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PROCEEDINGS

OF

THE CONFERENCE OF EDUCATION SECRETARIES OF STATES AND UNION TERRITORIES

Held at New Delhi on March 18—20, 1968

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PROCEEDINGS OF THE CONFERENCE OF EDUCATION SECRETARIES OF STATES AND UNION TERRITORIES

I INTRODUCTION

A conference of the Education Secretaries of States and Union Territories was held in the Conference Hall of the Indian Institute of Public Administration, New Delhi, on March 18—20, 1968, under the chairmanship of Shri P. N. Kirpal, Education Secretary, to discuss the approach to the formulation of the new Fourth Five Year Plan, which is to commence from 1969-70.

Dr. D. R. Gadgil, Deputy Chairman of the Planning Commission inaugurated the Conference and also participated in the discussions on the second day. Dr. Triguna Sen, Union Education Minister and Professor Sher Singh, Minister of State, were kind enough to spend an hour with the delegates on the second day of the Conference, when Dr. Sen gave valuable lead to the discussions. Dr. Nag Chaudhuri, Member (Education), Planning Commission, addressed the Conference on the first day and also took part in the discussions on the second. During the last session of the Conference when issues relating to higher education were discussed. Dr. D. S. Kothari, Chairman of the University Grants Commission, elucidated several points raised by the delegates and gave concrete suggestions.

The agenda of the Conference has been reproduced in Appendix 'A'. The list of persons who attended the Conference is given in Appendix 'B'. Addresses given by Shri Prem Kirpal, Dr. D. R. Gadgil, Dr. Nag Chaudhuri and Dr. Triguna Sen have been reproduced in Appendices 'C', 'D', 'E' and 'F' respectively.

II SUMMARY OF DISCUSSIONS

Approach to the New Fourth Five Year Plan—The Conference took up for consideration the main item on the agenda, namely, the approach to the new Fourth Five Year Plan and the major programmes to be included in it.*

Introducing the subject, Shri P. N. Kirpal observed that the Centre as well as the States were equally under financial pressure and, therefore, the question of priorities took on special significance. It would, therefore, be useful to work towards a consensus in regard to priorities.

The quality of education *vis-a-vis* quantitative expansion would also be of great importance in the next five years. The main objective of the entire strategy of planning was to ensure that the expansion of numbers at different stages of education should be limited in an appropriate fashion so that resources could be used for improving the quality of education.

The main observations made by the Education Secretaries in the discussions that followed are summarised below:

Director of Education, Andhra Pradesh

(1) During the last three Plans, stress was laid on quantitative expansion. At present schools have very little more than a teacher. No instruction worth the name is possible without other essential amenities like buildings, furniture and equipment. If quantitative expansion is continued in this manner, the result is bound to be disastrous after some time. In the new Fourth Plan, we should shift the emphasis to qualitative improvement.

(2) About 9 lakhs children are being covered by the CARE mid-day meal programme. The State would like to cover another 10 lakhs. Unless inducements by way of mid-day meals, free books and free clothing are offered, it will be difficult to enrol children from the poorer homes. Instead of starting more and more schools, it would therefore, be more effective if this money was spent on providing such inducements.

(3) Andhra Pradesh is in favour of passing an Education Act. An Education Act is very necessary to spell out, in specific terms, the duties and responsibilities of the State and also to serve as a policy statement. Some years ago a committee had been constituted and a special officer appointed for drafting the

* All other items included in the original agenda were reclassified and combined with appropriate sub-items under item I itself. The revised agenda will be found in Appendix 'A'.

Act. Unfortunately, the work could not be completed. However, it is now proposed to revive that committee and complete that work within a year so that, by 1970, it may be possible to take it to the State legislature.

(4) Financial assistance given to the States for a particular scheme should not be stopped at the end of a Plan but should be continued for a further period, if necessary, on a reduced basis. Otherwise, it is very difficult for a State like Andhra Pradesh with its limited resources to continue these schemes.

(5) Education always receives the lowest priority in plan allocations and cuts are always applied to the education budget whenever money is in short supply. The Planning Commission and the Government of India should see to it that a certain percentage of the plan outlay of a State is earmarked for education and does not get diverted to any other sector.

(6) While scales of pay of university teachers have been revised twice already, revision of salaries of school teachers has not received sufficient attention. It is our duty to look into this problem and revise the scales of teachers at the primary and secondary stages. The Centre should give assistance to this effort and such assistance should not cease with the five-year period.

(7) Andhra Pradesh places great importance on inservice training of teachers and has set up a State Council of Educational Research and Training.

(8) Sanctions in respect of Centrally Sponsored Schemes are delayed and the State Government is not in a position to take advance action, unless firm commitment is received from the Centre. It is, therefore, suggested that, when a Centrally Sponsored scheme is accepted, it should be in operation for a period of five years. It will then be possible for a State to make the necessary provision in the State budget.

(9) If we want to catch up with the phenomenal explosion in scientific and technological knowledge in recent years, a very intensive effort should be made to improve science and mathematics education in schools. In Andhra Pradesh, eight pilot projects have been started with the assistance of Peace Corps volunteers for training science teachers of high schools in improvising science equipment. It is proposed to organize science projects and science exhibitions at district levels so as to involve a larger number of teachers and students.

(10) Neither the country nor the State Government can afford to spend money on adult education. At the moment, it

can only be organised on a pilot basis in order to work out new techniques for tackling the problem.

Education Secretary, Assam

(1) Unemployment of engineers has become a big problem. It seems that we are spreading education without definite objectives. By our inability to create employment opportunities adequate to cope with educational development in general and technical education in particular, we are giving cause for dissatisfaction among the youth of the country. There is thus a lack of coordination between education and employment with the result that education becomes purposeless and creates frustration and rebellion. Vocationalisation at the school stage has failed mainly because it has not been geared to employment opportunities. We have to find out what employment opportunities can be created so that the appropriate courses can be introduced at the school and subsequent stages. Unlimited expansion at one stage creates pressures at successive stages, thus resulting in a rush for higher education. Even university education does not fit the student for employment. All this has to be rationalised. The Planning Commission and the Ministry of Education should work together towards this objective.

(2) There are a large number of teacher training institutions. But the teachers trained by them are deficient, not only in the technique of teaching, but also in the subject matter itself. Measures have to be taken to see that the teacher educators train their students in teaching methods as well as in sub-content.

(3) Revision of curricula is very important, especially in science. The revision of curricula is a continuous process under which new ideas are constantly brought in to keep pace with the advance in knowledge.

(4) Assam has moved ahead of other States in regard to the salaries of teachers. The State Government took a decision that the disparity in salary scales between Government and private schools should be removed. Today, teachers of private schools receive the same pay scales and dearness allowance as those in Government schools. This measure, of course, reduces the State's resources for the development of education, and the State is facing great difficulty in finding resources for the new Plan.

(5) The State Governments should be kept in the picture when decisions are made to give development grants to universities because the committed expenditure on this account has to be borne by the States.

(6) It is hoped that the new National Service Corps will be organised quickly and efficiently so as to cover not only sports and social service but also something on the lines of the Youth Palaces in the USSR.

(7) It is necessary to ensure that the district planning body plans its educational development in a realistic manner. In order to achieve this it is suggested that the implementation of these district plans may also be made the responsibility of the district body. This body should also be required to raise additional resources of its own. This would place a curb on over-ambitious planning on the part of the district bodies.

Deputy Secretary for Education, Bihar

(1) In Bihar, only 55 per cent of children in the age-group 6 to 11 have been enrolled. In the age-group 11 to 14, only 18.8 per cent have been brought into schools. This progress is not satisfactory. Only 75 per cent of the teachers are trained. The State will not be in a position to fulfil the constitutional obligation of providing free and compulsory education unless the Central Government gives special assistance to it.

(2) The State Institute of Education is doing good work to improve methods of teaching at the primary stage.

(3) A Textbooks Corporation is functioning in the State in collaboration with the N.C.E.R.T. It is managed by a Board of Directors.

(4) The State is facing a serious problem regarding teachers' agitation for increasing pay scales. This question requires urgent attention.

(5) At the secondary stage, only 15.1 per cent of the children in the age-group 14 to 16 are in schools. More than 2,000 secondary schools are privately managed and many of them, inefficiently. Only 800 of these provide for science teaching. Lack of finance and low pay scales are the main reasons for insufficient progress in this sector.

(6) There are five universities and 160 colleges in the State. Most of the colleges lack equipment and laboratories. The U.G.C. should consult the State Government while giving grants to universities.

(7) Expenditure on adult education is better diverted to schemes such as improvement of salary scales or construction of buildings.

(8) The National Service schemes deserve a fair trial. The work done by the students should be recognised and weightage given for recruitment to public services.

(9) Mobilising local resources is a very difficult task in a backward State like Bihar. Officers of general administration like District Magistrate who can raise funds with greater facility than officers of the Education Department should be associated with this effort to raise funds from the local community.

(10) The district plans should pass through a district development or planning committee. Otherwise political considerations are likely to influence decisions.

Education Secretary, Gujarat

(1) The new Fourth Plan should stress three important schemes: Teacher Training, Educational Legislation and National Service Corps.

(2) In Gujarat, 72 per cent of teachers are trained at the primary stage and 68 per cent at the secondary stage. The main problem now is to improve the quality of teacher training. This calls for larger investment in buildings, equipment etc.

(3) Gujarat already has a University Education Act and another Act for Primary Education is not immediately felt to be necessary.

(4) It is not correct to say that the N.C.C. has been a uniform failure. While the National Service Scheme is a good idea, it is bound to be expensive. Past experience in Development Blocks where students were put on local works have not proved very encouraging. It would, therefore, be necessary to examine this question more carefully.

Education Secretary, Haryana

(1) In view of financial limitations, it is not possible to fix high targets either for the Plan as a whole or for annual plans. Only moderate and realisable targets should be fixed for a few selected items.

(2) A white paper on educational development in the State followed by appropriate legislation is necessary to ensure a continuity of educational policy and programmes in spite of the changing political situation.

(3) The educational situation in each State should be seen as a whole and on its own merits; and the Centre should not insist on a particular scheme being implemented in a particular

manner. For example, in Haryana, 86 per cent of boys in the age-group 6 to 11 **have already been enrolled**, but only 38 per cent of girls of this age-group have come into primary schools. Therefore, in this State, no money would be needed for quantitative expansion for boys' education. But it would be needed to raise the percentage of girls' enrolment. What is needed for boys' education is assistance for qualitative improvement. Similarly, the State is not only able to meet its own requirements in teacher training programmes **but is also able to help the neighbouring States**. Where Haryana would need assistance is to convert the teacher training units into full-fledged institutions.

(4) There need be no insistence that education should be free up to class VIH because the financial position varies from State to State. While it may be possible and desirable for a State like Maharashtra to **implement the suggestion**, Haryana would not be able to do so because of the heavy demand on resources for upgrading schools from primary to middle or from middle to higher secondary. In fact, the physical targets of upgrading schools in the Plan as a whole have already been fulfilled in the first two years of the current plan; as no fund was left for meeting the inevitable demand in the remaining three years, the State had to begin levying fees from class VI. The State of Punjab has also adopted a similar measure. There should be no objection to this step.

(5) Providing a vocational bias to education at the secondary stage is a good idea; but it has not proved successful in practice. Vocational education should therefore be provided in independent technical schools starting with the middle, high or higher secondary stages.

(6) The effort in adult education should be confined to selected areas to achieve the maximum results.

(7) It is generally agreed that the pattern of schools and college classes should be 10 + 2 + 3. Classes XI and XII can be located in schools only if proper qualified staff, equipment and buildings are available. It is desirable to locate these classes in the colleges until necessary amenities are provided at the school stage.

(8) There is a great and irresistible demand for primary education. In order to meet this demand within the limited resources available, schools should work in two shifts of three hours each. If adequate number of teachers are employed and instruction is properly imparted, it should be possible to maintain optimum standards up to class V.

(9) While it is agreed that planning should begin from the grass roots, namely, the institution, more time should be given to the States to formulate institutional and district plans.

(10) It has been suggested that the expenditure incurred by the u.g.c. on the developmental programmes of Universities in a State should be treated as committed expenditure after the plan period is over. The States are not consulted when sanctions are first given by the u.g.c. and, therefore, it is difficult for States to agree to this suggestion. If the suggestions are to be implemented, States should be brought into the picture from the beginning.

