

A draft paper on

EDUCATIONAL DEVELOPMENT

in Rajasthan

1968-69—1975-76.

*Directorate of Primary and Secondary Education,
Rajasthan, Bikaner.*

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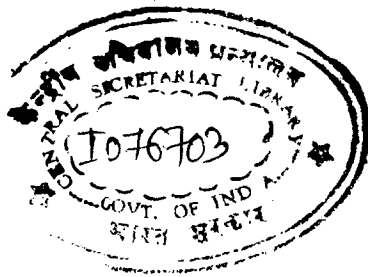
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Directorate of Primary and Secondary Education
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CHAPTER I.

OBJECTIVES AND PRIORITIES.

It has rightly been said: " upon the Education of the people of this country the fate of this country depends". The national situation is characterised by an unprecedented expansion in economic production and social welfare programmes on the one hand and rising prices, large scale unemployment and a general spirit of apathy, on the other. The situation in Rajasthan has had its share of all these. Owing to successive draughts, expansion of social welfare facilities and undertaking of giagantic irrigation and power projects, the financial outlook of the State has hardly ^{ever} appeared as distressing as at present. On the agricultural front so crucial for the national development and national pride, there is an unprecedented opportunity. Sustained effort and development of proper attitudes are essential for full exploitation of this opportunity. All these considerations make reformation of educational policy essential.

The Report of the Education Commission appointed by the Government of India has been under the consideration of the Parliament, State Governments and the various educational bodies. A national consensus on education, based largely on the recommendations of the Education Commission, seems to be emerging. The consensus accepts education as the most important tool of national development and admits ~~the~~ need for educational transformation based on ~~productive~~ national integration, character formation and equality of educational opportunity. It also accepts the need, in general, to improve the quality of education at all stages and in

particular to radically transform science education and research.

The Government of Rajasthan is in general agreement with this broad framework of national policy on education. The purpose of the Government in preparation of this Paper is to ascertain the educational imperatives and to prepare a broad plan of action spread over the next seven years (1968-69 to 1975-76). In particular the Government is motivated to reconstruct the system of education keeping in view the following objectives:

1. Equality of educational opportunity as being a pre-condition for the socialistic goals.
2. To move in the direction of providing free and universal education to all children in the age group 6-11 by 1981.
3. Inculcation of national and moral consciousness.
4. Orientation of education to the world of work and production.
5. Improvement of standards of education at all levels.

Even the wealthiest countries do not have enough resources for all the educational requirements. During the next few years Rajasthan will be extremely short of resources for education. Detailed planning is, therefore, necessary to decide as to which things must be taken up first and which can be left to another day. There are also several programmes which either require no expenditure or very little of it. Their exclusion from educational planning has been a major deficiency which needs to be remedied. During the period for which this Paper attempts a Plan of action the areas of priority may be broadly stated as follows:

- A substantial expansion in pre-primary education, aimed mainly at serving the economically backward sections of the community.
- Increasing enrolment at the primary stage mainly by minimising wastage.
- Emphasis on the higher primary stage both for expansion and improvement of standards.
- Emphasis on community involvement, inservice education of teachers and improved supervision for raising the standards of education at all levels.
- Reform of curriculum and evaluation.
- An effective programme of work experience and social service.
- Improvement of the status of teachers.
- Intensive efforts to arrest increase in the number of illiterates.
- Consolidation of the existing institutions of higher education.

CHAPTER II.

BACKGROUND.

Any plan for reconstruction of educational programmes must take into account the demographic, socio-economic and the educational background.

Demographic:- The outstanding demographic characteristic is rapid population growth. The population of Rajasthan in 1967 is estimated at 2.40 crores. The annual rate of growth from 1950-1967 is about 3 percent. The over-all rate of population increase is likely to continue at the present rate. This will have a direct bearing on educational planning because substantial investment will be necessary even to maintain the existing rate of growth in terms of the school-going children.

The impact of high birth-rate on educational planning would be evident from the age structure of the population. Approximately 44 percent of population in Rajasthan is under 15 years of age and 37 percent of the total population is of school-going age (3 to 16 years). The education system, therefore, has a very heavy load to carry.

This demographic structure also means that the dependency rate is high and the total and per capita production tends to be lower. The unfavourable age structure also means necessarily the supporting of a great number of children who are not expected to contribute to ^{active} production. One of the unfortunate consequences of this heavy burden of child dependency is that children are compelled to participate in parental occupations almost as an earning member prematurely.

Yet another characteristic is growing urbanization. Although the urban population is still a small proportion of the total population, in recent years it has increased at a rate about twice that of over-all population growth. Since the cities that were already large have tended to grow fastest of all, it has put a heavy strain on the educational services.

Whereas the impact of high rate of population increase on education are obviously important, the contribution of education to population restraint are equally significant. In the next few years the educational administration will have to share its responsibility in the programme of population control. In particular the education of girls and women is a factor which may significantly contribute to creating conditions necessary for reducing population increase.

Economic and social: In the ^{late} last fifties the average annual growth rate of Rajasthan State was about 7 percent with the average annual growth per capita of 4.6 percent. This rate of growth continued in the early sixties but deteriorated in the last 3 years. The recent figures for the State are not readily available but the annual growth per capita has perhaps been neutralised by the increase in population.

The deterioration on the economic front has had a direct impact on the finances of the State. Rise in prices has made all planning unrealistic due to increase in the estimates of capital expenditure and recurring increase of D.A. rates. Scarcity in large parts required unplanned expenditure and has adversely affected the revenue receipts. The commitments of the State Government

in connection with the irrigation and power projects have claimed the major part of the annual plans. The prospect of satisfactory crops in 1967-68 may help the State tide over these difficulties but the financial prospect during the next 2 years at least is none too happy. The outlay on education which rose from 15 percent of the total State budget in 1955-56 to 21.5 percent in 1960-61 and 24.9 percent in 1961-62 has come down to 19.9 percent in 1967-68. The present indications suggest that severe restrictions shall have to be imposed on the schemes of expansion during the next two or three years and emphasis shall have to be on programmes of modest financial implications.

The rate of economic growth, to a large extent, reflects the performance in the crucial area of agriculture. Education, therefore, has to be directly linked with agricultural production. Although the economic conditions have immensely improved in the State as a whole the socio-economic inequalities of long standing have hardly been narrowed down. In spite of several real achievements in the recent past it is obvious that there are very large numbers who have not yet emerged from their age old poverty. The conditions of the tribals and of those belonging to scheduled caste has shown, not to mention the scattered and unstable populac^e of the border areas, a much smaller rate of growth than the rest.

The average size of the family in Rajasthan is around 5 persons in the urban areas and 7 persons in the rural areas. The pattern of income distribution and the size of family are of particular consequence for

educational planning. An overwhelming proportion of children come from circumstances of acute family poverty and belonging to families where the fact of sheer number in the household combines with poverty to deprive the child of the attention that the families could otherwise give. One of the conspicuous and sad manifestation of poverty in our country is the use of child labour. The percentage of child labour to the total population in age group 0-14 years was 39.2 percent for males and 22.7 percent for females in 1953-54 in the entire country. The proportion of child labour might have gone down but only to an insignificant extent. The data for the entire country is not likely to be at large variance from that for this State. Such a situation, then, demands a most ingenious system of educational service, it should be realistic, and adequate without being forbidding.

Although employment has increased numerically since Independence, it has not kept pace with the flow of new additions to the labour force. The position has further deteriorated in the last few years. The exact percentage of the unemployed against the total labour force is not available but it can be assumed as about 7%. Unemployment among the educated people is due as much to training of the wrong kind and ingrained occupational preferences as to lack of opportunities. In this context it is obvious that education should prepare children for active participation in the task of development and of getting over occupational prejudices.

Related to these specific problems of improvement are even wider social and educational questions which await definite answers. These include a general apathy

for the social causes, need for increasing the efficiency among all types of personnel, greater and sustained effort on the part of all groups and obtaining enthusiastic public participation in the broad development effort in general and education in particular. "Seen in this light, the task ahead will be as much one of revitalising the human climate in which development of all kinds takes place, as of adding to the stock of material capital."**

Educational:- The basic educational statistics relating to Rajasthan are given in Appendix I. Although the rate of growth in Education during the first three Five Year Plans in Rajasthan has been impressive, the State is still much below the national average. The main characteristics of educational growth in Rajasthan may be described briefly:

1. The pre-primary stage is perhaps the most neglected stage in this State. The number of recognised pre-primary schools in Rajasthan is only 26 with an enrolment of 2500 which forms 0.1% of the age cohort 3-5. Although the enrolment of several pre-primary institutions which are not recognised by the Department or that of pre-primary sections of institutions which are recognised as primary, higher primary or secondary schools is not included in these figures, the percentage cannot exceed beyond 0.5%. It would still be among the lowest in the country.

2. The enrolment in 6-11, 11-14 and 14-18 age group is 52.4 percent, 21.1 percent and 10.1 percent

**Taken from: "An Asian Model of Educational Development Perspectives for 1965-80 UNESCO.

respectively at the close of 1966-67. Wastage in primary education being 65% it can be said that ^{at present rate} the objective of universal and free primary education in 6-11 age group will hardly be achieved until well after 1980. There is hardly any prospect of universal education upto the age of 14 years till the next 20 years.

