in the institution during the specified hours.
3. Failure to arrange tests and examinations as scheduled and refusing to invigilate at such examinations.
4. Refusal to value examination papers.
5. Discriminating against students and colleagues on the basis of religion, caste, race, sex, language or region.
6. Favouring students in examinations for a consideration or for getting cheap popularity.
7. Inciting students against other students or teachers.
8. Discussing the behaviour of other teachers or administrators in the class rooms.

9. Using university/college/school resources for personal use or for purposes in which he/she has personal interest.
10. Use of force and abusive language against anyone.
11. Misappropriation of the intellectual work done by colleagues or students.
12. Engaging in trade, business or similar activities to augment income.
13. Using students and office staff for personal work.
14. Taking active part in political activities.
15. Organising functions that smack of religious fanaticism or sectarian outlook.
16. Failure to observe the common moral and ethical standard regarding money matters and the opposite sex.
17. Refusal to meet parents/guardians of students.

This code of conduct shall not deprive teachers any of the rights given below:-

1. To organise and take part in the activities of teachers' associations or any cultural associations.
2. Expressing literary/scientific/academic opinions through books or through journals and newspapers.
3. Holding any religious or political opinions.
4. Making representations to higher authorities or meeting them on matters concerning service conditions, academic facilities or against the decision of an immediate superior.

When disciplinary action is envisaged for breach of the code of conduct, the matter should be left to a committee of academics not connected with the institution or sector in which the concerned teacher works.

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