(11) Improvement is required in the concept and operation of the Centrally Sponsored Schemes. If a scheme is to function efficiently in the Centrally Sponsored Programme, it should be a comprehensive scheme. For example, grants were given for improvement of science laboratories, but nothing was given towards the building of these laboratories with the result that in a large number of cases, equipment is lying idle or has deteriorated or has had to be withdrawn. Again, correspondence course is one of the Centrally Sponsored schemes. But if a State such as Haryana does not wish to implement this programme, the money is not available. But if we consider that the purpose of the programme is only to increase the number of trained teachers and to give them proper training, the scheme could have been made elastic to include any other programme that a State might wish to take up for achieving this end. In other words, Centrally-sponsored scheme should be flexible enough to permit each State to use the money for its own special needs within the broad objectives laid down.

Additional Education Secretary, Jammu & Kashmir

(1) The Education Commission had suggested that secondary education should be vocationalised to the extent of 20 per cent of students in classes VIII to X and 50 per cent in classes XI and XII. Before we launch on this programme, it will have to be clarified what avenues the students of these vocationalised courses will pursue in States which are industrially backward.

(2) Implementation of the programme of work experience on a large scale would not be feasible, as facilities of workshops will necessarily be limited. It is therefore suggested that work experience programme should be started only where minimum prescribed conditions are fulfilled.

(3) Jammu & Kashmir has special problems to face in enrolling children in elementary education. Factors such as mobile

population, backward areas, difficulty of terrain and the vagaries of climate present severe handicaps in this effort. If a State like J. & K. is to make better progress in this matter and regional imbalances are to be removed, special grants from the Centre will be necessary.

(4) The State has tried the experiment of adult education three times and has had to abandon it every time. In 1939, the programme was run by teachers on a part-time basis and it failed. A second attempt was made in 1945 to revive the scheme as social education with less emphasis on literacy. Again, the poverty of the people stood in the way of its success. In 1947, a third attempt was made to organise social service centres by appointing special teachers for the purpose, but these teachers were found to be inadequate for the job. At present adult education programmes are being restricted to industrial areas with labour concentration. It is suggested therefore, that, for the present, all available resources should be concentrated on primary education. The problem of adult education will be solved automatically in due course.

(5) Jammu & Kashmir is perhaps the only State in the northern zone where untrained teachers are recruited. After 3 to 4 years of service they are trained at the expense of Government. The output of trained teachers lags far behind the demand. Training schools do not satisfy minimum requirements of equipment and accommodation. The State is seriously thinking of supplementing the one year training course with correspondence course for inservice teachers. Increasing the number of trained teachers by organising special schemes at the elementary stage is also being contemplated.

(6) Planning at the district and block levels would be possible only if targets are fixed at these levels. If we start from the institutional level without imposing certain limits and restrictions it will only result in piling up hopes.

Education Secretary, Kerala

(1) Kerala spends Rs. 44 crores or 35 per-cent of its revenues on education. It will be appreciated that the State cannot spend more than this on education. The State considered the levy of an education cess but found that this was not practicable for various reasons. Similarly the idea of levying a betterment fee was also worked out but could not be implemented.

(2) The State has achieved 100 per cent enrolment at the elementary stage and provides free education up to class VIII.

(3) The State is not enthusiastic about correspondence and part-time courses.

(4) Ninety per cent of the teachers are trained in the State. What is now required is the raising of quality of training which has not been satisfactory so far mainly due to the lack of suitable equipment and accommodation. Considerable funds are required to set this situation right.

(5) Adult education is not a problem in Kerala.

(6) The State Institute of Education in which the State Institute of Science Education is also located is functioning as the academic wing of the Education Directorate.

(7) N.C.C. has not been successful to the desired extent. The State is of the view that either N.C.C. or National Service should be made compulsory. But the State will not be in a position to allot funds for this programme.

(8) The State subscribes to the view that there should be some restriction on access to higher education. But it will not be possible to place any arbitrary limit.

(9) The State of Kerala has already implemented the pattern of education recommended by the Education Commission, namely, 10 years of schooling followed by two years of pre-university followed by three years of degree course.

(10) The Kerala State Board of Technical Education has advised a cut of 20 to 30 per cent in the admissions to professional colleges. A firm decision will be taken after the requirements of the next 5 to 10 years are assessed.

(11) It is desirable to issue a white paper on educational development and prepare a long-term perspective plan.

(12) The State should not be asked to commit itself to expenditure on universities without being consulted in the initial stages by the University Grants Commission.

Education Secretary, Madras

(1) The education budget for Madras is about Rs. 56 crores (25 per cent of the total State budget) and the bulk of this amount is spent on teachers' salaries. Therefore, unless the question of finance is satisfactorily solved, it would not be possible to take up qualitative programmes.

(2) In Madras, about 90 per cent of the children in the age-group 6 to 11 and 50 per cent of the children in the age-group 11 to 14 have been enrolled in schools. Nearly 25,000 primary teachers have been appointed this year. This programme itself takes up considerable part of the plan allocation and it is very difficult to look after the other programmes.

(3) The State does not depend entirely on plan funds but also mobilises local support. But even schemes like the school improvement programme touch only the fringe of the problem.

(4) Textbooks for classes I to V have been nationalised and the State is contemplating setting up an independent Book Corporation through which these books can be sold at profit and the profit used for educational programmes.

(5) Some of the important schemes should be taken up by the Centre for earmarked assistance and the State Finance Department should not be in a position to disturb these programmes. But this does not mean that the Centrally Sponsored Sector, as it now stands, should be expanded. Modifications are necessary to make the distribution of funds fair to all concerned and to provide for adequate elasticity to meet the special needs of each State.

(6) For improving science education, Madras is trying out a new experiment of providing each district with mobile vans with science equipment, which will cover one school in the morning and another in the afternoon. This helps to save expenditure. This experiment has proved useful in several areas. The State is trying to obtain assistance from the CARE authorities for this project.

(7) The State has reached a point when the production of teachers has to be curtailed. Correspondence courses, etc. are not therefore needed in the State.

(8) In a State where 90 per cent of the children in the age-group 6 to 11 are already in schools, it is felt that adult education programmes can go slow. Whatever little effort has to be made should come from voluntary organisations.

(9) The principle of free education is not being applied to college education. Higher education facilities should be accessible to all those who can profit from it. The State of Madras is trying to approach this problem in another way: children whose parents' income is less than Rs. 2,000 per annum are eligible for free education at the higher education stage.

(10) The State also proposes to introduce two different standards of passing the high school examination. The s.s.l.c. book itself will indicate whether the student will benefit from college education or not.

(11) The examination system is being revised and an amount of Rs. 2 lakhs has been set apart for these reforms.

(12) The question of Centre State relationship requires to be carefully examined. Some freedom should be given to the States of schemes which they consider of prior importance.

Education Secretary, Maharashtra

(1) The State of Maharashtra is preparing a perspective plan for the next 20 years and the new Fourth Five Year Plan will be within the frame-work of this perspective. Most of these scheme included will be qualitative rather than quantitative.

(2) A white paper on education has been prepared and is being placed before the State Assembly very shortly. It is expected that the Education Bill will overcome the defects of the past and ensure a proper location of institutions and maintenance of minimum standards.

(3) A Committee had been set up for examining the present system of teacher education and to make comprehensive recommendations. Its proposals are under examination and will shortly be implemented.

(4) Suggestions made for the revision of curricula are accepted.

(5) The Institute of Education is looking after improved methods of teaching and evaluation.

(6) A Board has been set up for looking after the publication of textbooks for the primary stage and it is expected that the demands will be fully met in the next four years. As regards the secondary stage, the State Board of Secondary Education looks after the needs of secondary schools. As for college textbooks, the State has appointed a Committee which will set up a Society to publish textbooks for universities.

(7) Improvement of supervision as suggested by the Education Commission will be taken up next year.

(8) Primary education is already free in the State. The State has also decided that primary schools will be available to every child within a walking distance.

(9) The State has revised the system of grant-in-aid to secondary schools. It is found that many mushroom colleges are coming up with very uneconomic attendance. The State Government is examining this question with a view to check such indiscriminate expansion.

(10) The State Government proposes to take up a few qualitative schemes during 1968-69. If such schemes are to be treated as committed expenditure in the new Fourth Five Year Plan, it

will place the Government in a very difficult position. These schemes must be included as a part of the new Fourth Five Year Plan.

Education Secretary, Mysore

(1) The accent in the new Fourth Five Year Plan will have to be on consolidation. If the same old schemes are continued as in the past and the meagre resources available are spread thinly over them, the new Fourth Plan is not likely to be different from the Third.

(2) The approach to planning in terms of specific targets has not proved to be of much use in reality. All-India targets are fixed in a very unrealistic manner and States are measured against these targets and classified as backward or advanced. Although the State of Mysore has made considerable progress in secondary education, according to the all-India average it is still considered backward. In our approach to the new planning, therefore, the problems of each State should be recognised and each State should be left to solve these problems in the best possible manner. Unless there is this recognition of local problems and local conditions, quality is likely to suffer in the States' anxiety to catch up with targets.

(3) While planners advocate this measure of restricted admission to colleges, legislators do not favour it. It is therefore a moot point whether a policy of restriction can be attempted or not.

(4) In respect of the proposed legislation for education, this may not work in all cases, because decisions would then go out of the State Government's hands.

(5) Expansion of post-graduate education should not be at the cost of quality.

(6) The money invested so far in adult education has not yet yielded commensurate results. Targets for adult education should not, therefore, be made universal. Where resources are limited, it is better to invest them on primary education.

(7) Raising an educational cess might result in the poor areas remaining poor.

(8) Although the idea of low-cost school buildings has been discussed for some time now, no concrete result has emerged. On the other hand the cost of construction has gone up by more than 200 per cent.

(9) In the context of our limited resources, the new Plan should emphasise three schemes, namely, (a) appointment of

teachers, (b) improvement of salaries, and (c) the provision of buildings and equipment.

(10) The slender resources available should not be spent away on prestige schemes.

Education Secretary, Orissa

(1) The Orissa Government is emphasizing three main objectives in its approach to the new plan: (a) The first is the consolidation of existing facilities and quality improvement. The State has decided that there will be no expansion for five years except for the sake of correcting area imbalances. (b) The second is that there will be no experiments in education during this period. (c) Thirdly, no new schemes or innovations would be introduced, unless and until they have been fully tested out and the required resources are available.

(2) The perspective plan for the next 15 to 20 years should only indicate broad objectives. But the actual specific planning should not go beyond five years.

(3) The financial position in the country is not likely to improve in any startling manner immediately and, therefore, our plan activities should be limited to three or four major objectives.

(4) The levy of an educational cess proved very unpopular in the State. Therefore, the State decided to increase the general revenue cess by 100 per cent and divert that amount to education. The State has also been considering the levy of a betterment fee.

(5) There are certain educationally very backward pockets, in Orissa and the Education Commission has pointed out that these pockets should be brought up to the required standard. For this purpose, the Centre must give special financial assistance to the State. The State could not take advantage of many of the Centrally Sponsored Schemes since none of them was designed to help these backward areas. Therefore, in the future, when the Centre formulates centrally sponsored programmes, the need of these areas should be kept in mind.

(6) The experience of the State in adult education is not encouraging. It has only resulted in wastage of resources.

(7) There should be some uniformity in curricula and syllabus of secondary schools. At the moment there are too many types of secondary schools, viz., schools run by the State Secondary Board, Central Schools, Demonstration Schools attached to the Regional Colleges and the schools affiliated to the Indian School Certificate Board. This leads to considerable confusion among children as well as parents.

(8) It is true that the Constitution provides safeguards for the religious minority groups to establish and run their own educational institutions. Nevertheless, there is scope for the Centre and State Governments to regulate the activities of these denominational institutions so as to safeguard against anti-social and anti-national activities. In Orissa State there are a very large number of such denominational schools over which the Centre or the State Government has very little control.

Education Secretary, Rajasthan

(1) It is agreed that a perspective plan is necessary and so also a policy statement in the legislature. Rajasthan has already prepared a draft perspective plan on General and Technical Education.

(2) The expenditure of the three Annual Plan years should not be considered as non-Plan or committed expenditure but should be continued in the new Fourth Plan as Plan expenditure. Otherwise, in a State like Rajasthan which is already spending about Rs. 30 crores on education (more than 20 per cent of the total expenditure), development and expansion of education will be seriously affected.

(3) Before the States prepare their new Fourth Plans, it would be desirable to give them an indication of the likely size of the Fourth Plan so that the Plan which each State prepares would be nearer to reality and it would not be necessary to revise it again and again in the light of continually reduced resources.