3. The high rate of wastage is the dominant characteristic of the educational development. Wastage has substantially increased after democratic decentralisation although there is not enough proof to say that there is any essential connection between the two. The rate^{of} transfer from primary to higher primary and from higher primary to secondary is high, and compares well with the all-India average. The high rate of wastage is affecting not only primary education but is also responsible for the high cost and low pupil teacher ratio at higher primary and secondary stages. No measures are more important than those to reduce wastage.

4. The number of primary, higher primary and secondary schools is 18879, 1824 and 896. The ratio between the primary and higher primary schools is 1:10 and that between the higher primary and secondary 1:2. This calls for a substantial increase in the number of higher primary schools.

5. The low rate of growth of education of girls is the factor of great importance. Not only has it had effect on the rate of wastage and the low rate of enrolment, it has far reaching implications in the fields of family planning, public health and social consciousness. A crash programme will, therefore, have to be launched to promote enrolment and for retention of

girls in schools.

If the educational situation in the statistical context seems disheartening, there are numerous bright spots too. The quality of teachers, both from the point of view of academic qualifications and training, has shown substantial improvement. The scales of pay of teachers are among the highest in the country and most of the teachers being employed either in the Government or in Panchayat Samitis, they are free from the kinds of harassments associated with private institutions. As a community, the teachers are free from politics and communal prejudices.

In the field of teacher education, the teachers training schools for training of primary and higher primary school teachers have been substantially improved in recent years. A large variety of inservice teacher education programmes aimed at improvement in standards have been started. The educational administration has given ample proof of departure from bureaucratic rigidities.

Another happy feature of education in Rajasthan is the high standard of work among the institutions set up as agencies for educational improvement. These include the State Institute of Education, the State Institute of Science Education, Bureau of Educational and Vocational Guidance, Institute of Language Studies and State Education Evaluation Unit etc. The Rajasthan Board of Secondary Education has pioneered a radical reform of ~~improvement~~ in evaluation techniques. The curriculum at the entire school stage is being radically revised in the light of the recommendations

of the Education Commission and the experience of the past years.

6. The percentage of private institutions at primary, higher primary and secondary stages being 2.5, 10.2 and 18.6 percent, education in Rajasthan is primarily a State responsibility. This has its drawbacks as well as advantages. A large private sector in education facilitates involvement of the community, attracts public funds and is, therefore, economical to run. It is more conducive ^{to} educational experimentation and lacks rigidity. On the other hand, a State run system keeps education comparatively free from politics and communalism. It provides a uniform system of education, and is therefore, closer to the objectives of equality of educational opportunity. Given dynamic leadership and a proper system of incentives, speedy educational progress is more likely to take place in a predominantly State run system than where private sector is predominant. Whatever be the advantages and disadvantages of the two types of educational systems it is apparent that in this State the greatest emphasis will have to be placed on improvement of supervision and administration.

7. Although the percentage of literate adults has gone up from 8.9 in 1951 to approximately 24% at the end of 1966-67 the total number of illiterate adults has increased. The programme of general and vocational education of adults has not found place in educational planning.

8. Governmental expenditure on education has shown phenomenal increase, although as percentage of the total budget estimates there is a marked decline. The value of the contributions made by local bodies (municipalities, panchayat samitis, panchayats etc.) and local communities is not known exactly. It is, however, evident that the resources of the Government have not been supplemented in a big way by non-governmental sources. The effort during the coming years will have to be in the direction of mobilising non-government resources.

CHAPTER III.

SOME BASIC ISSUES AND CHALLENGES.

1. Nomenclature: It is recognised that education is a system through which people proceed from grade to grade and type to type. Broadly speaking, there are 3 main stages of education which generally speaking correspond to the stages of childhood, adolescence and manhood. The existing nomenclature in Rajasthan and the new ones are given below:

<u>Stage of education</u>	<u>Present nomenclature</u>	<u>Revised Nomenclature</u>
Primary Education	(1. Special Montessory)	1. Pre-Primary.
	(or)	
	(Montessory)	
Secondary Education	(or)	2. Primary.
	(Kindergarten etc.)	
	(2. Primary)	
Higher Education	(3. Middle)	3. Higher Primary.
	(1. Secondary)	
	(or)	
Higher Education	(Junior Higher)	1. Secondary.
	(Secondary)	
	(or)	
Higher Education	(High Schocls)	2. Higher Secondary.
	(2. Higher Secondary)	
	(or)	
Higher Education	(Multipurpose)	Higher Education
	(Higher Secondary)	
	(Higher Education)	

The nomenclatures used in this Paper are the revised ones

2. Work Experience: As a vital programme for getting over the occupational prejudices and to participate in national productivity the Government considers Work Experience as a programme of immense significance. The Government accepts the definition of this concept 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" (Report of the Education Commission page 7). In this context the Government gives special emphasis to the desirability of not alienating the child from the parental vocation. To facilitate participation in Work Experience at home, attempt would be made to provide facilities of education at the time convenient to the pupils and the parents. In Work Experience, therefore, greatest emphasis will be laid on allowing the pupils to participate in such experience in his own home. The effort should be made to see that children's usefulness in the families increases due to schooling.

For the children who do not have any opportunity to get Work Experience at home arrangements will be made in the school. The Government generally endorse the details of this programme as contained in the publication of the State Department of Education on this subject. Accordingly the greatest emphasis in the rural areas will be on agriculture and on allied crafts. In this field the school, in the past, has played a negative role which has to be speedily remedied. In urban areas a variety of work opportunities will be provided in schools. It is hoped that generally the expenditure involved on this programme will not be very heavy to begin with. Wherever funds are available in the local school funds, permission will be accorded to draw necessary money for initial investment. This initial investment will be expected to be returned back to the school funds.

Financial rules governing Work Experience will be framed to facilitate productive work and to provide incentives to teachers and pupils. In the beginning the programme will be started in a few schools where the emphasis would be on fuller utilisation of available resources. It would be gradually extended to as many schools as possible, emphasis being laid on higher primary and secondary schools. It is obvious that as the programme will expand the Government will have to come forward with much larger expenditure.

The Work Experience programme will replace the existing Craft Education. It will, however, not be a curricular subject for the next few years. There will be a vast variety of items of Work Experience that might be taken up. It may be made compulsory for only as many children as can be provided facilities in a particular school. The head of each school taking up this programme will be expected to draw up his own curriculum based on the educational needs of the pupils of different classes. The heads of institutions and the teachers entrusted with this work will be given a special training.

3. Social Service: Although the need for taking up an effective programme of social and national service can hardly be over-emphasized, financial limitations make it obligatory for this Government to restrict the scope of this programme to schemes which can be achieved without a major investment of resources. The schemes which will be taken up during next few years will be mainly:

(i) Maintenance and improvement of the school plant:

This scheme will not be limited to maintenance of the school building but will also attempt to beautify and to fulfil the physical needs of the school. This will form part of the institutional plan about which more has been said in Chapter VII.

(ii) Adult Education: Wherever the children have found proper leadership they have done marvellous work in this field. In selected areas this work will be concentrated. Effort will also be made to make selected students vanguards of the programme of social education.

(iii) Social cleanliness and Hygiene: The students can give leadership in this field and attempt will be made to make the maximum use of this possibility.

It would be observed that the Government do not favour large projects involving expenditure on the stay of the pupils and teachers. For the next few years the social service programmes will be confined to the development of attitudes of self-help and improvement of the school vicinity.

Obviously, therefore, social service will not feature as curricular activity obligatory for all schools. It will be taken up by institutions desirous and capable of organising such programmes on voluntary basis. The State Government will facilitate these programmes by making suitable

modifications in the financial and administrative rules and by providing the absolutely necessary financial needs.

4. National and moral consciousness: The Government do not consider it necessary to introduce compulsory moral and religious instruction in all schools. At the same time this is a programme of immense importance in the present context. The implementation of this programme will be attempted by adopting, among others, the following measures:-

- (a) Review, and wherever necessary, rewriting of the existing textbooks and reading material of the pupils. The instruction in social studies will be particularly improved.
- (b) Educational tours and excursions.
- (c) Scouting and Guiding. The Government feels that this Movement needs to be strengthened and more adequately supported by the Government.
- (d) Community singing and morning assembly: The Department of Education will suggest songs which might be sung at the time of morning assembly. At any rate, a few songs will be selected which may be sung by all children of the State.
- (e) Daily pledge.

5. Educational experimentation, elasticity and dynamism:

For a major advance in education the existing rigidities have to be systematically minimised. This is particularly necessary in Rajasthan where a vast majority of institutions are directly controlled by the Government.

The Government will set up autonomous schools to meet this need. Government institutions with reasonably adequate physical facilities will be converted into autonomous schools. Separate set of rules governing the administration of autonomous schools will be framed. The authority of the Department over these schools will either disappear or become indirect. A Management Committee with the Headmaster as Secretary will be constituted. It will be delegated financial powers and the budget provision of the school, with suitable additions wherever necessary, will be transferred to this Committee. It will have the right to reappropriate funds within the total ceiling and raise resources for the school improvement. These institutions will be given full freedom of experimentation. In some of these schools it would be possible to devise their own curriculum and a system of evaluation which would be recognised by the Board of Secondary Education. This programme will be taken up in 10 schools on experimental basis in 1968-69 and if it is successful it will be extended.

Another important measure proposed is a much larger delegation of powers to the District Inspectors of Schools. A pilot educational district will be set up in 1968-69 in which all powers delegated by the Government to the Additional Director will be delegated to a District Inspector of Schools. An attempt will be made in this district at diversification of education based on a socio-economic survey of the district. Experiments of all kinds will be taken up in this district. If the experiment is successful it will spread

to some other districts.

Other measures suggested in the Report of the Education Commission to create an atmosphere of elasticity and dynamism will be taken. Professional organisations like Teachers Associations, Headmasters Associations and Subject Teachers Associations will be given administrative and financial assistance. Their representatives will be involved in educational planning and administration.

CHAPTER IV.

As has been mentioned in Chapter III, Primary Education will now mean the entire stage from pre-primary to class VIII. It, therefore, has three sub-stages: pre-primary, primary and higher primary.

Pre-Primary.

As has been stated above, the enrolment in 3-6 age group does not exceed 0.5% of the total number of children in this age group. The need for substantial expansion of pre-primary education is based on the following considerations:

1. The children of the economically depressed groups do not have the benefit of education till they enter school. As a result these children start with an initial disadvantage.

2. The children in most of the families where mothers have to work due to economic considerations remain uncared for and, therefore, need attention.

3. Studies in the problem of wastage have shown that children who have an association with schools before their formal primary education starts are less likely to leave before completion of 5-year primary education. In fact, ^{the Pre-} primary education programme will tackle primarily those children who are most likely to drop out.

4. Well organised programme of pre-primary education will make an important contribution towards raising of standards at primary level.

The existing facilities for pre-primary education cater mainly for the economically prosperous

social groups. The new programme of pre-primary education will be aimed at serving the groups which are economically depressed. It will be started in large villages and in urban slum areas. The existing percentage of 0.5 in this age group will be raised to 5.0%. In terms of enrolment this will mean an increase from approximately 11000 children in pre-primary schools to about 1,30,000 by 1975-76.

The new pre-primary education programme will be more in the nature of setting up of informal playing centres for children in existing primary or higher primary schools. The duration of pre-primary schools will be $1\frac{1}{2}$ - $2\frac{1}{2}$ hours. Teachers working in 3-hour schools will be given this additional work without any additional remuneration. In other cases a part-time teacher (with an allowance of approximately Rs. 25/-p.m.) will be provided for 25 children. These teachers will be given a short orientation course of about 6 weeks during summer vacation. Generally the size of each centre will be about 50 children with 2 part-time teachers. Each centre with 50 children will be given a non-recurring grant of Rs.200/-. It is expected that the teachers training schools and higher primary and secondary schools will be able to prepare inexpensive playing and teaching aids for this centre as part of their work experience or social service programme. These will be given free to the pre-primary education centres. The curriculum of these pre-primary schools will emphasise acquaintance with the primary school, inculcation of health habits and development of social qualities.

It will be in the nature of activities, playful rather than instructive. The financial implications of this programme are given in Appendix B.

A Department of pre-primary education will be set up as a part of the State Institute of Education. It will be entrusted with the responsibility of devising curriculum, methods of teaching, ~~devising~~ inexpensive pre-primary education aids and research. One of the teacher training schools will be converted into a training school for training of teachers for pre-primary education. It will run full-time, part-time and vacation courses. Voluntary agencies will be encouraged to start such centres. They will be given aid if the centre conforms to the aims of pre-primary education as stated in this Paper. The Government recognises the work done in this field by the Centre and State Social Welfare Boards and hopes that they will continue to support this important programme. A separate cell dealing with pre-primary education will be set up in the Directorate of Primary & Secondary Education. Pre-primary education centres will be calculated as separate institutions for determining the requirements of Education Extension Officers/S.D.Is. At some stage it might be possible to appoint separate pre-primary education assistants under the control of the District Inspecting Officers. Education at these pre-primary education centres will be completely free.

Primary Education.

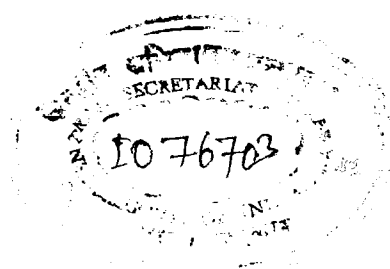
In spite of a phenomenal increase of primary education in Rajasthan the enrolment, which stands at about 54% in 1967-68, continues to be among the lowest in the country. The position is made even more serious owing to the high incidence of wastage. Although accurate assessment of wastage is not easy it has been estimated that only about 35 children out of the 100 who join in class I pass out after 5 years of education. The State Government agrees with the Education Commission that at least 5 years schooling is necessary for retention of literacy and as minimum educational preparation for life. The Government, therefore, is of the view that no problem in the field of education is more important than the problem of wastage. Educational programme during the next 7 years will be oriented with a view to effectively reducing the percentage of wastage from the current 65% to about 40%.

1. Expansion:- The average annual increase in percentage of school-going children during the last 10 years has been 2%. The increase in recent years has shown a decline and with shift in emphasis on retention from enrolment it would be reasonable to assess trend increase during the next seven years at 1.5%. On the basis of this calculation the percentage in 1975-76 owing to trend increase would be approximately 65%. Enrolment in class I (conforming to age group 6-7) will be emphasized along with measures for minimising wastage and part-time education for the drop outs. By the year 1975-76 the aim will be to have 100% enrolment

in 6-7 age group. With this rate of increase in enrolment and reduction of wastage to 40% the enrolment in 1975-76 will be roughly 77%, or 33 lakhs in terms of the number of scholars. The requirement of additional teachers for this increase in enrolment has been worked out in Appendix This is an absolute minimum from which there is no escape.

A primary school has been provided in Rajasthan for almost all children within a walking distance of about $1\frac{1}{2}$ miles. This has been achieved through a measure of doubtful propriety: the Branch Primary Schools. The Government does not consider the existence of branch schools as desirable. During the next 7 years, therefore, the need for having a primary school at the place where the branch schools have been set up will be examined and the branch schools which fulfil the minimum requirements for a primary school will be converted into regular schools and the rest of them will be abolished and merged with the main schools.

Compulsory Primary Education Act has been enacted in 1952. At present the area covered by this Act is confined to Ajmer District. Without emphasising the penal provisions of the Act its application will be expanded during the next 8 years. The area to be selected will depend on the response of the Panchayat Samiti concerned. Approximately 5 Panchayat Samitis will be brought under the application of this Act every year with effect from the year 1968-69. Panchayat Samitis covered by this Act will be provided teachers ~~attendance~~ and enforcement staff according to the



provisions of the Act.

2. Reduction of wastage:- The term wastage in this Paper, wherever it occurs in the context of primary schools, includes stagnation. Although numerous reasons are responsible for the high rate of wastage, and many of them are not within the control of the educational workers, it would be relevant to make a realistic appraisal of the causes which can be influenced by the educational authority. Among the causes of wastage the following need special mention:

1. Apathy of parents.
2. High incidence of child labour.
3. Unattractive school atmosphere.
4. Rigid and unimaginative attitude of the teachers and educational authorities.
5. Single teacher schools with unavoidable periods when the teacher is absent from the school.
6. Conventional curriculum and techniques of evaluation.
7. Insufficient and unsatisfactory supervision.

The policy towards primary education will be re-organised with a view to reducing wastage. The new policy towards primary education will not emphasize fresh enrolment as much as universal retention. The main planks of the new policy are briefly discussed:

- (a) Closer community involvement: It will be the duty of every teacher, particularly in rural areas, to establish a personal contact with the parents of the pupils. It would be necessary to awaken a concern among the minds of teachers if a child absents himself from school continuously for a number of days. In

such an event the teacher would be expected to personally contact the parents and to persuade them to send the child back to school.

(b) Improvement of the physical plant: As has been discussed elsewhere, every Panchayat Samiti will be obliged to levy the education cess. Municipalities willing to shoulder the responsibility of administration of education will be similarly required to levy an education charge either on ~~property~~^e-tax or as a separate levy. All these together will go a long way towards meeting the requirements of schools in respect of the physical plant. Each school will prepare an institutional plan for improvement of facilities and standards. Emphasis will be laid on making teaching attractive with the help of aids. In the urban areas more and more schools will be converted into two-shift schools, each providing education for a period of 4½ hours. Available Government buildings will be improved by raising local contributions. Where existing buildings are not sufficient new buildings will be taken on rent. It would be necessary to relax the existing limits of the amount of the rent that can be paid for primary schools.

(c) Part-time Education: The experiment of 3-hour schools will be extended in a big way. Regular schools of even shorter duration will be organised for children below the age of 17 to

impart education upto the level of class V. The timings for these schools will be fixed to suit the requirements of the children who are required to work for the family. Wherever possible the supervision over these programmes will be entrusted to a nearby secondary school. The minimum prescribed hours of work will be given to every teacher. Every additional work on a long term basis will be separately ~~enumerated~~^{remunere}ted.