(4) It would be desirable if the draft plan of each State is discussed individually with the State Governments so that modifications may be made in good time. These discussions could be best arranged at the State headquarters.

(5) Priorities of programmes within the overall core programmes outlined in the paper should be left to the State concerned.

(6) It would be better if improvement or quality schemes are kept in the Centrally-sponsored Sector so that the provisions made for quality programmes do not get diverted to expansion programmes.

(7) The proposed National Service Scheme is a good idea as an alternative to the N.C.C. and Sports. But if the new scheme is to be successful, it should not be administered by an independent organisation running parallel to the State machinery. The agencies already available in the States should be utilised to implement the programme.

(8) The States should not be asked to take over coaches and other personnel employed in Central schemes such as the National Discipline or National Fitness Corps programmes.

(9) Adult education is necessary. But how intensive and extensive the programme should be, may be left to the State concerned.

(10) In Rajasthan, education is free up to the high school stage for boys and up to the graduate level for girls.

(11) The programme of work experience should be treated as an educational activity and not as a programme leading to some vocation.

(12) It will be difficult to accept the development grants given by the U.G.C. to the various Universities in a State as committed expenditure, especially when this has not been done in consultation with the State Governments. If this is insisted upon, the internal balance between primary, secondary and higher education will be completely upset.

Education Secretary, Uttar Pradesh

(1) In U.P., education is free for boys up to class VI and for girls up to class X. If education is to be made free for boys also up to class VIII, the State will require about Rs. 11 crores in the Fourth Plan. Therefore, this measure may not be possible in the State in view of the very difficult financial position. On the other hand, it may be possible that a large number of scholarships can be made available so that the poorer children are not hit hard. It is also suggested that the scholarship schemes in the Fourth Plan should be Centrally-sponsored.

(2) The core of quality schemes should be Centrally-sponsored.

(3) It is hoped that the expenditure of these three plan years will be taken care of by the Finance Commission and to this extent, the burden on the limited resources of the Fourth Plan will be less.

(4) There is need for a certain amount of caution with regard to the District Plan idea. A District Plan is likely to become a catalogue of the many things needed in the district and result in a colossal plan which is beyond the reach of any one. This will only lead to frustration.

(5) Increasing the emoluments of teachers is of prime importance. This should be taken up in a big way even if it means going slow on some other programmes. The emoluments of primary teachers in Uttar Pradesh are very unsatisfactory. But even a small rise in the salaries places considerable strain on

the State's resources. It is therefore necessary that the Centre should come to the State's rescue.

(6) There is a suggestion for an Education Act. U.P. already has a High School and Intermediate Board Act which covers secondary education. It would be desirable to avoid the passing of a comprehensive Education Act for the time being because it will be difficult to meet certain basic requirements such as providing free and compulsory education. Therefore, instead of bringing in a comprehensive Education Act, it would be better to choose certain areas which would improve education through legislation.

(7) Functional literacy in the age-group 15 to 40 is most vital for better performance of the working population and for greater job satisfaction. The programme should not be floated on a mass scale at once. It should be tried out as a pilot project in the first instance.

Education Secretary, West Bengal

(1) The new Fourth Five Year Plan should be based on the formulation of what we require in 15 to 20 years to come. In the past, our approach to planning was to reach a certain level of expenditure during one Plan and then try to multiply it in the succeeding plans. Thus expenditure targets were fixed and rates of growth were then set out to match these targets. It is now desirable to take stock of the whole situation and to assess what is likely to happen in the next 15 to 20 years and to prepare a perspective Plan on that basis. After such a perspective plan is formulated for each State, the all-India plan would emerge. This is more desirable than to have the entire planning directed from the Centre downwards. Simultaneously the Central Government should formulate a Plan of its own. Once a perspective plan of this kind is prepared, it would be easy for each State Government to assess how much is likely to be feasible in the new Fourth Five Year Plan.

(2) The preparation of a white paper on educational policy may not be equally feasible in all the States. What is more important is to have a definite formulation of policy in regard to educational development.

(3) It is important to identify priorities with reference to the actual educational development in each State. For example, in West Bengal, expansion of primary education in backward areas and sectors is of the utmost importance. Although West Bengal is generally regarded as an advanced State, there are pockets which lag behind in primary school enrolment. In general, the position in regard to primary education is better in

villages than in the towns and among the towns the worst position is in the city of Calcutta. In the next five years, therefore, the greatest attention will have to be given to the city of Calcutta and to similar urban areas, to backward areas and to those districts in which progress of primary education has not been satisfactory. Girls' education and education of children of scheduled castes and tribes also call for special effort.

(4) A further factor requires to be noted in regard to the development of primary education in West Bengal. Expansion of primary education has been carried out on the principle that accommodation is to be provided by the local people and the Government will bear the cost of providing teachers. While the result has been good in many areas, it has also had a contrary result in the fact that in those areas where people have not been able to provide accommodation, primary education has failed to develop. In such area, therefore, the Government will have to provide accommodation to the schools. This will, of course, need substantial Central assistance. If in the next five years, the State has to cover the entire field of primary education and remove the deficiencies indicated above, financial resources of the order of Rs. 10 to 15 crores a year would be needed, apart from the additional accommodation and additional teachers required. However difficult this task may be it has to be realised that unless teachers and accommodation are provided, it will not be possible to improve education in the backward areas.

(5) Regarding the assessment by the Finance Commission, no State is informed as to where the cuts are imposed and which items are disallowed. Besides, according to the present schedule, the decision of the Finance Commission in respect of non-plan figures will not be known till June 1969. Thus the new Fourth Plan will have to begin in a certain background of vagueness without knowing the financial dimensions of the Fourth Plan.

Miss S. Panandikar, Chairman of the National Council for Women's Education (on girls education)

(1) There is a general reluctance to take up schemes of expansion in the new Fourth Plan, because of the inadequacy of financial resources. There is also a feeling that the expansion of education during the Third Plan has been very rapid. However, an expansion in respect of girls' education should be viewed differently. The disparity between the progress of girls education (54 per cent) and that of boys education (93 per cent) in the age-group 6—11 is still very wide, and so long as this imbalance is not rectified, special efforts will have to be continued for the expansion of girls education.

(2) Expansion of girls' education cannot be considered merely as a quantitative programme; it has to be qualitative also at the same time. Irregularity of attendance, wastage and stagnation are known to be more prevalent among girls than boys and these problems call for a qualitative approach. The National Council for Women's Education, therefore, recommended special measure to combat these short-comings. For example, it suggested that special attendance allowance should be given to teachers for enrolling more girls, for ensuring regular attendance and for providing a programme of education that will automatically increase regularity. These measures are particularly needed in those areas where girls attend co-educational schools and their number is small.

(3) The National Council has also laid stress on an integrated approach to education. For example, if women teachers are required for girls schools in rural areas, the first step is to encourage girls from rural areas to receive education from primary stage onwards. Incentives should be given to them for attending secondary schools. The Council has suggested schemes of scholarships but said that girls should not be bound over to serve as teachers or to serve in rural areas. Primary education should be integrated with pre-school and adult education also. If we emphasize the whole educational programme, adults will come to realise the value of educating their girls and this will in turn improve primary education.

(4) Teachers' quarters are very important in the programme of improving girls education.

(5) Girls should be encouraged to undergo a programme of teacher education so that even after marriage, they will be able to serve the rural areas.

Shri R. D. Srivastava, Chief Architect, Central Building Research Institute, Roorkee (on low-cost school building)

Shri Srivastava gave an account of the studies already made by the CBRI, Roorkee, on the question of constructing low-cost school buildings. The points he made are summarised below:

(1) As a result of the research done so far it is now possible to achieve noticeable reduction in the cost of school buildings through rational use of space and through techniques of cost analysis.

(2) The work in respect of school buildings has been tackled from two angles: functional and the economic. With regard to the functional aspect, requirements of teaching space and the size of classrooms in relation to the seating pattern and furniture was taken up for study. On the basis of the study, stand-

ards for furniture, equipment, lighting etc. have been worked out for primary and secondary schools in urban and rural areas. It is also noticed that many classrooms lack storage space and this is a severe handicap.

(3) In primary schools, there were only two ways in which cost can be cut down: (1) through the use of low-cost school building material, and (2) through use of locally available material. But these two measures only achieve three to four per cent saving. Therefore, the Institute considered the maximum utilisation of space to achieve greater economy. At present, in a school of five classes, only 48 per cent of the space is used at a time. On the basis of experiments carried out in collaboration with the Education Department in Uttar Pradesh, it was observed that it would be possible to conduct a five class school with three classrooms without losing educational efficiency. This achieves 20 to 40 per cent economy. This experience requires to be modified and adapted to suit other parts of the country.

(4) A functional and economic school building requires a close collaboration between the educationalist, the architect and the engineer. School buildings require specialised knowledge and it is, therefore, necessary that each State should set up a Building Development Group to work full-time for school buildings. This group will not be an executive authority. It will be a research group making studies on ways of reducing cost on school buildings without losing functional efficiency and make available these data to schools. The findings of the group should also be passed to the P.W.D. so that they may incorporate them in the construction of school buildings. The Group should work-out proto-types which should be tested and then adapted in other areas. Simultaneously, the Centre should also set up a Central Building Development Group so that it can coordinate the work in the State and function as a liaison in this effort. England has solved its programme of school buildings only through such a Development Group, which has helped to solve many of its building programmes, UNESCO has suggested that developing countries should set up such Development Groups, and more than 20 to 30 Groups have been constituted in different parts of the world. Such a Development Group has already been set up in Maharashtra and Goa and attempts are being made to set them up in other States.

DEVELOPMENT OF SCIENCE EDUCATION

Shri G. K. Chandiramani, Additional Secretary, Ministry of Education, outlined the programme proposed for the promotion of science education in schools. He observed that the State Institutes of Science Education which had been established during the Third Plan had not made much headway for various

reasons. The Education Commission had also recommended that activities related to promotion of science education were better undertaken by universities where adequate facilities of laboratory and expertise were available. Under the programme contemplated by the Ministry, it was proposed to set up about ten Departments of Science Education in selected universities to carry out the functions at present discharged by State Institutes of Science Education. The State Governments would have the responsibility for acting as a link between these centres and the Boards of Secondary Education. The Central Government would bear the major share of the expenditure on these University Departments of Science Education. This responsibility would be discharged through the U.G.C. The State Institutes of Science where they existed would be merged with these proposed Departments.

Shri Chandiramani invited comments from the Education Secretaries on (a) how to bring about a merger of the State Institutes of Science with the proposed Departments of Science Education in the Universities, (b) who should bear the financial responsibility for setting up these Departments and their maintenance, and (c) what steps should be taken to bring about a link between these Departments of Science Education and the State Boards of Secondary Education so that the work of these Departments is implemented in practice in the form of curriculum improvement, better teaching techniques, etc.

The reaction of the Education Secretaries to this proposal indicated that the general opinion was not in favour of the merger of the State Institutes of Education with the proposed Departments of Science Education in the universities. Some Secretaries felt that the State Institutes of Science Education were doing quite good work and that there was no reason for either closing them down or amalgamating their identity with universities. Some of them also felt sceptical about the programme and were of the view that the universities were not the appropriate place for locating the Departments of Science Education and that they would not be able to give as much time and attention to the problem of school education as the problem required. Some also felt that, being autonomous bodies, the universities would be out of control of the State Governments and the State Boards of Education and that it would not be possible to maintain close link between the Department of Science Education in the universities and the field. The consensus seemed to be that, while there would be no objection to develop this programme as a supplementary measures, in such university departments as were enthusiastic about it, the State Institutes of Science should be continued to function, especially in those States where they had done good work.

III CONCLUSIONS

After this general discussion, the items on the agenda were then taken up for consideration one by one. The conclusions that emerged from the discussions are given below :

1. Planning—The conditions of educational development differed widely from State to State. An excessive emphasis on all-India targets or an attempt to band-wagon State Plans into a common pattern will not serve any useful purpose. Future planning in education must be mainly done at the State level and should be adapted to local conditions and special needs of the State. This implies strengthening of the planning machinery at the State level and training the departmental officers for the purpose. Programmes for this should be emphasised.

The Centre should indicate the broad approaches to the Plan and its objectives and the order of Central assistance that would be available. It should strive to cross-fertilize experience from one part of the country to another. It has also a special role in helping those State Governments which have not yet been able to set up an adequate machinery for the purpose to prepare their plans on proper lines.

Each State should strive to prepare a long-term perspective plan of educational development during the next 15—20 years. This should preferably be indicated in a White Paper which is first published for eliciting public opinion and then finalised in the light of comments and suggestions received. In some States, there may be special difficulties to adopt this procedure at present. But in any case, every effort should be made to prepare a long-term plan of perspective development in consultation with the relevant interests and the Fourth Five Year Plan should be framed against its background.

The need for decentralising and broad-basing the planning process by preparing plans at the district and institutional levels was recognised in principle. It was, however, felt that such exercises would be useful only if the heads of the institutions and officers of the department in charge of districts are properly trained in the preparation of such plans. Otherwise, there is a danger of innumerable demands coming up from below which no State Government would be able to meet. It was also felt that a beginning in this direction should be made on a pilot and experimental basis and that programmes should be generalised in the course of the next four or five years in the light of the experience gained.

In view of the importance of the programme, however, it was decided that this matter should be specially examined by a committee of Secretaries which should prepare and circulate guidelines for the use of the State Education Departments. The committee should consist of the Education Secretaries from Bihar, J. & K., Madras, Mysore, Orissa, Rajasthan, U.P. and West Bengal.

II. The essential principles that should govern the approach to the new Fourth Five Year Plan—The following principles should govern the approach to the new Fourth Five Year Plan:

CONSOLIDATION

(1) The accent in the new Fourth Five Year Plan should be on consolidation with controlled growth. Several measures will have to be taken for consolidating the progress made in the first three Plans.

(2) *Core Programmes*—In the first three Plans, the core programmes were almost exclusively those of expansion. Consequently, the programmes of qualitative improvement generally received a low priority and were sometimes pushed overboard. In the Fourth Plan, the following should be regarded as the core programmes and should be developed on a priority basis:

- (a) Teacher Education, especially in-service education;
- (b) Revision and upgrading of curricula;
- (c) Adoption of improved methods of teaching and an evaluation;
- (d) Improvement of text books and provisions of supplementary materials on an adequate scale;
- (e) Supply of text books to students, either free or through text book libraries;
- (f) Improvement of supervision;
- (g) Provision of guidance services to students.

The funds required for these programmes will not be of a large order and should be provided on a priority basis. At any rate a certain proportion of the total plan allocation (from 10 to 30 per cent depending upon the circumstances) should be earmarked for these programmes.

(3) *Revision of Teachers' Salaries*—The programme of implementing the revised scales of pay of college and university teachers should be completed as soon as possible. The task of

improving the salaries of school teachers should also be taken up on a priority basis. The Centre should assist the State Governments in this effort.

(4) *Improvement of Physical Facilities in School*—The programmes for improving the physical facilities in schools should be taken up on a priority basis. These should include provision of equipment, furniture, teaching aids, libraries, laboratories, implements for craft teaching etc. It would be desirable to develop these on the basis of community support i.e., the State contributing a grant-in-aid in proportion to local collections.

(5) *Buildings*—There should be a programme for the improvement of buildings for which grants or loans should be available. The Ministry of Education should work out a scheme for the establishment of State Educational Buildings Corporations and assisting them with sufficiently large initial loans. The cost of construction should be reduced to the minimum on the lines recommended by the CBRI. Building Development Groups should be set up, both at the Centre and in the States.

(6) *Closer Integration between different stages*—The scheme of school complexes recommended by the Education Commission should be developed on as large a scale as possible. Universities should be encouraged and assisted to take interest in and promote the improvement of school education.

(7) *Science Education*—Improvement of Science Education should be emphasized. While State Institutes of Science should continue to be encouraged and developed, the universities also should be assisted wherever the potential exists.

(8) *State Councils/Institutes of Education*—State Councils/Institutes of Education should be set up as counterparts of the NCERT at the State level. These should function as integral parts of the State Education Departments and be placed under the direct supervision of a senior and competent officer of the Department. There should be a continuous dialogue between NCERT and these State counterpart units for the development of programmes of qualitative improvement; and this relationship should be strengthened by closely associating the Education Secretaries and Directors of Education with the NCERT programmes.

CONTROLLED GROWTH

Expansion is needed and will have to go on. But the policies to be adopted with regard to it in the different sectors will have to be somewhat different than those in the past.

(9) *Primary Education*—Very little needs to be done with regard to providing villages with facilities for lower primary education (classes I—V). But the few gaps shown by the second Education Survey should be quickly filled. At the higher primary stage (classes VI—VIII), facilities should be expanded to the extent possible, separate schools for girls being provided where feasible and demanded.

In enrolment, emphasis should be on enrolling girls, children of the tribal people and other backward classes, and of poor families (e.g., agricultural labourers). Preparation and training of women teachers needs special attention.

Facilities of part-time education should be provided for grown-up children who cannot attend schools on a whole-time basis.

Special efforts should be made to reduce wastage and stagnation. The Ministry of Education should prepare realistic and practical projects for the purpose and circulate them to the States.

For the time being, free education may be provided only in classes I—V. Some concessions and facilities may be given to girls in classes VI—VIII.

(10) *General Secondary and higher education*—The location of the secondary schools and colleges should be carefully planned on the lines recommended by the Education Commission with a view to creating institutions of optimum size that tend to be economic and efficient. The constraints of real resources in terms of teachers and facilities are really very severe and expansion should be planned within them and with scrupulous regard to the maintenance of adequate standards. Great self-restraint is needed in the establishment of new universities.

(11) *Professional, technical and vocational education*—Close relationship should be maintained between the output of the educational system and man-power needs and employment opportunities. Training for self-employment should be emphasized.

(12) *Adult Education*—Pilot projects of functional literacy, especially in combination with programmes for improving the vocational competence of the adults, should be developed.

OTHER PROGRAMMES

(13) *Revised Pattern of School and College Classes*—The Education Commission has recommended an educational structure consisting of ten years of general education followed by two years of higher secondary education followed by three years

of the first degree course. The Commission has suggested that the change-over to this pattern should take place in two stages: the first stage would introduce a uniform school system of ten years. This would not cost much money. In the second stage the higher secondary classes and the three year degree pattern would be introduced. Many States have already gone ahead to introduce a ten year general education pattern. During the period of transition the location of class XI and XII may be left flexible. Elective subjects should be introduced in classes XI and XII.

(14) *Work Experience*.—The general feeling was that the programme should be introduced on a limited scale beginning with selected places in each district where workshops and other facilities were available. In the light of experience gained it could be extended to wider areas. Work experience should be considered as a part of general education and should not be linked with vocational pursuits and job opportunities.

(15) *N.S.C.*—The programme of national service should be developed on a pilot basis in areas where the atmosphere is favourable and the necessary leadership is available. It may be generalised in the light of experience gained.

(16) *Development of Regional Languages*.—The programme of producing books in the regional languages with a view to their adoption as media at the university stage should be emphasized. There should be a programme for this at the national level and also another at the state levels. The two programmes should be carefully integrated.

ADMINISTRATION AND FINANCE

(17) *Finance Commission*.—Close attention should be given to defining the effect of the appointment of the Finance Commission on the following:

- (a) Level of committed expenditure to be assumed for the new Fourth Plan;
- (b) Scheme of revising the salaries of universities and college teachers;
- (c) Centrally-sponsored schemes for which assistance was promised for a period of five years and which period is not over as yet;
- (d) Proposals for revising the salaries of school teachers;
- (e) Possibility of requesting the Commission to provide special grants to backward States or primary education on the lines of those given by the first Commission.

The Ministry of Education was requested to examine these issues and to issue necessary instructions and clarifications to State Governments.

(18) *Experimentation*—Elasticity and experimentation should be emphasized. But all innovations and new schemes should be most carefully considered before they are introduced and should be generalised only after pilot projects have revealed their undoubted usefulness.

(19) *Evaluation*—In every scheme that is undertaken there should be a built-in element of evaluation to ensure that the investment made in the programme is fruitfully utilised. This should apply to all programmes, core as well as non-core.

(20) *Education Act*—Opinion on this issue was divided. While the States who are preparing for it may go ahead, the Ministry of Education should examine the position in further detail and clarify the points raised at the Conference so that other States also can re-examine the issue.

(21) *District School Boards*—The Panchayati Raj administration had not been very successful in developing elementary education on satisfactory lines and had often resulted in mismanagement and mis-use of power. It was, therefore, felt that District School Boards on the lines suggested by the Education Commission should be established.

(22) *U.G.C. Grants to State Universities*—It is necessary to secure closer coordination between the UGC and the State Government with regard to the developmental grants given to State Universities. It was decided that the problem should be examined in detail by a small committee of Secretaries.

(23) *Resources*—It was a general view that, while every effort should be made to raise the maximum possible resources, the new Fourth Plan should be related realistically to a reasonable certainty of funds. It is better to begin with a small but implementable plan and then to enlarge it if funds become available than to begin with an ambitious plan which is revised on numerous occasions and reduced every time so that all its original objectives get totally distorted.

The need to raise local resources was emphasized. Programmes for the development of school funds recommended by the Education Commission, the organisation of school improvement conference on the lines of the Madras State, the levy of education cesses, etc. should be developed from this point of view.

There was a unanimous view that State resources had reached a saturation point and that no State would be capable of any appreciable expansion or any worthwhile programme of quality improvement unless substantial assistance came from the Centre.

(24) *Centrally Approved Schemes*: At present, the schemes in the Centrally-sponsored sector have come in for criticism on two main grounds: (a) the funds for these schemes get unequally distributed between the States, and (b) they are too inelastic to meet the special requirements of individual States. The Conference, therefore, agreed with the Ministry's proposal that in the new Fourth Five Year Plan, the Centrally-sponsored schemes should be reduced to the minimum and only those programmes should be included in this sector which are of national significance and where simultaneous and coordinated action on the part of all the State Governments is called for.

In addition, a new category of schemes to be designated as Centrally Approved Schemes should be created. Under this programme, a lumpsum amount should be provided in the budget estimates of the Ministry of Education. This amount should be distributed to the State Governments on some egalitarian basis to be determined in due course, e.g. population with weightage for the educationally backward States. The total amount thus available should be used by each State on any scheme or group of schemes of local priority to be agreed upon in consultation with the Central Government.

The following programmes may be included in the new Centrally Approved Sector:

1. Provision of free and effective primary education of 4 or 5 years duration to all children including an emphasis on the reduction of wastage and stagnation.
2. Liquidation of adult illiteracy particularly as a part of the national service programme;
3. Improvement of the quality and competence of teachers, with special emphasis on improvement of training;
4. Programmes for the development of science education at all stages;
5. Programmes of introducing national service at all stages of education and especially at the university stage;
6. Programmes for the development of work-experience;
7. The reorganisation of strengthening of the State Education Departments;
8. School Improvement Programmes such as improvement of curricula, text-books, teaching methods, examination reform, etc.

9. Improvement of girls education;
10. Any other programmes of local priority which may be approved by the Government of India.

This arrangement would have the advantage of earmarking funds for schemes so that the money would not be diverted under local pressures. The broad objectives for these Centrally Approved Schemes would be indicated by the Centre and the details should be left to the States.

It was decided that the full details of the scheme should be worked out by a Committee of Secretaries constituted for the purpose.

(25) *Special Assistance to Backward States*: There should be some provision of special central aid to those States which are not in a position to fulfil the Constitutional directive with regard to primary education with their own unaided efforts.

The meeting then terminated with a vote of thanks to the Chair.