(d) In-service education of teachers: The existing programme of refreshers training will be expanded. The main objective of this programme will be training of teachers to minimise wastage. Necessary modifications in this programme will be made on the basis of the recommendations of the committee which has already been appointed by the Department. Effective vacation training programmes will be organised for headmasters of large primary schools. The main criteria of evaluation of the work of teachers and headmasters in primary schools will be incidence of wastage in their schools.

(e) Single Teacher Schools: The number of single teacher schools will be reduced as a policy. It is possible that this will further reduce the pupil-teacher ratio for some time but in the long run this will make substantial impact on reduction of wastage and ~~general~~ standards

in primary schools. Every village with a population of more than 500 will be provided with at least two teachers in the primary school by 1975-76. This would reduce the percentage of single teacher schools from 52.8 to percent. The teachers working in single teacher schools will be provided with literature and short-term training to effectively handle 5 classes. On experimental basis all single teacher schools in one Panchayat Samiti will be converted into two shift schools; 2 hours for classes 1 and 2 and 3 hours for classes 3-5. Depending on the success of this experiment the Department will consider extension of this scheme to other areas.

- (f) Curriculum and evaluation: A committee has already been appointed to revise the curriculum. The curriculum in classes 1-2 will emphasize Hindi and Mathematics with numerous joyful creative activities. Study of environment in the form of social studies and general science will be added from class 3. The new rules of evaluation will do away with examination between classes I and II. Evaluation in other classes will also be made flexible and related to the period during which the pupil attended school. Effort will be made to minimise stagnation even after class II. Training in new techniques of evaluation will form part not

only of pre-service but also of inservice training programmes.

(g) Supervision: The academic supervision of teachers in schools transferred to Panchayat Samitis has deteriorated. Representatives of Local Bodies (Panch, Sarpanch, Pradhan etc.) have taken upon themselves to provide some supervision which is of questionable value. All supervisory agencies will have to considerably exert themselves to ensure that teachers discharge this special responsibility. Attempt will be made to create a system by which the effort made by teachers in reducing wastage and its results could be evaluated and watched. All supervisory personnel will be given a suitable orientation course to improve their effectiveness.

(h) Publicity: The State Institute of Education will have to bring out publications on the subject. It will also have to feed the supervisory agencies and the teachers with material regarding measures necessary for minimising wastage. The publications of the Department should also give due place to this problem.

3. General and Professional education of teachers:

The Government feels that during the period to which this Paper pertains it would not be possible to extend the duration of pre-service training for teachers of primary schools to 2 years. The deficiencies in this regard will be partly made good by fuller and more

efficient utilisation of one year and insistence on higher secondary school certificate as the minimum condition for admission to a teacher training school and by organising refresher training courses. These courses will aim at bringing every teacher back to a training institution every 5 years. The ability of teachers would be further improved by preparation of good teachers' handbooks, departmental publications and, if possible content oriented correspondence courses. Two year training course will be organised only for non-matriculantes on full salary.

Discriminating selection for appointment to the post of teachers is of immense importance, particularly at the primary stage. The procedure of selection for the teacher training schools will, therefore, be reformed. At this stage what is important is not so much the intellectual and academic attainment of the teacher as his personality, character and love for children. Apart from giving preference to candidates possessing higher secondary school certificate the following considerations should govern admission to teacher training institutions:-

- i) The qualifications of teachers could be divided into 2 broad categories: one, those which can be expected to attain in school and college, and two, those which are expected to develop during the training. Before admission it should be ensured that the candidate possesses the qualifications defined in one.
- ii) Cumulative record of students kept in secondary and higher secondary schools can

be an important tool to judge the work and behaviour of the candidate. This record can be further refined and developed to serve as standard tool for judging the candidates.

iii) Personal interview has always been recognised as an important means of judging the person. The interview can be accompanied by aptitude test which may be developed with the assistance of the State Bureau of Educational & Vocational Guidance. The interview should be of a duration of at least 10 minutes and should not be treated as a mere formality.

iv) The period of training can serve as a useful time for judging the character and aptitudes of the candidate. If during this period the head of the institution feels confident that the trainee does not have the aptitude or the character to be appointed as a teacher he should be removed from the training institution.

The past experience in regard to the output of teachers has shown that the number of teacher training institutions in Rajasthan, assuming that the duration of training will continue to be one year, are much more than required. By closing down some teacher training schools and by converting others for in-service education programmes, the output of trained personnel will be linked with teacher requirement. The Government will continue to give importance to the need for improvement of quality of the teacher training institutions. The State Board of Teacher Education will be entrusted with the responsibility of advice ^{to} the

Government in regard to conduct of teacher training certificate examination, ^{and} all important matters relating to teacher education.

The present system of organising condensed courses for preparing lady teachers will be discontinued. In its place a public examination will be introduced which would be equivalent to present X class examination without insistence on English, Sanskrit and Craft. Facilities for part-time education for this course will be provided to adult ladies in the institutions conducting condensed courses at present and in several other schools. The Women will also be permitted to take this examination as private candidates. Only those women who qualify in this examination will be eligible for appointment as teachers.

Shorter training programmes to impart skills in the new techniques of evaluation and to run single teacher schools etc. will be organised through teachers training schools and the State Education Evaluation Unit. Teacher training schools will be involved in extension work to a much larger extent. By 1975-76 every teacher training school (pre-service as well as in-service) will have an Extension Services Department with a responsibility over at least 50 primary schools.

4. Control and supervision: The Government does not intend to withdraw the control over administration of primary education from Panchayat Samitis. The main argument against continuance of control over primary schools in rural areas with Panchayat Samitis is that the teachers are occasionally subjected to harrasement and that they are not contented. Although the Government

does not wish to minimise this consideration it feels that many other important considerations weigh in favour of continuance of control over these schools with the Panchayat Samitis. The Government further believes that by adequate academic supervision it should be possible to avoid deterioration of the quality of supervision over the schools under the control of Panchayat Samitis. The conditions of service, including opportunities for general and professional training and promotion, have been made uniform for the Government and Panchayat Samiti teachers. Their remaining grievances will be examined by the Committee to be appointed by the Government. This committee will also advise the Government regarding the measures that may be taken to minimise dis-satisfaction among teachers serving in Panchayat Samitis.

The Government is concerned about the condition of primary schools under the control of municipal bodies. Most of these bodies are reluctant to continue sharing of this responsibility. They have not earmarked any revenues for improvement of education and have hardly any organisation for academic supervision. The teachers working in these schools have almost no openings for promotion. The Government would, therefore, be willing to take over the primary schools being administered at present by the Municipalities if the municipalities concerned request the Government to do so. On the other hand, municipalities which express willingness to take over administration of primary schools will be encouraged to do so provided that they will be required to levy a compulsory charge for improvement of primary

education. Grants will be paid to them on the same basis as is paid to special institutions, viz. 90% of the total approved expenditure.

The Department of Education will strengthen its supervision over the schools of Panchayat Samitis. Firm action shall be taken against Education Extension Officers who do not discharge their functions properly. Supervision over the E.E.Os. will be ^athe major responsibility of the District Inspectors of Schools. A person appointed as EEO will be required to undergo a training of at least 6 weeks' duration at the State Institute of Education. School Complex on the lines recommended by the Education Commission have been formed in 1967-68. The performance of these complexes will be evaluated. If their achievements justify it, this technique of supervision will be extended.

5. Finance: The Government will continue to bear its share on the existing pattern vis-a-vis the Panchayat Samitis. It shall be legally obligatory for every Panchayat Samiti to levy education cess with effect from the year 1968-69. Education cess will be levied as a charge on land holdings. The minimum levy will exclude persons who do not possess economic holdings. The use of education cess will be confined to educational programmes to be decided by the Panchayat Samiti concerned. Similarly municipalities desirous of administering primary education in their jurisdiction will be obliged to levy compulsory education ~~rate~~ ^{rate} either as a part of propriety tax or in such ~~a~~ manner as may be decided by the Government. The collections from this rate will also have to be earmarked exclusively

for educational programmes.

Higher Primary Education.

Higher Primary Education is the nomenclature for classes VI to VIII. In conformity with the existing pattern these classes shall not run independently but as a part either of a primary school (to be called a higher primary school) or that of a secondary or higher secondary school.

1. Expansion: The number of scholars in the higher primary stage (11-14 age group) is 3.99 lakhs (boys 3.33 lakhs girls 0.66 lakhs), representing 22.3 percent of the total children in this age group. The rate of transfer from primary to the middle schools being over 90%, the increase in the number of scholars at this stage is dependent mainly on reduction of wastage at the primary level and on increase in the number of higher primary schools. The total number of higher primary schools in 1967-68 is 1824 (boys 1572 girls 252). The ratio between primary and higher primary schools is 1:10, as against 1:5 for the whole country. As 8-year schooling has been held desirable by the educationists and the need for it enshrined in the Constitution, the adverse ratio between the primary and higher primary schools needs to be corrected. This will also have an effect on pupil-teacher ratio and the cost of education at the secondary stage. During the period 1968-69 and 1975-76, 900 primary schools will be upgraded to higher primary level improving the ratio between primary and higher primary to 1:7.