APPENDICES

APPENDIX A

CONFERENCE OF EDUCATION SECRETARIES OF STATES AND UNION TERRITORIES

REVISED AGENDA

(as adopted by the Conference)

1. **Planning the new Fourth Plan** (Ministry of Education)
 - 1(a) Major programmes to be considered for inclusion in the New Fourth Five Year Plan (1969-70 to 1973-74)
 - 1(b) Approach to the Fourth Five Year Plan (Government of Maharashtra)
 - 1(c) Schemes to be included in the Draft Fourth Five Year Plan in the light of the Education Commission's Report (Government of Maharashtra)
 - 1(d)(i) A broad-based planning process consisting of integrated plans at the institutional, district, state and national levels (Shri J. P. Naik).
 - 1(d)(ii) Preparation of District Development Plans for Education (NCERT)
2. **Curriculum**
 - 2(a) Curriculum Development. (NCERT).
 - 2(b) Improvement of Teaching Methods and Instructional Materials (NCERT)
3. **Examination Reform** (NCERT)
4. **School Textbooks**
 - 4(a) Production and Supply of School Textbooks (NCERT)
 - 4(b) Supply of free books to children at primary stages and building up of Textbook Libraries at secondary stage (Ministry of Education)
5. **Science Education**
 - 5(a) Development of Science Education (Ministry of Education)
 - 5(b) Reorganisation and expansion of the teaching of science at school stage (Ministry of Education)
 - 5(c) Promotion of Science in Schools (Ministry of Education)
 - 5(d) National Science Talent Search Scheme (NCERT)

National Service Programme for College Students (Ministry of Education)

7. Production of Textbooks in Regional Languages for Universities

- 7(a) Production of University level books in Indian Languages (Ministry of Education)
- 7(b) Organisation at the State level for production and sale of books (Ministry of Education)
- 7(c) Production of books upto manuscripts stage (Ministry of Education)
- 7(d) Production of books at post-manuscript stage (Ministry of Education)

8. Adult Literacy

- 8(a) Pilot Projects on Adult Literacy (Ministry of Education)
- 8(b) Functional Literacy (Ministry of Education)

9. Two-Year Pre-University Course (Government of Mysore)

10. Low Cost School Buildings

- 10(a) Research on Low Cost Buildings at the Central Building Research Institute, Roorkee (Central Building Research Institute, Roorkee)
- 10(b) Central Assistance towards the construction of Primary School Buildings (Government of Mysore)

11. Teacher Education at Elementary and Secondary Levels—Expansion and Improvement (Ministry of Education)

12. Vocationalisation of Education

- 12(a) Vocationalisation of Education (Ministry of Education)
- 12(b) Introduction of Agriculture in Secondary Schools (Government of Orissa)

13. Girls Education

- 13(a) Promotion of Girls Education: Resolution passed at the tenth meeting of the National Council for Women's Education.
- 13(b) Special Programmes for Girls' Education (Haryana Government)

14. Cultural Programmes

- 14(a) Development of Libraries, Archives and Museums
(Ministry of Education)
- 14(b) Archaeology and Antiquities (Ministry of Education)

15. Finance

- 15(a) Centrally Approved Schemes (Ministry of Education)
- 15(b) Formulation of Centrally Sponsored Schemes and their implementation (Government of Maharashtra)
- 15(c) Programme to be financed out of Centrally Sponsored Schemes. (Haryana Government)
- 15(d) Special Programmes for Removing Regional Disparities and Pockets of Backwardness (Government of Orissa)
- 15(e) Regular Payment under the National Scholarships Scheme (Ministry of Education)
- 15(f) The question of treating the recurring expenditure sanctioned by U.G.C. in a particular plan period as normal committed expenditure after U.G.C. assistance has ceased (U.G.C.)

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DOC. No. D-6230

Date.....8/7/91

APPENDIX B

I—LIST OF PARTICIPANTS

MINISTRY OF EDUCATION

- | | | |
|------------------------------------|-----|---------------------------|
| 1. Shri P. N. Kirpal | ... | Chairman |
| 2. Shri G. K. Chandiramani | ... | Additional Secretary |
| 3. Shri G. P. Pandey | ... | Joint Secretary |
| 4. Dr. A. M. D' Rozario | ... | Joint Secretary |
| 5. Dr. P. D. Shukla | ... | Joint Educational Adviser |
| 6. Shri N. D. Sundaravadi-
velu | ... | Joint Educational Adviser |
| 7. Shri A. B. Chandiramani | ... | Joint Educational Adviser |
| 8. Shri J. P. Naik | ... | Adviser |

MINISTRY OF FINANCE

- | | | |
|-----------------------|-----|--------------------------|
| 9. Dr. (Miss) Kaumudi | ... | Deputy Financial Adviser |
|-----------------------|-----|--------------------------|

PLANNING COMMISSION

- | | | |
|-------------------------|-----|-------------------------------|
| 10. Shri M. V. Desai | ... | Adviser |
| 11. Shri D. P. Nayar | ... | Senior Specialist (Education) |
| 12. Dr. A. H. Hemrajani | ... | Director (Education) |
| 13. Dr. S. N. Saraf | ... | Director (Education) |

UNIVERSITY GRANTS COMMISSION

- | | | |
|------------------------|-----|-----------------|
| 14. Dr. D. S. Kothari | ... | Chairman |
| 15. Dr. P. J. Philip | ... | Secretary |
| 16. Shri R. K. Chhabra | ... | Joint Secretary |

STATES

- | |
|--|
| 17. <i>Andhra Pradesh</i> : Shri L. Bullaya, Director of Public Instruction |
| 18. <i>Assam</i> : Shri S. M. Rahman, Education Secretary |
| 19. <i>Bihar</i> : Shri B. B. Sahay, Deputy Secretary, Education Department |
| 20. <i>Gujarat</i> : Shri S. M. Dudani, Education Secretary |
| 21. <i>Haryana</i> : Shri B. L. Ahuja, Education Secretary |
| 22. <i>Jammu & Kashmir</i> : Shri Mohinder Singh, Additional Secretary (Education) |
| 23. <i>Kerala</i> : Shri K. P. Achuttan Nair, Education Secretary |

24. *Madhya Pradesh*: Shri B. N. Pande, Additional Director of Education
25. *Madras*: Shri S. Krishnaswami, Education Secretary
26. *Maharashtra*: Shri S. E. Sukhthankar, Education Secretary
27. *Mysore*: Shri T. R. Jayaraman, Education Secretary
28. *Orissa*: Shri R. N. Mohanty, Education Secretary
29. *Punjab*: Shri R. N. Gupta, Deputy Secretary, Education Department
30. *Rajasthan*: Shri J. S. Mehta, Education Secretary
31. *Rajasthan*: Shri Anil Bordia, Additional Director of Education
32. *Uttar Pradesh*: Shri R. K. Talwar, Education Secretary
33. *West Bengal*: Dr. B. Datta, Education Secretary
34. *Delhi Administration*: Shri B. D. Bhatt, Education Secretary
35. *Himachal Pradesh* : Miss K. Pasricha, Education Secretary
36. *Chandigarh Administration*: S. Daljeet Singh, Secretary (Finance & Edn.)
37. *Pondicherry*: Smt. J. Anjani Dayanand, Education Secretary

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING

38. Dr. S. K. Mitra ... Joint Director
39. Shri P. N. Nattu ... Secretary
40. Dr. R. N. Rai ... Head of the Department of Science Education
41. Dr. R. H. Dave ... Head of the Department of Curriculum, Textbooks and Evaluation
42. Dr. M. B. Buch ... Head of the Department of Field Services
43. Shri S. L. Ahluwalia ... Head of the Department of Audio-Visual Education

NATIONAL COUNCIL FOR WOMEN'S EDUCATION

44. Miss. S. Panandikar ... Chairman

NATIONAL FITNESS CORPS

45. Col. P. Dayal ... Director-General

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II—LIST OF OBSERVERS

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2. Shri R. S. Chitkara ... Deputy Educational Adviser
3. Shri D. K. Hingorani ... Deputy Educational Adviser
4. Shri J. C. Bose ... Deputy Educational Adviser
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10. Shri N. M. Tagore ... Assistant Educational Adviser
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12. Miss S. Rajan ... Assistant Educational Adviser
13. Mrs. S. Doraiswami ... Assistant Educational Adviser
14. Dr. S. Nagappa ... Assistant Educational Adviser
15. Shri D. N. Saksena ... Assistant Educational Adviser
16. Shri H. H. Pawar ... Assistant Educational Adviser
17. Shri H. D. Gulati ... Assistant Educational Adviser
18. Dr. R. K. Sharma ... Assistant Educational Adviser
19. Shri S. P. Jain ... Under Secretary

20. Shri B. S. Verma ... Under Secretary
 21. Shri N. S. Bhatnagar ... Under Secretary
 22. Dr. (Miss) K. Thairani ... Officer on Special Duty
 23. Dr. (Mrs.) Gyanwati Darbar ... Special Officer (Hindi)
 24. Shri R. R. Iyer ... Statistical Officer
 25. Shri Virendar Nath ... Education Officer
 26. Shri H. L. Luthra ... Education Officer
 27. Shri R. S. James ... Education Officer

MINISTRY OF FINANCE

28. Shri N. R. Subramanian ... Assistant Financial Adviser

UNIVERSITY GRANTS COMMISSION

29. Shri S. Vishwanathan ... Education Officer

STATES

30. *Bihar*: Bihar Santa Prasad, Deputy Director, Education Department
 31. *Kerala*: Shri K. C. Ramakrishna Pillai, Joint Secretary (Education)
 32. *Madras*: Shri R. Chunmughan, Deputy Director of Education
 33. *Orissa*: Shri S. Mahapati, Deputy Secretary, Education Department
 34. *Rajasthan*: Shri N. M. Kohtari, Deputy Director, College Education
 35. *Uttar Pradesh*: Shri C. M. Bhatia, Director of Education
 36. *Uttar Pradesh*: Dr. S. N. Mehrotra, Deputy Secretary Education Department
 37. *West Bengal*: Shri K. Lahiri, Deputy Secretary, Education Department
 38. *Haryana*: Shri K. R. Chaudhry, Deputy Director (Planning), Education Department

NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING

39. Shri M. L. Kapur ... Under Secretary
 40. Shri R. N. Vij ... Assistant Secretary

CENTRAL SCHOOLS ORGANISATION (MINISTRY OF EDUCATION)

41. Shri M. L. Kashyap ... Secretary
 42. Shri P.C. Sharma ... Regional Officer

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

43. Shri R. G. Mulgand Administrative Officer

ASIAN INSTITUTE OF EDUCATIONAL PLANNING & ADMN., NEW DELHI

44. Dr. S. Shukla ... Deputy Director

45. Shri C. B. Padmanabhan ... Economist

PRESS INFORMATION BUREAU

46. Shri G. Trivedi ... Deputy Principal Information
Officer

APPENDIX C

WELCOME ADDRESS BY SHRI P. N. KIRPAL, EDUCATION SECRETARY

Dr. Gadgil, Dr. Nag Chaudhuri and Friends :

It gives me great pleasure to welcome you all to this Conference of Education Secretaries from the States and Union Territories. It is indeed our good fortune to have Dr. Gadgil in our midst to inaugurate this Conference. We all know how deeply committed he is to the improvement of education in the country and we always look up to him for inspiration and guidance. His colleague, Dr. Nag Chaudhuri is a well-known scientist and educationist and as member in charge of Education in the Planning Commission, he has been giving us continued encouragement and advice in educational planning. I am sure we will all be greatly benefited by the association of these two eminent persons with this important Conference which is to consider the formulation of the new Fourth Five Year Plan in the wide field of education.

I am particularly grateful to all the Education Secretaries who have taken the trouble to come over to Delhi at this time of the year to participate in the Conference. I realise how inconvenient this time is to be away from headquarters. However, in view of the responsibility we have of formulating a worthwhile Fourth Five Year Plan for educational development, we could not afford to delay this discussion much longer and very reluctantly, I had to take the decision to hold the Conference at this time. You will agree with me that to plan for the future is as important as to administer the present; and the recent events have sharply brought home to us how heavy our stakes are in the working of the educational system. A sense of crisis and compelling urgency to look ahead and plan our educational effort is needed in our country today. I am reassured to find that you all share this sense of urgency and have, inspite of all difficulties, decided to come and participate in this Conference.

Dr. Triguna Sen, the Union Education Minister, had kindly agreed to address us and was very anxious to be present at this session. But on account of some unavoidable work, he had to be in Calcutta today. He is returning this evening to Delhi and will address the Conference tomorrow afternoon at 12.15. He has asked me to request you to kindly, excuse his absence which is due to reasons beyond his control.

II

We now stand at the important cross-roads in the history of our education. We have behind us an experience of eighteen

years of educational planning—three Five Year Plans and three annual plan years. During this period our attention was largely concentrated on expanding educational facilities at all stages and in all sectors; and the programmes of qualitative improvement, although not neglected altogether, received a much lower priority. We are now looking ahead over the next twenty years on the basis of the recommendations made by the Education Commission which have been fully discussed and broadly accepted. It appears from these that, in the days ahead, we shall have to continue broadly the programmes of expansion undertaken so far with three major changes. *First*: we will have to accelerate the expansion of primary education, improve its quality and effectiveness, and make a determined effort to liquidate adult illiteracy; *Second*: we must control the indiscriminate expansion of general education at the secondary and university education and relate its development closely to the availability of adequate resources and the need for higher standards; and *Third*: we have to develop vocational and professional education at the secondary and university stages in accordance with the man-power requirements and employment opportunities. In addition, we shall accord a very high priority to selected programmes of qualitative improvement capable of transforming the educational system with a view to relating it more intimately to the life, needs and aspirations of the people, and treating these programmes as the core of our planned efforts. The task that faces us in educational reconstruction in the future is thus far more complex and difficult than what we had to deal with in the past.

This situation can be met effectively only if we put in our best efforts simultaneously in a number of directions. First of all we must strive to get a higher priority accorded to education than in the past and secure for it a much larger allocation of funds from the Central and State resources than would be possible on the basis of earlier policies. At the same time we must make efforts to supplement these allocations from Central and State funds by raising the largest possible resources through local authorities, voluntary organisations, and contributions and donations from parents and the local communities. People are willing to pay for education provided we can devise a system under which the funds raised by them alongwith some grant-in-aid from State or Central funds, remain their close concern for providing better educational facilities for their children. Our administrative and grant-in-aid policy will therefore have to be suitably modified to exploit these possibilities of financial support to their maximum. Side by side, we will have to make intensive efforts to reduce unit costs in education—both recurring and non-recurring—and also provide for better and more intensive

utilisation of all existing facilities by creating a climate of hard and sustained work. This is the great challenge to the administrator and the planner, and our response to it requires all the guidance that educational research can offer and all the ingenuity, the faith on the dedication which we can bring to our calling.

III

All this calls for an intensive effort for improving our techniques of planning and implementation. It is here that the Ministry of Education and the State Education Departments will have to work together continuously and receive guidance and support from the Planning Commission, and from all these forces and agencies that are deeply in the development of education. I therefore deem it a good augury that both Dr. Gadgil, the Deputy Chairman of the Planning Commission and Dr. Nag Chaudhuri, Member responsible for Education in the Planning Commission, are here to advise us on our approach to the Fourth Five Year Plan, and that our dynamic and dedicated Minister of Education, Dr. Triguna Sen will be giving us the benefit of his advice on this subject tomorrow. I am sure that, under their inspiring leadership we shall be able to turn over a new chapter in educational planning and devise suitable programmes which will enable us to achieve worthwhile results in education in spite of the general paucity of the resources available.

On behalf of my colleagues, the Education Secretaries gathered here and myself, I now request Dr. Gadgil, to kindly inaugurate the Conference.

APPENDIX D

INAUGURAL ADDRESS BY PROF. D. R. GADGIL, DEPUTY CHAIRMAN, PLANNING COMMISSION

A number of considerations combine to vest this Conference of State Education Secretaries, to consider proposals for the Fourth Five Year Plan, with special significance. Circumstances which made it impossible to finalise in time the Draft of the Five Year Plan for the period 1966—71 and led to an interval of three years of only Annual Plans have greatly changed the context in which Planning is being undertaken in India. In framing proposals for the Fourth Five Year Plan scheduled to begin from 1st April, 1969, these changes must be fully allowed for. Further, the comprehensive survey of all stages and aspects of education undertaken by the Education Commission and its recent Report particularly facilitate rethinking as regards future educational planned progress. I expect that the work of this Conference will contribute significantly towards adoption of the changed attitudes and procedures and of the new elements in thinking about education that are required to be incorporated in the next Five Year Plan.

In the inaugural address on this occasion I have no desire to dwell at length on any of the issues which you will discuss. I shall content myself with indicating what I consider to be fruitful approaches in some important fields. The main emphasis during the first three Five Year Plans in Education was on quantitative progress in established fields and on institutional diversification. This followed from the extreme backwardness of the coverage and level of general education 20 years ago and from the pressing needs of industrial development and technological transformation of agriculture. Though we have still to go a long way in all these directions sufficient progress has been made during the last 20 years to enable us to think of other things. In quantitative terms or in terms of continued expansion of educational activity the important points to note are that over a large part of the country we have not still fulfilled the Constitutional directive regarding spread of primary education. This has to have high priority in future plans. In Secondary Education and in collegiate education of the general type considerable progress has been registered in the recent past in a number of States and as pointed out by the Education Commission time has come to rationalise and regulate future growth. For a variety of reasons, this is a field that is most appropriately left to private endeavour assisted and regulated by the State. The regulation has to be governed by considerations of proper locational spread of institutions and the maintenance of a minimum quality. I do not feel that a purely restrictive attitude in

this behalf is appropriate. Educational opportunity at this level is one of the main instruments of social change and progress operating in our society. Therefore, widening of the coverage of areas and classes which have access to these opportunities must continue to be an important objective. At the same time continuing restraint of resources emphasises the need to economise in and to rationalise the process of institutional spread, and the generally expressed concern at deteriorating standards emphasises that strenuous efforts at maintaining a minimum level of quality must be made.

While, in my opinion, considerations arising out of man-power planning cannot be properly applied to the field of general education, these have full relevance to the fields of technical, vocational and professional education. This is the stage at which special effort, which is sometimes very costly, has to be made to provide for the supply of specialised workers and technicians that scientific and industrial advance demands. The institutional and other facilities brought into existence to provide this trained man-power must be linked to estimates of demand for them; firstly, because excessive supply wastes national resources and secondly, because over-supply of highly qualified technicians leads to much greater difficulties in case of unemployment than the over-supply of those with general education, as the latter can be fitted into a number of possible openings.

Careful quantitative appraisal of the present state of coverage and performance in various stages of education, the locational distribution of institutions, the training of teachers and the specialised man-power requirements of the future will all have to be undertaken in preparing plans for this aspect of educational progress. In many ways, this quantitative aspect looms the largest in our planning. The results can be impressively stated in terms of numbers of teachers and pupils involved and of expenditure incurred. However, as I have already indicated, other aspects which appear less important from this quantitative point of view now deserve very much greater attention. I shall refer in this context to a number of groups of problems. The first group is related to the concept of integration of educational activity with social living. That education should be more closely linked with social life and environment has been widely acknowledged for a long time. However, not much success has yet been attained in this direction. I may illustrate by reference to two sets of proposals in this connection, namely, that of integrating actual experience of manual and other work in the educational process and that of preparing students for national or social service through special training in this behalf. Attempts towards incorporating work-experience in education

are, at least, more than three decades old and the idea was central to "basic education". It is good to have the Education Commission reiterate it with emphasis: it is, however, not helpful to have only that reiteration. May I take the occasion to voice a general complaint I have against the Report of the Education Commission. The voluminous report has a large number of valuable and pregnant recommendations. However, for the most part, the Report fails to analyse carefully past experience in each direction, to point to the lessons of the many failures and some successes and to make concrete recommendations regarding direction and nature of experiments in the future. I would emphasise that in most directions of new endeavour it is necessary to begin with carefully planned experiments and pilot projects; only when these have proved successful should any attempt be made to recommend particular approaches for general adoption. To my knowledge, there have been as yet no successful demonstrations of integrating work experience at any stage of education in our country which can be multiplied at costs which we can afford and have results which are of significance in education. This may appear an extreme statement to make and may be largely born out of ignorance. I would very much like to be enlightened. In the other direction that of National or social service again, there is little to go upon. I consider the compulsory N.C.C. as an enormously costly failure and the idea of general national social service has yet to be concretised.

There is another aspect to this linking of education with life. This is that of coordinating the division of educational stages and the content of educational activity with the exit of students from educational institutions and, more particularly, the possibility of continuing education for the vast bulk who, properly speaking, leave educational institutions prematurely. I attach very considerable importance to this aspect of educational arrangements and, therefore, welcome the emphasis placed on part-time education, correspondence, own education etc. in the Report of the Education Commission. This is a complicated matter in which coordinated efforts of many parties will be required. Educational institutions would have to make special efforts at adaptation to fulfil these needs. Employers will have to be induced to provide appropriate conditions of work and the State may have to afford a number of facilities. This is a field in which a considerable amount of detailed local work would be necessary, especially where it is not so much upward progress in general education as progress in the level specialisation in the particular field of employment that is thought of. I would like to point out that it is in areas like these where initially the going may be difficult and the immediate results small, that the greatest input of patient plan-

ning effort is most required. In the long run, this will also be most rewarding because it adds a new dimension to educational activity and is capable of instilling a fresh hope amongst very large numbers.

Another set of problems which may be considered together relate to qualitative improvement in education. This is a field in which it is not so much experimentation or new pilot projects as honest and sincere application and a small increase in resources that is required. Qualitative improvement in education whether we look upon it as a matter of better textbooks, improved teaching methods, or examination reform depends to some extent on additional resources properly employed but to a larger extent on the ability and sincerity of teachers. Even where the teacher-student ratio, for example, may not be unfavourable, without special effort on the part of teachers, teaching methods cannot improve or the student enthused or self-disciplined. Experiments such as with internal assessment by institutions for even part of the examination have everywhere emphasised the same aspects and brought out the same deficiencies. It is not so much the resource as objectivity and a certain professional rectitude on the part of teachers and heads of institutions that seem to be required most in this behalf. Whereas, therefore, I would emphasise the need to attain a proper teacher-student ratio and to maintain minimum standards of accommodation and equipment, I would like to emphasise at least equally the importance of general acceptance of certain academic values and professional standards by the body of teachers at all stages of education—elementary, secondary and collegiate.

Problems of finance constitute another group. In this context it has to be remembered that we are not only a poor community but one in which incomes are very unequally distributed. Because of our poverty it is not possible for the State to maintain widespread and varied educational services free. At the same time the large numbers of the poor with us make it necessary that special facilities be afforded for them to make progress in education. Barring the primary stage general free education is not only not possible but, financially speaking, not also desirable. Affording free facilities to large or small the minority who can afford to pay is unnecessarily wasteful of resources in our country. Therefore, a system by which an appropriate charge for educational services is combined with a large scheme of scholarships and freeships appears most appropriate to our circumstances. The scheme adopted in some States in India through which fees of children of parents below a certain level of income are paid by the State has proved useful through affording free education to certain categories and also ensuring income from

fees to private educational effort. The main requirement in this scheme appears to be of some elaboration, as of introduction of a half-fee stage, some discrimination related to performance and a proper enforcement through laying down norms of assessment of income levels and applying them strictly. With these improvements the system should prove very useful.

Two ideas put forward by the Education Commission may appropriately be referred to at this stage. The first is that of cluster-scholarships. This is put forward in order to avoid the necessarily biased results of an external examination test. However, the Report of the Commission does not make clear in what manner and with the help of what criteria schools will be grouped together to form a cluster so as to avoid the bias. Another idea of the Education Commission which has some relevance to the education of the poorer classes and special reference to integration of the community is that of the neighbourhood schools. This also has not been, unfortunately, sufficiently worked out by the Commission. The two main difficulties that come immediately to mind in this regard are: firstly, the richest classes will always escape the compulsion of the neighbourhood schools and more importantly, until the general level of performance of the public school system such as of the municipal schools is raised very much higher, the middle-classes who are much concerned with the quality of education may unduly suffer, and, moreover, the average quality of education itself may go down in most institutions.

Finally, may I refer to some problems of planning proper. The main consideration in this behalf, in my opinion, relate to the large differences in conditions and attainments as between State and State and district and district. The social directives of the Constitution or the recommendations of the Education Commission are framed in the most generalised terms. However, what should be attempted within the next five years with available resources in a given State or locality has to be related to the existing situation with its achievements, its lacunae and its specially crying needs. It is from this point of view that I would specially commend one recommendation of the Education Commission. This relates to adopting the district as not only basis of administration but also of planning. In this planning the stages are obvious. The first is a careful assessment of the existing situation as it has developed during the last 20 years. The second is the identification of the proximate goals in the light of accepted national objectives and of the special deficiencies and requirements of the local situations. The third is an assessment of the total resources—State, community and private—which can be harnessed towards progress of education and the last is that of

the detailed planning so that the variety of goals set before the district as a whole are fulfilled through a careful and intelligent deployment of resources—financial and personnel, and optimum results obtained.

APPENDIX E

ADDRESS BY DR. B. D. NAG CHAUDHURI, MEMBER
(EDUCATION), PLANNING COMMISSION

The rapidly increasing demands for social services demonstrate the impact of the revolution of rising expectations. The demands are rapidly tending to outstrip the capacity to provide for these services. Financial resources allocated from Central and State budgets are already too small to meet the needs and desires of people. New ways will have to be found to provide services without charging it to budgetary expenditure. It seems essential that community effort and community resources should play an increasingly larger role in providing these services. It will depend on the increasing ability and the willingness of the community to do so. The State has a vital part to play in helping to create the necessary climate, producing the research inputs and giving advice to the community in the measure that it demands. The State will be responsible for supplementing these resources and seeing that they are used effectively. These are difficult but necessary exercises if the social services are going to be preserved and expanded.