2. Strategy of improvement: For several years to come most children in this State will discontinue their

education after the higher primary level. Any intensive programme of improvement of standards at primary level defeats itself owing to the large numbers involved. The quality of higher primary schools in Rajasthan can compare well with the advanced States in the country. Standards at secondary and, therefore, higher stages depend to a considerable extent on the achievement of pupils at the time they seek admission. All these reasons point towards the necessity to concentrate on the middle schools for a State-wide programme of school improvement. The strategy of improvement at the higher primary level, therefore, deserves a more detailed spelling out:-

- (i) Teacher Education: Pre-service training for the middle school teachers will have to be the same as that for the primary school teachers. An important departure, however, will be made by converting one of the training schools into a pre-service training school for general science teachers. As the teachers possessing science qualifications are likely to be posted in middle schools and as the need for special training for teachers of General Science and Mathematics is self-manifest. A programme will be organised to include most of the ingredients of the formal certificate training course plus specialisation in general science and mathematics teaching. Recognising that it is not only possible but also desirable to have subject teachers in the higher primary schools large scale content oriented in-service

training programmes will be organised for such teachers. Special programmes will also be organised for heads of middle schools. At the higher primary level it is also possible to organise follow up of these training programmes. Schemes of follow up will be prepared by the institutions entrusted with the responsibility of organising in-service programmes and will be implemented.

(ii) Posting of teachers with higher qualifications:

One post of trained graduate teacher has already been provided in every middle school. Within the next 8 years all higher primary schools with an enrollment of more than 300 will be provided with one more trained graduate teacher. The Government has encouraged teachers to do graduation. It should, therefore, be possible to appoint ^{in addition} one teacher in grade III with graduate qualifications in every middle school.

(iii) Improvement of physical plant: Although it is not likely that the Government will be able to construct buildings during the next 8 years, it should be possible to provide contribution at 25% and 50%, depending on the local conditions. Community involvement on the lines suggested elsewhere in this Chapter should help improvement of the physical plant. Every middle school should have a proper selection of library books,

a small laboratory and necessary teaching aids. Minimum list of such aids will be drawn up with the assistance of the State Institute of Education. Emphasis will be laid on improvisation of teaching aids and laboratory equipment and on visits to the environment for a realistic understanding of social studies and general science.

(iv) Supervision and control: Administration of higher primary schools will continue to be done through Education Department. The quality of supervision will be improved. A mention has already been made of School Complexes. It is expected that they will serve as important means of improving supervision. The district inspectorial staff will take the assistance of post-graduate teachers of secondary schools for a thorough academic supervision once a year. The existing requirement of two inspections a year will be dropped.

3. Curriculum and Evaluation: The Government endorses the recommendations of the Education Commission in regard to curriculum and evaluation at the higher primary stage. As a result, study of compulsory third language will be abandoned. Arrangements for study of a third language, Sanskrit or a Modern Indian language, will be made on optional basis in 1/10th of the higher primary schools. An effective programme of work experience and social service will be launched.

Evaluation in higher primary schools which form

part of school complex will be the responsibility of the School Complex. In other schools the District Inspector of Schools will have to get standardized and refined question papers set. Evaluation of the answer books will be done by the teachers of the schools themselves and not by any external agencies. It would be open to the district officers to make a test check of the evaluation done by the school teachers to ensure inter-school comparability with regard to levels of performance. The system of examination will aim at making them less formal, reducing burden on the minds of the pupils and increasing its validity as a measure of educational attainment.

4. Text Books: The Board of Nationalised Textbooks will continue to prepare textbooks for all classes from class I to VIII. As soon as the Board is capable of doing so, it will be entrusted with the task of preparing inexpensive standard teaching aids for primary and higher primary schools. The Board will be re-organised and strengthened to make it competent to discharge the responsibility entrusted to it.

CHAPTER V.

SECONDARY EDUCATION.

1. Expansion: Expansion of secondary education in the State has been uneven. The number of secondary schools per lakh of population in some districts compare well with the all India average. On the other hand some districts have as few as one or two secondary schools for every lakh of population. During the period to which this Paper pertains attempt will be made to provide at least one school for every 25000 of population in every district. In the past upgradations of schools have tended to get concentrated in areas where local people were in a position to make adequate contribution. Hereafter upgradation will be governed not by the considerations of the capacity of the local people to raise resources but by local needs. In establishing new secondary schools compromise shall have to ^{be} struck between the desire of average parent to have a secondary school as close to his home as possible and the economic necessity to ensure that there is a minimum enrolment to maintain efficiency. Appropriate conditions in respect of the physical plant, enrolment etc. will be prescribed for starting a secondary school. These conditions will be strictly adhered to.

Upgradation of secondary to higher secondary level will be considered after strictest scrutiny and such upgradation will be permitted only in the following circumstances:

- (a) In large municipal towns with a view to absorbing pupils owing to closer of PUC

classes in the institutions of higher education.

- (b) In towns with a population of more than 10000 provided that there is no other higher secondary school within a radius of 8 miles.
- (c) It shall be ensured that the minimum conditions are fulfilled before upgradation is ordered.

2. Structure: The Government agrees with the Education Commission regarding the advisability of making school education of 12 years duration. In view of the financial stringency, however, the Government do not hope to be able to introduce 12th class till 1975-76. The Government feels that the Government of India should grant special assistance in this field. Meanwhile the plan for the next ~~7~~ seven years has to confine itself to the limitations imposed by financial considerations. The Government, therefore, do not propose to start class 12th during this period.

The Government is of the opinion that the pre-University classes should be discontinued in the institutions of higher education and should form part of the schools. At the present reckoning, however, it seems difficult for the existing schools to accommodate all the students desirous of seeking admission to class XI in the higher secondary schools. The discontinuance of PUC classes in the Institutes of higher education will have to be postponed to 1970-71.

3. Curriculum: The Government accepts the recommendations of the Education Commission to have a uniform curriculum from classes I to X. In the new curriculum the study of Hindi, Science and Mathematics will be strengthened. The 11th year will be treated as preparation for higher education in which only the electives chosen by the pupils and languages will be taught. The Government is committed to the implementation of the 3-language formula. All pupils pursuing secondary education will, therefore, be compulsorily taught Hindi, English and a third language. The third language will be a modern Indian language as soon as facilities for instruction in it can be made. Till then Sanskrit or Urdu will be permitted to be taught as the third language. All the three languages will be taught from classes IX to XI. Higher level of curriculum will be prescribed for pupils who have learnt a third language on optional basis during the higher primary stage.

The Government gives ~~the~~ great importance to work experience, although for a few years to come it will be an extra-curricular programme. Programmes for inculcating moral and national consciousness will also be organised for all children. Social service will also be an extra-curricular school activity. These programmes have been spelt out in some detail elsewhere.

4. Evaluation: Reform in the techniques of external and internal examinations in the secondary schools has been initiated by the Board of Secondary Education. The Government feels that the progress made so far should be evaluated and necessary measures

taken to pursue the measures already taken in the light of the proposed evaluation. The training of all persons connected with the conduct of examinations needs to be strengthened. The high rate of failures in secondary school examinations has been a cause of grave concern. A School Leaving Certificate will be introduced after completion of class X in which it would not be obligatory for the pupils to pass in English and the third language. Pupils desirous of obtaining a regular secondary school certificate or those wishing to pursue studies for higher secondary or higher level will be required to pass in all subjects including English and the third language. It would be possible to take examination in English and the third language subsequently to qualify for higher secondary and higher education. The Government will re-examine the qualification requirement in respect of posts for which the minimum academic requirement is matriculation. It might be relevant to mention here that minimum academic qualifications for teachers of primary schools will be higher secondary. Regular Secondary Examination Certificate (with English and the third language) will be considered sufficient in areas where candidates with higher secondary qualifications are not available. For lady teachers, however, the minimum qualification will be School Leaving Certificate.

Other measures will also be taken to combat stagnation in secondary schools. It is hoped that introduction of the new system of evaluation at the end of the higher primary level will contribute towards reduction of failures at the secondary stage. Part-time

coaching will be organised for the talented and the backward pupils. Other measures like improvement in the techniques of teaching, improved supervision, increase in the number of teaching hours etc. will also be effective towards reduction of stagnation.

5. Qualitative Improvement: State-wide programme of qualitative improvement of secondary education will be launched. The basis of this programme will be preparation of institutional plans in every school for improvement of its level within a given period. At present ^{72.95} .10% Government (out of .6) and .4% private schools (out of .67...) only are permanently recognised by the Board of Secondary Education. The Board will be requested to reexamine the minimum conditions for permanent recognition. A planned effort will be made to ensure that all institutions upgraded to secondary or higher secondary level by the end of 3rd Five Year Plan are permanently recognised by the Board by 1975-76.

In the improvement of physical plant, the Government will give highest priority to construction of laboratory buildings and to the provision of required equipment for science teaching. Effort will be made to reduce the cost of equipment required for teaching of compulsory science. Science teachers will be specially trained to improvise inexpensive apparatus. Available workshops in schools will be improved and used for producing inexpensive laboratory equipment for the neighbouring institutions. Teaching of science will be made laboratory and environment centered. The programme of preparation of post-graduate science teachers and of general science teachers will be expanded with the help

of the Regional College of Education and the Universities. Necessary measures will be taken to ensure that at least all secondary schools have qualified science teachers in adequate number before July 1971.