The expectations of our people regarding education are building up much faster than the current ability of the Government to satisfy them. The extent to which these demands will be met will depend on the amount of the national resources that is the resources of the community, the State and the Centre, that are allocated and also on the organisation, enthusiasm and involvement of people in these efforts. In view of the constraints of resources and the legitimate and competitive demands of various national priorities a certain approach, perhaps a philosophy, needs to be decided on which will depend the resources and the efforts that should be spent on education. Expenditures on education are not merely to provide social service, they are a major factor in the creation of a suitable climate for greater economic development. Education is the only path in our country towards social equalization between rich and poor, men and women. Education is an effective instrument for developing a national outlook rather than narrow local chauvinism. Above all education is the instrument of modernization. It helps people to shed their superstitions, prejudices and inhibitions which act as brakes on social and economic progress.

There are few distinct areas of the expectations of our people regarding education at different levels. The first is education for all up to the age of 14 as envisaged in the Constitutional Directive Principles. In addition education is means to

develop such ability and skills as will give economic gains including possibly more employability. At the next level of education we are really concerned with the training which will enable the exercise of choice to be made with some sophistication about one's future career and some understanding of the technological and social issues involved in individual, national and international matters. The third level of education is the education at the professional level. It is the size and quality of the professional manpower of a nation on which its wealth and prosperity mainly depends. This is an area, therefore, in which the intelligentsia tend to be deeply concerned. There is the fourth and final level of education which is that of expertise and creativity. High quality education and training at this level is essential for some of the important tasks of national development. It is important to realise that this small but important fraction derives most of their numbers from the gifted and talented among the nation's population. The right education, training and encouragement of this group create proper conditions for such men to contribute in larger measure to national development. The Centre and States share responsibility to ensure this.

Our task is to keep in view these stages of education and to translate the needs, desires and aspirations of the people for education into the framework of fiscal and physical targets. The lack of resources creates a formidable quandary for our country. The imperative of school education, elementary as well as secondary, cannot be neglected and need much greater attention. There are rising pressures for them. The resources will be spread ineffectively thin if we try to carry out all that should be done. In addition there is the continual pressure of technical education at all levels as well as higher education. The dilemma of choices is difficult to resolve.

Since funds for education in the Fourth Plan will not be adequate to meet the expectations and requirements of our people, it is important to develop priorities. The States have responsibility for financing education and therefore of fixing priorities. The Planning Commission can only advise, persuade and influence the States with regard to these priorities. Since we cannot escape making hard and difficult choices, it is advisable to concentrate on consolidation and on a small number of essential tasks. While better facilities are desirable, there are serious existing disparities in elementary education facilities and achievements which should be progressively lessened and, wherever possible, removed. The expansion of facilities and undertaking of new schemes need to be examined carefully. Every new programme should be launched only after

it has been fully tested in field trials or in pilot projects and its full financial and other implications explored. For example, the National Service programme for college students looks excellent but a study of its financial implications could be worked out. Its effectiveness would also be demonstrated through pilot projects. There should be a built-in-provision for feed back of information on performance and periodical evaluation. Poor implementation of education schemes has been responsible to a large extent for considerable waste of effort and resources. Every effort should be made to get the maximum benefit from the investments already made. This calls for a review of the various programmes over the entire educational sector including plan and non-plan, and dropping comparatively non-essential or unfruitful programmes. The decisions on planning policies and priorities have validity if these are based on a regular flow of reliable statistical and other data. It is unfortunate that enough attention has not been given to this aspect. Apart from collection of statistical data through normal channels, surveys at regular intervals and special research studies are essential not only to evaluate the progress achieved but also to project the trends for the future. It is necessary to fill the gaps in our present information on various aspects of educational development.

To avoid wastage and to achieve maximum results, educational development, both qualitatively and quantitatively, should be closely linked with the current and projected manpower needs of the economy, which need to be kept under constant review so that serious shortages or surpluses do not emerge. Manpower forecasting has, therefore, to be considerably strengthened. State Education, Labour and Industries Departments and the State Planning Units could jointly work towards strengthening manpower deployment data and develop manpower forecasting at each State. This would considerably strengthen both the State and Central machinery for gathering information and prognosticate areas of employment.

You are perhaps aware of the decision to decentralise the Planning process in the field of education. Since education is primarily a State responsibility, the State is the right organisation to do the planning for herself. The level and needs of educational development vary from State to State and within a State from district to district. Any meaningful attempt at educational planning should take into account the conditions which obtain in each State and in each district. A uniform approach in all districts is not likely to yield the best results. A backward area might need strong financial support from the State and an advanced area may need a little or nothing. The district should,

therefore, serve as the basic unit for educational planning. A blanket formula for all districts is likely to be wasteful of State resources and not conducive to optimum results.

Each State has to consider how to make the management side of the educational enterprise more efficient. The recruitment and training of administrative and inspection personnel needs careful looking into. A School Inspector's task is not only to inspect, evaluate and assess, his task should also be to encourage, stimulate and set examples. Educational institutions and individual teachers and administrators should be encouraged to experiment with newly developed ideas in curricula, teaching methods, assessment etc. and report on the feasibility or otherwise of their adoption. A district school board could play a definitive role in the wider aspects of management.

The responsibility for providing resources for education should be shared by the Centre, State and the community. Any tendency to enlarge the area of Central responsibility beyond what is strictly laid down in the Constitution may thin the available resources and make them ineffective. The Panchayats, Municipal Boards and the Local authorities should face the task of raising resources. It should not be difficult to do so in many areas, because of the large increase in agricultural incomes. The State Governments should help the weaker areas within a State but only in a manner that does not lessen the sense of responsibility of the local community of helping themselves to the utmost of their capacity. Otherwise it will mean discrimination against more enterprising local community and crippling the efforts at self-help.

The setting up of school boards at the district level with necessary authority to take charge of education up to secondary stage mentioned earlier, will be step in the right direction. It may be a good idea to allocate funds for developmental activities over a planned period to each district, school board according to some agreed criteria of population the level of educational development, economic and social situation etc. The school boards will then be free to raise more resources from the local communities and go ahead with larger development programmes, in accordance with needs and wishes of the community. The spirit of self-reliance and a healthy competition for quicker progress should be encouraged by the State and the Centre.

The finding of resources for education at the level of elementary education to a very large extent is the responsibility of the community and local authorities. The community in the past has contributed significant resources and effort in school education. The income in most districts is higher today

than in the past. Although there has been serious diminution in local contribution to schools in recent years there is no reason why it cannot be increased significantly with some State encouragement and local effort. The most important task in elementary education for the States is to provide educational facilities to neglected areas and backward sections of the community and enable them to take advantage of these facilities. The other major tasks are expansion of facilities at the middle level, improving the training efficiency, emoluments and conditions of service of teachers expansion and improvement of school housing. Ancillary but important tasks in support of the weaker sections such as book banks, evening classes for reducing wastage and supplementary feeding programmes could be achieved by community support. The leadership of the teacher and his participation in community activity to bridge the gap between community and the school and to prevent education from accentuating instead of solving community problems are important aspects of district level planning. Encouragement and opportunities for the teacher for self improvement and communication with broader areas of education is necessary.

Financing of secondary school education should be a joint State and community responsibility, the community carrying a fair share of the burden. The raising of resources by the community leads to an involvement of the community and sharing responsibility in the performance of the school.

A lot of attention has been drawn towards secondary education in recent years. Many university teachers, administrators and public men have taken interest in the reform of syllabi teaching methods and examinations at the secondary stage. Unfortunately not very much of this has gone into our secondary schools. The main reason is the financial implications of incorporating these ideas, and the lack of training and quality of teachers. The absence of translation of these ideas into practice is also in part due to lack of communication between those who are developing these ideas and techniques and those who will use them. The equipment and facilities required, although usually modest, do carry a price tag which puts them out of reach of the teacher in the rural secondary school. The social climate also inhibits him from being unconventional. Inservice training has advantages over preservice teacher education in so far as balances between requirements of trained teachers and numbers produced are easily maintained. Inservice training which concludes with a package of modest equipment with which he has become familiar and which he can carry back to his school can largely remove this handicap.

Since the secondary school is likely to be the terminal stage of education for most of our future citizens some attention to the development of basic skills and a broad understanding of science and social issues are of some pertinence. The process of terminalisation of secondary school education should develop. The emphasis on skills, vocationalisation, and broad understanding of science and technology can help this process. There should be evening courses and other avenues of self-improvement so that feelings of frustration are countered. There should be counselling available to the students from State educational authorities to promote the necessary understanding and interest in the various avenues that are open at the termination of school education.

The terminal nature of the secondary school education for the majority of students will call for guidance and counselling to a larger extent than heretofore. Such guidance and counselling will be relevant if it includes analysis of job opportunities and possible future advancement through evening and correspondence courses in various areas.

Examination reform is very much in the air. However, in this, as in many other areas, it is desirable that one makes haste with caution. Some evaluation and pilot studies are necessary both regarding the structures of the reform and their practicability and acceptability.

The secondary school teacher is an important element in this programme. His vitality and competence can be encouraged by some efforts in two directions. The first is opportunities for advancement through a system of further training selection and assignment of more challenging tasks, including opportunities for college and university education and teaching. The second is the development of contacts and communication with neighbouring college and university faculties as well as with local industry and agriculture. The effect of such contacts should make it possible for college and university teachers, engineers and agriculturists to participate in school activities and school teachers to participate in engineering, agricultural and academic activities. In both elementary and secondary education the State has the task of creating and supplying expertise in a way that would be both effective and economic.

There have been spectacular changes in educational structure, curricula content, teaching methods and assessment methods during the last fifteen years in school education all over the world. It is necessary not only to be aware of these dramatic discoveries, it is equally important to relate them to

our own experience. If any of these new features are relevant to our schools, if they can be adopted or adapted to our circumstances and constraints of resources and training, we should certainly do so. It needs study and effort and also willingness to change, if it is for the better. The Ministry of Education has fathered the National Council of Educational Research and Training to study these new content and methods. Their expertise can be freely made use of by every State in conformity with their needs to improve and give new dynamism to their education. Financing, administration and teacher training at elementary levels is a problem of numbers. The resources of the State are likely to be strained to provide the necessary inputs. The involvement of the universities and colleges and secondary schools in these efforts, properly mobilised, may to some extent reduce the strains on the State Government. It can also help to produce higher quality and better motivated teachers. Such efforts may also help to stimulate a better social climate for introducing work experience and encouragement of talented and gifted students.

The professional, scientific and technical education is an area of joint endeavour by the Centre and States. There are problems of both quality and quantity in the various levels of such education. Our current headache is the unemployment of engineers. Other problems are either already with us unnoticed or around the corner. The two potent instruments in developing an approach to these problems are a manpower policy and wages and salaries policy. However, these can only develop through a clear elucidation of facts and a deeper analysis of our economy, our technological capability and our courage. These studies and elucidation of facts can only be carried out thoroughly by a joint enterprise of the State and the Centre.

University education has become a large sector of educational activity. It is also an area where crises are likely to loom large unless we take stock of what has been done so far and then clearly define our goals for the future. The problems of unemployment, for example, are likely to be with us for some time. Universities may not be able to solve these but they can, through closer contact with industry, agriculture and the community generally create an ambience of dynamism which to a certain extent, can combat the frustration and lack of leadership that the students generally feel.

The universities have tended to be inbred and insular. They have often not been concerned with what is going on outside their limited horizon. They have not concerned themselves with the aptitudes and the opportunities of the students they train. Their unwillingness to be receptive to change and

to entertain ideas of closer relationship with sister institutions have often led to narrow and conventional points of view. The climate of change that we desire in our society, in our nation, is in the final analysis a contribution of the universities. The universities depend mainly on the University Grants Commission and State grants. These tend to be determined in part by their academic competence and in part by their ability to provide dynamism and leadership in the society of which they are a part. You gentlemen are deeply concerned with education in your respective States carry an abiding responsibility to ensure that the universities do take up this task of providing dynamism and leadership through your encouragement.