The Government considers that graduation should be minimum qualification for teaching in secondary schools. Although the higher primary classes in most higher primary schools may have to be taught by non-graduates for some years to come, rigid division of teachers between those meant for 6-8 classes and those meant for 9-11 classes is inadvisable. An attempt will, therefore, be made to gradually replace all existing posts in grade III by grade II in all secondary schools by 1975-76. Till that is possible, effort would be made to post graduate teachers working in grade III in secondary schools.

6. Teacher Education: A dynamic programme of teacher education is a pre-condition of any programme of school improvement. Heads of secondary schools will continue to be encouraged to pursue post-graduate study in Education. The beginning made in the organisation of short-term refresher courses for heads of institutions will be continued with the aim of bringing every headmaster to a 6-week institutional course every 5 years. Effective beginning has also been made for the training of teachers of Science, English and Geography. These programmes will be continued. Short-term courses for teachers of other subjects will also be organised either in the evenings or during vacations. As far as possible training programmes in the middle of the

session will be avoided. Where it is not possible to avoid it replacement of teachers should be provided.

The Government endorses the proposal to set up a School of Education in the University of Rajasthan. In the beginning this school should engage itself with the training of teacher educators, educational administrators, extension workers and of heads of institutions. The School should conduct study of education as a discipline and should also organise research in the vital aspects of education.

The Government will evaluate the immediate and long term need for teacher training facilities. After considering the requirement, preference will be given to consolidation of existing Teachers Training Colleges. New Colleges may be opened either by the Government or by private agencies in areas which do not have such institutions. The Universities will be requested not to grant recognition to Teachers Training Colleges unless recommended from the point of view of need by the Department. All the existing Teachers Training Colleges working on satisfactory lines will be provided with Extension Services Departments financed by the Government.

In consultation with the Universities the admissions to Teachers Training Colleges will be regulated in a manner similar to the Teachers Training Schools. To begin with the students seeking admission will be required to produce a certificate of good character and conduct from the heads of institutions in which they received higher education. The existing B.Ed. course will be reorganised to make it content

oriented and more realistic.

7. Guidance: In the field of educational and vocational guidance the Department will be required to lay down firm priorities. The present vocational information service is job-centred and does not recognise the desirability of the school leavers returning to their parental vocation. In future, the need for adherence to the parental vocation for the vast majority of the students will be the main plank of vocational guidance. As soon as a uniform curriculum is introduced upto class X, the need for science selection tests will disappear. However, it should be possible to provide effective educational guidance to children desirous of pursuing higher studies.

8. Supervision and Administration: Secondary education will continue to be administered through the Department of Education. The supervision of secondary schools will be based on expertise. Every school will be inspected with the assistance of subject specialists, primarily in the fields of languages, science and mathematics and physical education. The evaluative criteria will be standardised and made known to the heads of the institutions concerned and their colleagues. As soon as such techniques of supervision can be introduced the frequency of formal inspections may be reduced. The supervision over the school by the Headmaster will receive priority and suitable measures to strengthen the position of the Headmaster in the school shall be taken. Teachers and Headmasters showing special aptitude for experimentation and giving proof of high quality of work will be encouraged. Other measures proposed to improve supervision and administration of schools have been discussed later in this Paper.

CHAPTER VI.

ADULT EDUCATION.

The growth of literacy in Rajasthan has been rapid, although it is still far from satisfactory. Beginning with 8.95 percent of literacy in 1951 the position at the end of 1966-67 is estimated at about 24% , as against the national average of 28.6 percent (for the year 1965-66). The main reasons for slow rate of progress in this crucial sector are paucity of funds and abolition of the social education staff at the district and panchayat samiti levels. In the present context of financial stringency, the Government do not consider it practicable to recreate Social Education staff at the panchayat samiti level. However, every important district will be given a District Social Education Officer to assist the Inspector of Schools.

I. Adult Literacy: The Government fully realises the need for quickening the pace of the adult literacy programme. Its need is particularly urgent in the present context, viz. in view of its impact on agricultural production, family planning, increasing enrolment at primary level, greater community response to improve the school education etc. Success of adult literacy programmes depends as much on the availability of funds as on dynamic leadership from educational authority and the local bodies. The past experience shows that under effective leadership this programme can be successfully conducted in selected areas. During the next 7 years, therefore, the Government will endeavour to identify the areas most likely to respond to the call for mass

literacy campaign and to concentrate its resources, both financial and human in such areas. The primary responsibility for imparting instruction in the literacy programme will have to continue to be shouldered by teachers. Looking to the financial resources the Government do not think it possible that any payment for the first stage of literacy can be made to teachers. Much greater emphasis shall have to be laid on continuation of the literacy programme.

The Department of Education will set up an organisation to prepare primers and textbooks for literacy programme. A planned and effective programme for preparation of books and charts will also be taken up. A Wall Paper will be published as soon as possible. The entire programme for production of literature in connection with the literacy movement will emphasise the importance of agricultural production and population control.

A State Level Advisory Committee to coordinate the programme of adult education will be set up under the Chairmanship of the Chief Minister. Apart from the Education Minister and Officers of the Education Department it will comprise a few non-officials, the Chief Secretary, the Finance Secretary, Heads of Departments of Community Development, Family Planning, Agriculture, Public Relations etc. This Advisory Committee will act as the highest decision making authority in respect of adult education programmes and will also coordinate inter-departmental activities.

II. General Education of Adults: The Government considers it necessary to emphasize not only adult literacy but also the need for general and vocational education of the adults. In this field the programmes will include the following:

- (i) The State Adult Education Association will be involved in the adult education programme. It will also be given suitable grants in accordance with the rules. Creation of district adult education associations will be encouraged and they will also be financially supported in accordance with the Grant-in-Aid Rules subject to availability of funds.
- (ii) Other voluntary organisations willing to participate in the adult education work will be given all possible support. A decision has already been taken by the Government to allow use of all school buildings and teachers on part-time basis for adult education work through voluntary organisations. Voluntary organisations raising their own resources will be permitted to depart from the pattern of expenditure laid down by the Department for adult education work including adult literacy. The Government will come forward to give grants to such voluntary agencies at the rates approved for programmes taken up through the Department or Panchayat Samitis.
- (iii) Educational institutions, technical as well as general, will be encouraged to

organise part-time education of adults during the spare time. Teachers coming forward to do adult education work on continuing basis will be remunerated. Educational institutions will be particularly encouraged to organise following programmes:

- (a) Vocational and technical.
- (b) Domestic crafts, home science and child care.
- (c) Family planning, health and hygiene.
- (d) Democratic and moral values.
- (e) Art, Music and Dancing.
- (f) Organisation of library and reading room facilities.

(iv) In organising programmes of education of adults the Government will pay special attention to the unskilled labour groups. A vigorous programme of part-time education will be organised for them. Arrangements will be made for their general education upto the higher primary level followed by a variety of technical and vocational courses based on local man-power requirements. Those desirous of continuing their vocations will be given training in their own vocations to make them more productive and to make their vocation more remunerative. The Government feels that if efficiently organised, this programme can go a long way towards relieving a large group of depressed

section of the conditions of squalor and misery. This programme may also make an impact on urban productivity.

- (v) Fuller use will be made of the Department of Adult Education set up in the University of Rajasthan. The University will be advised to organise variety of courses for training of field workers in the spheres of education, family planning, business management etc. This Department will also be assigned specific research projects and the task of training of personnel for expert evaluation of programmes of adult education.

CHAPTER VII.

PLANNING, ADMINISTRATION, SUPERVISION & FINANCE.

I. Educational Planning: In the past years educational planning has hardly been different from planning of other sectors of development. It has over-emphasized achievement of numerical targets and educational programmes have been identified with financial statement of Plan Schemes.

There is an immediate need to advance from this narrow view of educational planning. The instant Paper is an attempt at preparation of a broad educational plan for the next 7 years. This plan will be revised and improved over the years. In future the annual plans of education will not be confined to prescription of targets and to a statement of scheme-wise expenditure but will reflect the long term educational plan.

At the helm of the State educational planning organisation will be the State Council of Education (Rajya Shiksha Parishad) which will replace the State Advisory Board of Education and the State Council for Women's Education. The Council will consist of the following:

1. Chief Minister or the Education Minister - Chairman.
2. Chief Secretary.
3. Education Secretary.
4. Development Commissioner.
5. Financial Commissioner.
6. Director of Education.
7. Additional Director of Education.
8. Director of Technical Education.

9. Chairman, Board of Secondary Education.
10. One Member of Parliament from Rajasthan.
11. Two M.L.As.
12. Five non-official educationists
(three of whom will be from Rajasthan).
13. One Vice-Chancellor (for 2 years by rotation).
14. Two Headmasters/Headmistresses.

The functions of the Council will be:

- (a) To advise the Government in regard to all matters relating to educational policy in general and regarding curriculum, textbooks and evaluation in particular.
- (b) To co-ordinate between the different stages of education and among different agencies responsible for education.
- (c) To act as the Working Group for Five Year Plans and to offer comments on the annual plan every year.
- (d) To lay down guide lines for definition and measurement of educational standards at State level.
- (e) To create an opinion for community participation in educational programmes.

A suitable planning cell will be set up in the Department of Education in the Secretariat. This cell will act as the Secretariat to the State Council of Education. The Planning Cell in the Education Department of the Secretariat will, in addition to acting as the Secretariat to the Council, assist the Government in preparation and implementation of educational plans. The need to strengthen the Planning

^{cell}
Section of the State Government is of urgent nature. The existing planning section in the Directorate of Primary & Secondary Education as well as such cells in the other Directorates will be suitably strengthened.

The Department of Education will prepare district-wise educational statistics. On the basis of these statistics immediate and long term district educational plans will be drawn up before the end of 1968-69. These plans again, will not be target or expenditure oriented but rather will state the educational programmes to be taken up. These programmes will be drawn up in detail by involving teachers and heads of institutions capable of contributing to it. The district plans will be given due publicity with a view to inviting constructive criticism of the teaching community as well as their participation in its implementation.

The need for preparation of institutional plans of school improvement has been stated elsewhere. The desirability and technique of preparation of such plans will be an important item for all programmes of inservice education of heads of higher primary and secondary schools. These plans will not confine themselves to a phased programme for fulfilment of the physical needs of the institution but will also include, and emphasize, the measures which can be taken without much additional expenditure. Greatest emphasis will be laid on preparation of achievable plans. The chief criteria of evaluation of the school and its staff will be the extent of implementation of the school plan.

As has been stated earlier that educational planning during the next few years will concentrate on defining and catering to the priority areas. The priority areas will include acceleration of educational development in the border region, tribal areas and of girls education. In addition educational planning will endeavour towards the aim of creating conditions for equality of educational opportunity. Without minimising the financial needs for an efficient educational service, the educational planning will concentrate on intensive utilisation of time, human and material resources. The measures already taken to increase the number of teaching days will be vigorously enforced. Institutional plants will be used in two shifts wherever necessary and during evenings wherever possible. Rationalisation of posts in Government as well as voluntary institutions will be undertaken. Wherever practicable, and without detriment to standards, the Government will be willing to offer part-time work to teachers to avoid expenditure on full time employment. Community participation in educational planning will be emphasized.

At present there is no defined and declared policy of the Government in regard to the role of the local community in respect of upgradation of schools or for introduction of new subjects. The Government will immediately apply itself to the task of doing so. Broadly speaking, the local contribution will be determined by the capacity of the local people. For this purpose division may be made as follows:-

- 1) Large urban areas where it is not practicable to lay down conditions of any kind.

- ii) Economically prosperous areas where in addition to fulfilment of requirements of buildings and equipment insistence will be laid on depositing 100% of the recurring expenditure for the first three years.
- iii) Economically well off areas where emphasis will be laid only on fulfilling the building and equipment requirements.
- iv) Marginal areas where the expectation from the local community will be restricted to fulfilling the building requirement.
- v) Economically depressed areas where no condition will be imposed.

During the next few years attempt will also be made to equalise educational opportunity among the various regions of the State. With this objective in view the Government will desist from opening of new institutions, upgradation of schools and introduction of new subjects only because the local people volunteer to make financial contribution in areas where these are already available in a disproportionately high number.

The Government feels that it might be difficult to take up any large scale building programme for educational institutions during the next few years. The Government are, however, confident that the financial situation will not remain as unhappy as it is at present. It is, therefore, a matter of urgent priority to reserve all open spaces in urban areas for future educational needs. Reservation of open space is also of immense importance from the point of view of setting up

centres of recreation and physical education for children and youth. The Government, therefore, proposes to introduce legislation for acquisition/reservation of open spaces for educational or recreational purposes.

The Government accepts the recommendation of the Education Commission to have an Education Act for this State. The proposed Education Act will incorporate the various Acts relating to Education, after due modifications wherever necessary, and will give statutory basis to Education. The Act will be comprehensive and will, inter alia, state the policy of the Government towards voluntary educational institutions whether receiving grant or not.

II. Educational Administration: Educational Administration is of pivotal importance in a State where education is predominantly a Government managed service. The following aspects of this subject deserve special emphasis:

1. Organisation: The expenditure on educational administration in Rajasthan vis-a-vis some other States is given in Appendix D... The Education Commission has proposed an expenditure of 5% on educational administration. The national average takes into consideration the States which provide educational service mainly through voluntary agencies. Therefore, the expenditure in Rajasthan should, if anything, be higher, within the limitations imposed by resources the Government proposes to substantially strengthen educational administration. The number of educational districts will continue to be 21. Wherever

the work-load justifies sub-district, units under the charge of a Senior Deputy Inspector of Schools will be created to improve supervision and inspection. Administrative control over all teaching staff upto the trained graduate level will be entrusted to the district level officers. The role of range Deputy Directors will be limited to supervision over the district administrative agency and appointment and promotion to trained graduate grade. As soon as selections are made to this grade persons will be allotted to the districts and inter-district transfers during the middle of the session will be forbidden. The staff at district levels will be strengthened in keeping with the workload for which norms will be prescribed.

The Directorate of Primary & Secondary Education will be strengthened by providing separate expert agencies for different programmes like pre-primary education, teacher education, work experience and social service etc. Other staff in the Directorate will also be strengthened on the basis of workload. Administrative procedures will be streamlined with the objective to delegate larger powers to the various officers of the Education Department, particularly the district officers and the heads of secondary schools..

2. Teacher Status: The Government is fully aware that a contented and professionally conscious community of teachers is the pre-condition of educational advancement. Initiative in educational planning must therefore pass from

those in administrative positions to the teacher in class-room. The Government is conscious of the fact that the status of the teacher is dependent on several factors, many of which are beyond the control of the Government, and that a mere administrative fiat cannot promote self respect and professional competence. The Government can, however, take some deliberate measures in this direction by

- (a) assuring reasonable remuneration;
- (b) creating satisfactory conditions of work;
- (c) recognising and encouraging professional organisations;
- (d) respecting independence and dissent; and
- (e) providing opportunities for academic and professional growth.

The Government have already appointed a Pay Commission to go into the question of pay scales for the different categories of its employees. Keeping in view the recommendations of the Education Commission, those of the State Pay Commission and the limitations imposed by resources the Government will strive to provide to the teachers suitable remuneration.

Creation of satisfactory conditions of work for teachers is the primary responsibility of educational administration. It has been mentioned elsewhere that the Government will appoint a Committee to examine the difficulties of teachers working under the control of Panchayat Samitis. The Government proposes to

take effective measures to minimise the grievances of all teachers. The system of postings and transfers will be reorganised with a view to developing institutional loyalty among teachers. It is also necessary to devise a system in which it would be possible to recognise the work of teachers doing very good work and to discourage those not working satisfactorily. Joint staff councils on the lines recommended by the Education Commission will be set up at the district as well as the State level. Proper reception arrangements will be made for teachers visiting offices of Education Department and it will be ensured that their difficulties receive immediate attention.

Professional organisations have to play an important role in raising the status of teachers. Government will, therefore, continue to encourage formation of such organisations. The Government feels convinced that the interest of education in general and of teachers in particular will be best served if the teachers are united and work in harmony. In addition to the organisation of general teachers, a beginning has been made in formation of associations of Headmasters and subject teachers. All these associations have to vitally contribute not only in the field of safeguarding the service interests of teachers but also in the field of educational planning and administration.

Professional organisations deserve to be

involved to a much greater extent in formulation of educational policy as well as in administration. The Government will provide administrative as well as financial assistance to these organisations to enable them to properly discharge their obligations.

The need for encouraging elasticity and for creating conditions for dynamism has been mentioned in Chapter III. Few things have done greater damage to education than excessive conformity. The educational administration shall have to create conditions in which independence and dissent are not only permitted but are respected.

A much larger variety of opportunities for academic and professional growth need to be provided. The existing opportunities are confined to passing of examinations, general or professional and to some inservice programmes organised by the Government and the Board of Secondary Education etc. Among the measures needed to enlarge the definition and scope of academic and professional growth are:

- Publications.
- Freedom to buy books for their own growth.
- Educational tours.
- Seminar and paper readings.
- Greater contact among teachers of different stages of education.

The number of such items can be multiplied. What is necessary is to create an atmosphere where academic and professional growth of this kind is encouraged. Educational administration as well as the professional organisations have an important part to play in this field.

3. Voluntary agencies and grant-in-aid:

The Government accepts the need to encourage voluntary agencies in the field of education. It recognises that voluntary agencies in the State have made a great contribution to education. The policy of the Government towards voluntary agencies will be governed by the following considerations:

- i) Involvement of voluntary agencies in the State system of education.
- ii) Liberalisation of financial assistance, particularly in respect of teacher cost.
- iii) Special encouragement to institutions of highest standard.
- iv) Greater control over institutions indulging in mal-practices and those governed by communal considerations.
- v) Equality of educational opportunity.

With a view to involving educational institutions run by voluntary agencies in the State system of education it would be made obligatory for all institutions to secure registration in accordance with rules to be framed by the Government. It shall also be made obligatory for all institutions to obtain recognition from the competent authority.

The Grant-in-Aid Rules will be revised and will be given statutory basis.

Financial assistance being given to the voluntary agencies will be liberalised. It will be made obligatory for all institutions receiving grant from the Government to pay the employees at the rates laid down for the Government servants. The pattern of grant-in-aid will be made uniform on the basis of 100% grant on teacher cost and prescribed percentage of this amount on the non-teacher cost. The requirement of teachers will be calculated on the basis of prescribed norms. This will be done over a period of 3 years beginning with 1969-70 by raising the existing percentage of grant-in-aid by 10% each year and reducing the non-teacher cost by 10%.

Special institutions doing experimental work in education or setting very high standards will receive special treatment. The number of such institutions will not exceed 10% of each category of institutions. Their selection will be made by the Grant-in-Aid Committee. These institutions will be allowed grants at 100% of the teacher cost calculating their teacher requirement according to their needs. Special grants will also be allowed to these institutions for work of experimental nature.

The Government feels concerned regarding the prevailing malpractices in a section of private institutions. Henceforth, if the Department of Education is satisfied, either on

complaint by any person or otherwise, that any voluntary institution has been indulging in malpractices or is avoiding performance of any duty imposed upon it, the Department will be free to give such directions as may appear expedient to it. All such cases of interference in the working of voluntary agencies will be brought to the notice of the Grant-in-Aid Committee and the Government.

The Department will be able to nominate upto one-fourths of the total number of the managing committee. A nominee of the Department will also be entitled to be a member of the Staff Selection Committee of each institution. Wherever considered necessary it will be made obligatory for the

managements to make payments to their employees by cheques. In special cases it would be permissible for the countersigning authority to make direct payment to the employees. It shall be made a condition of grant-in-aid to alter the communal nomenclatures of educational institutions provided that an institution named after the religious leaders will not be deemed to bear a communal name. Any institution, found to arouse either directly or indirectly communal feelings will forfeit its claim to grant-in-aid. The employees of voluntary agencies will not be debarred from participating in active politics. However, on their election to the Parliament, State Legislative Assembly or a Municipal Body they will be required to resign or take leave from the institution.

All places in all institutions receiving grant, either recurring or non-recurring from the Government will be equally accessible to all pupils in the sense that the only criterion for admission will be the capacity of the pupil to profit by education provided by that institution and no pupil will be excluded from entering it by reason of the inability of the parents to pay fees. In the implementation of this resolve the the Government will lay down for the aided institutions the maximum chargeable fees based on the income of the parents of the pupils. Wherever considered necessary the Department will have the right to take suitable measures to ensure that the only consideration in admission to a particular aided institution is the capacity of the pupil to benefit from it.

III. Supervision: The supervision of the Headmaster over the school needs to be considerably strengthened. "The general principle should be to select the Headmasters carefully, to train them properly, to trust them fully and to vest them with necessary authority" (Report of the Education Commission, page 262). The existing mode of selection of Headmasters appears to be satisfactory. Programmes of continuing education of Headmasters, which have already been started will be further strengthened. The position of the Headmasters of Secondary and Higher Secondary Schools needs to be greatly strengthened. It is proposed to delegate to them the authority to inflict the punishment of censure.

to the teachers working in their schools, The existing delegation of administrative and financial powers is also inadequate and needs to be considerably enhanced. This is particularly so in the field of purchases, declaring articles inserviceable and their disposal, utilisation of boys funds etc.

The position of the Headmasters of Higher Primary Schools deserves even greater attention. The post of headmaster of these schools is so unattractive that the administrative officers often find it difficult to find suitable persons for this important responsibility. The allowance for all headmasters of higher primary schools will be made uniform and will be increased. Exceptions apart, it would also be made obligatory for all teachers to work as headmasters of middle schools for a prescribed period before they are considered for promotion to the post of headmaster of secondary school.

The supervision by the District Inspectors of Schools over the Headmasters also leaves a great deal to be desired. Inspections are often routine and general. It is necessary to provide special assistance to the District Inspectors of Schools to make the inspections worthwhile. Beginning with district science consultants, attempt will be made to provide every district Inspector of Schools with a subject specialist in teaching of English and Hindi. Subject specialists in Physical Education, Work Experience and Pre-primary education will be stationed at divisional headquarters. The technique of supervision will be made more comprehensive and objective. It will be the responsibility of the Deputy Directors to supervise

the work of the Inspectors of Schools, particularly the quality of their inspections of educational institutions.

Organisation of Schools Complexes has already been accepted by the Government as a useful technique to improve supervision and for sharing of resources. The Government generally agrees with the details worked out by the Department in its publication on this subject. Necessary modifications in the administrative and financial rules will be made to make this programme successful. The work of Complexes already set up will be evaluated.

IV. Educational Finance: It is not possible to accurately calculate the financial implications of all the proposals made in this Paper. An attempt has, however, been made to work out approximate estimates in Appendix ...~~4~~...

It would be observed that the gross educational expenditure will increase from the existing level of ~~2.5~~... crore to..... crore by 1975-76. Assuming that the annual rate of economic growth of Rajasthan after 1970 will be at a much higher level than the past average the assumption of 5% rate of growth can be well justified. The increase in the revenue expenditure of the State has been ~~11.5~~ percent during the last 10 years and the average expenditure on education has been ~~11.6~~ percent. Assuming that the expenditure will continue to rise at the past level and the expenditure on education will rise from the existing approximately 19% to about 22% by 1975-76, the additional expenditure proposed may not appear to be impracticable. The main difficulty will arise owing to increase in the rates of dearness allowance of Government servants coupled with rise in

prices. This Paper, however, has attempted to confine the financial implications to the bare minimum and it is felt that any reduction of expenditure on education will have grave consequences.

Although financial responsibility of the State Government in regard to Education cannot be over-emphasized it is necessary to examine the possibility of increase in investment on education from non-governmental resources. With this in view a few suggestions are made:

- 1) Education Cess: Although the Panchayati Raj institutions have been in existence for over 8 years, only..... Panchayat Samitis have imposed education cess. The annual receipts from this cess for all these Panchayat Samitis is approximately lacs. On the basis of past experience it can be said that the education cess is among the least offensive ^{or} ~~to~~ the levies and that even ^{an} ~~an~~ insubstantial revenue through the cess can make a vast difference to the educational programmes in the rural areas. An attempt has been made in Appendix.F.. to offer a few alternative schemes for the levy of education cess and its likely impact on the improvement of primary education in rural areas. The Education Cess will make it possible to restrict the responsibility of the Government in respect of primary schools in rural areas to its present level of commitment. This would make concentration on higher primary

and secondary stages possible. In the context of education cess it is also important to state that rules should be framed to ensure its timely utilisation and only for educational purposes.

ii) Community participation: The achievements of the Madras State through voluntary community participation deserve to be studied and emulated. School improvement committees were constituted in Rajasthan some years back. Their record varies from place to place but most of them are now defunct. An important development in this field is the informal constitution of District Education Improvement Committees in a few districts. This works under the Chairmanship of Collector with the District Inspector of Schools as its Secretary. It is a small committee with representation of public workers, local educationists and persons likely to be able to mobilise resources. The success of such committees will depend on several factors, including the leadership provided by the District Collector, the Inspector of Schools and involvement of selfless public workers. This is, however, a technique which deserves to be developed and gradually expanded. In areas where it is possible, it would be desirable to reconstitute school improvement committees. During the next few years the institutional requirements relating to higher primary and secondary schools will have to be met ^{mainly} by local voluntary effort. It is hoped that the requirements of the rural

~~primary schools will be met out of the education~~
cess.

iii) State Education Buildings Trust: The possibility of creating State Education Trust with the ultimate objective of investing Rs.1 crore will be explored. Philanthropists will be requested to deposit part of the funds put aside by them for educational purposes in this Trust. The deposits made in this Trust will not give any return in the form of interest to the depositor but he will be free to withdraw his money after expiry of 5 years. The funds of the Trust will be suitably invested and it is expected that a return of about 8% will be available for use in the school building programme.

iv) Other sources: It is desirable to carefully explore the possibilities of marshalling all other non-government sources for education. These would include:

(a) Municipal taxes - Either in the form of a surcharge on property for educational improvement or, if possible, a library charge as is done in Mysore State.

(b) Local Funds - There are instances where the school funds have some accumulations which can be used for school improvement. The Government will liberalise use of these funds.

(c) Licensed commodities charity fund - Substantial sums of money are available in many districts. A well defined policy

in this regard with greater delegation to the District Collectors will go a long way towards providing a part of the expenditure for school improvement. It has been observed that wherever the Government shares a part of the expenditure the local contribution is easier to come.

(d) Charity shows - Either as a part of the activity of the District Educational Improvement Committee or independent of it schools can organise charity shows to raise funds. Although the receipts may be small, they are useful to meet the immediate miscellaneous needs.

(e) Work Experience and Social Service -

Although in the initial stages it is unlikely that Work Experience Programme will yield any return to be used for school improvement. However, given adequate investment and incentives to teachers and pupils it is conceivable that the Work Experience programme will yield some funds for school improvement. Social service in the form of maintenance of the school plant and its improvement can also be of enormous educational value.

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