APPENDIX F

ADDRESS BY DR. TRIGUNA SEN, UNION MINISTER FOR
EDUCATION

Friends,

As you know, we have to prepare, in the next three to four months, a new Fourth Five Year Plan in Education, which will begin in April 1969. The time at our disposal, therefore, is very short. The problems facing us in education, which were always complex and difficult, have become all the more so at present. There are also several constraints on the resources that are likely to be available for education. We, therefore, felt it necessary that we should all meet together and discuss the various issues before us in a three-day conference. I must thank you for finding this time and taking the trouble to come over here for these discussions in spite of this busy month of March. From the report I have received about your discussions yesterday, I am convinced that this Conference was timely and that it will be very useful.

I do not want to make a long speech and take your time. This is a business-conference and, therefore, I shall place before you, as briefly as I can, a few points which I would like to emphasise in the context of the new Fourth Five Year Plan.

II

I think we have to adopt a new approach to the Fourth Plan. This has several aspects.

First—We must decentralise and broadbase the planning process. In the past, we have done too much of planning at the national level, a little at the State level and almost nothing at the district or institutional levels. This must change. The States have to plan their education for themselves. We, in the Centre, can give a few broad indications but the situation varies so greatly from State to State that each State will have to decide its own priorities and its own programme of immediate action, although in the long-run we will all be aiming at the same goals. That is why I welcome your agreement to prepare a white-paper on educational reconstruction at the State level and to prepare a fairly long-term plan of prospective development of education in each State. This process has to be carried further. I would request you to begin planning at the district level. You may begin with a few districts in 1969, but you should try to cover all the districts by the end of the Fourth Plan. Similarly, it must be an important policy of the Education Department to encourage planning at the institutional

level. One of the objects of the Departmental reorganisation should be to encourage and assist each institution to prepare and implement its own educational plans.

Second—I feel unhappy about one trend which has grown in the last twenty years. Our educational system was urban-oriented and it has now become more so. Even in the past, there was always a trend to give more and better education to those who are already educated rather than to give the basic minimum education to those who have not received it at all. I am afraid this orientation of our thinking will have to change. We must put into its proper focus the rural areas and the agriculturists. We must place the highest emphasis on the spread of primary education, the development of adult literacy and the education of the young practising farmer. These will make a very great contribution to increasing productivity in the agricultural sector and ultimately in the economy as a whole.

Third—The third new approach we have to adopt is to lay greater emphasis on quality than we have been able to do in the past. More especially, we must emphasise those programmes of qualitative improvement of supervision and development of games and sports. My broad suggestion to you is this: you should earmark at least one-third of your allocation—whatever it is to these programme of qualitative improvement, the rest being still available to you for expansion which must continue.

Fourth—We must emphasise the book promotion programme. These will be of various types.

(a) For young children, we must have good books which will build up their reading interests and encourage habits of self-study. There should be some books at least which strengthen national integration. If such books can be produced in large numbers and made available in the libraries of all primary schools in the country, we will be creating a new generation.

(b) At the school stage, we must improve textbooks. The NCERT is doing good work at the national level. I would like each State to set up an autonomous corporation for textbooks, which should work in close collaboration with NCERT.

(c) At the university stage, we must develop a very good programme of producing our textbooks, in English as well as in all the modern Indian languages. A very important programme of educational reform is to adopt the modern Indian languages as media of Education at the university stage. Preparation of books for this purpose must be a high Priority programme in the Fourth Plan.

(d) Simultaneously, we should also try to build up textbook libraries in all educational institutions so that every student should have a reasonable access to books.

Fifth—We must emphasise improvement in the teaching of Science, especially at the school stage. It is the teaching of Science and the building up of a scientific outlook that will help us to modernise our society most quickly. I would, therefore, suggest that Science education should be given a much higher priority than it has received in the first three Plans.

I know that all these ideas need money. Money and more money will have to be found for education. Please try your best with your State Governments and get the largest allocation you can. Here I shall try my best with the Planning Commission to give education a high priority and I am sure that both Dr. Gadgil and Dr. Nag Chaudhuri are with me in this.

Let me congratulate you on the attempts that you are making to build up strong planning cells at the State level and in preparing your own long-term and short-term plans within the broad framework of National policy. Carry on the work further and involve all the Officers of the Department and teachers actively in the process of Planning and implementation. Convey the message to the students and parents also. Let us all try to put the entire nation to work—to work for the improvement of our education.

May I quote to you the opening paragraph of a Report on Soviet Education written by twelve eminent educationists of America? It says:

“When we came to USSR, we were told that the Russians have created a classless society in which all privileges have been abolished. From what we saw, we were convinced that this claim is totally unfounded. We found a large privileged class in Russia for whom the rest of the society toils, night and day, namely *the children*.”

It is in this spirit that we have to work.

APPENDIX G

MAJOR PROGRAMMES TO BE CONSIDERED FOR INCLUSION IN THE NEW FOURTH FIVE YEAR PLAN

(1969-70 to 1973-74)

I. *Core Programmes*—The first three plans were dominated by targets of enrolments and programmes of expansion were regarded as the 'core' of the Plan. Consequently programmes of qualitative improvement generally tended to be ignored. In the New Fourth Five Year Plan, this approach should be largely changed. The expansion of facilities at the lower primary stage (classes I—IV or I—V), should continue to have emphasis and special attention should be paid to the enrolment of girls, children of the tribal communities and of the poorest social strata such as agricultural labourers. But expansion at all other stages should be kept down to a lower key and at least a few major programmes of qualitative improvement should be regarded as the 'core' of the Plan. Among these, very high priority should be given to the following:

- (1) *Teacher Training*—In-service education; expansion of training facilities with a view to clearing the backlog of untrained teachers and raising the annual out-put of trained teachers to meet the annual demand including the provision of correspondence courses; and qualitative improvement of training institutions on the lines recommended by the Education Commission. Since the nature of the problem varies immensely from State to State, it will be necessary for each State to prepare its own plan for the expansion and improvement of teacher education and also to establish a State Board of Teacher Education to watch over its implementation;
- (2) *Revision and Upgrading of Curricula*—This should be done with a view to promoting national consciousness, emphasising character formation through cultivation of moral, social and spiritual values, improving science education and introducing work-experience and national or social service. Emphasis should be placed on co-curricular programmes, especially on the development of sports and games.
- (3) *Adoption of Improved Methods of Teaching and Evaluation*—This should be promoted through research, improved supervision, inservice education of teachers, production of literature, establishment of subject-teachers associations and the development of a Bureau of

Evaluation in each State to implement the programme of Examination reform in close collaboration with the NCERT.

- (4) *Improvement of Textbooks and Supplementary Reading Material*—At the national level, the NCERT is operating a programme for the improvement of textbooks. This should be supplemented by the development of another programme for the production of textbooks for the university stage in all the modern Indian languages and in English.

At the school stage, the NCERT is already operating a programme at the national level. In addition, it will be desirable to have an autonomous organisation in each State for textbook production which should work in close collaboration with the NCERT.

There is also need to develop a programme of supplementary reading materials for children. A scheme for production of books for children with a view to promoting national integration is being developed at the Centre under the National Book Trust and will need the co-operation and collaboration of all the State Governments. Full advantage should also be taken of programmes for the production of children's books in the private sector such as those developed by the Children's Book Trust of India, New Delhi.

- (5) *Supply of Textbooks*—At the lower primary stage, arrangements should be made to supply free textbooks to poor and needy children or in the alternative, to keep textbooks in schools and to make them available to all children during school hours. In higher primary and secondary schools, colleges and university departments, adequate textbook libraries should be built up so that every student has a reasonable access to all the textbooks he needs.
- (6) *Improvement of Supervision*—Every institution should be encouraged and assisted to prepare and implement plans of its own. Departmental supervision and aid should be so arranged that each institution would be regarded as an individual entity and allowed to grow at its best. Adequate freedom should be given for experimentation on the part of schools and teachers. The grant-in-aid rules should provide for special assistance for good work and appropriate penalisation for gross failures. The system of school-complexes recom-

mended by the Education Commission should be adopted. Supervisory machinery at the district level should be strengthened to provide adequate extension services to all institutions within the district. In-service programme for inspecting officers should be organised. Systems of panel inspections should be adopted. The departmental organisation should be reformed and strengthened for these purposes. State level organisations for qualitative improvement such as the State Institutes of Education should be further strengthened and developed.

- (7) *Student Services*—Student services should be developed on a priority basis. Institutional arrangements should be made for special guidance to talented and backward students. Pupil-self-Government should be an integral part of the work of all institutions at the school stage and, in higher education, joint committees of teachers and students should be appointed in each university department and in every college to serve as a forum for the discussion and, wherever possible, for the solution of common problems and difficulties.

All these programmes need human effort and better planning and require a comparatively smaller investment in material or monetary terms. It would therefore be possible to keep these programmes as the 'core' of the new Fourth Plan in spite of the paucity of funds.

II. *Primary Education*—Here the main problem is to fulfil the Constitutional directive that good and effective education should be provided for all children till they are 14 years of age. The Education Commission has recommended that this goal may be reached in two stages—five years of education to be provided to all children by 1975-76 and seven years of education by 1985-86. From this point of view, the following programmes should be emphasised in the new Fourth Five Year Plan:

- (1) *Free Education*—Primary education (classes I—VII or I—VIII) is free in all States and Union Territories except four; Assam, Bihar, U. P. and West Bengal. An attempt was made to make it free in these States also during 1968-69 but it did not succeed owing to paucity of resources available. It is now to be included as a top priority programme in the new Fourth Five Year Plan.
- (2) *Provision of Facilities*—The Second Education Survey has pointed out the areas where facilities for lower primary (classes I—IV or I—V) and higher primary

(classes V—VII or VI—VIII) education are still inadequate or non-existent. On the basis of the findings of this survey, plans should be prepared for each State and Union Territory showing habitations where such facilities will have to be created or expanded. These proposals should then be included in the new Fourth Five Year Plan for implementation. It is hoped that, by the end of this Plan (i.e. 1973-74), facilities for lower and higher primary education will be available within easy walking distance from the home of every child.

- (3) *Increase of Enrolments*—Most of the boys in the age-group 6—11 have already been enrolled. The group of non-attending children now consists mostly of girls, tribal children and children of the poorest social strata such as, landless labourers. Efforts should be concentrated in the new Fourth Five Year Plan on the enrolment of these children and on the provision of necessary facilities and amenities for the purpose.
- (4) *Reduction of Wastage and Stagnation*—At present stagnation and wastage rates are very high at the lower primary stage (classes I—IV or I—V) and especially in class I. Out of every 100 children enrolled in class I, only two-thirds reach class II and only about one-third reach class V. Detailed plans should be drawn up for reduction of wastage and stagnation and included in the new Fourth Five Year Plan on a priority basis. The target should be to reduce wastage and stagnation to at least half before the end of the Fourth Plan period.
- (5) *Part-time Education*—There are hardly any facilities for part-time education at the primary stage at present and this prevents children, who are required to work in or for their families from availing themselves of facilities for primary education. Part-time education classes at the Primary stage should be organised in a big way. These classes will be broadly of two types: (a) part-time classes at the higher primary stage for those children who have completed the lower primary stage but are unable to continue their education further on a full-time basis; and (b) part-time classes for children in the age-group 11—17 who may not have attended school or left it prematurely with a view to making them functionally literate and thereby preventing additions to the ranks of adult illite-

rates. These classes should be started as pilot projects in the first instance and expanded in the light of the experience gained.

III. *Secondary Education*—At this stage, emphasis should be laid on the following programmes:

- (1) Proper planning of secondary schools on the basis of the second Education Survey.
- (2) Revising the conditions for recognition of new institutions with a view to ensuring adequate popular contributions and proper maintenance of standards.
- (3) Improvement of science education.
- (4) Adoption of the pattern of ten-year school recommended by the Education Commission.
- (5) Special efforts to improve conditions in rural secondary schools.
- (6) Improvement of standards and reduction of wastage and stagnation through the 'core' programmes referred to earlier.
- (7) Vocationalisation of the higher secondary stage so that as many persons as possible are diverted into different walks of life and the pressures on access to higher education are reduced.

IV. *Higher Education*—At this stage, emphasis should be allowed on the following programmes:

- (1) There is need for proper planning of colleges with a view to creating bigger institutions which tend to be more economic and efficient. Considerable restraint should be exercised in the establishment of new universities and the general policy should be to establish university centres in the first instance and to develop them into universities in due course. Conditions of affiliation of colleges should be revised with a view to proper maintenance of standards.
- (2) Enrolments in colleges and universities should be restricted on the basis of teachers and facilities available and, to the extent possible, on the basis of manpower needs or manpower opportunities.
- (3) Programme of national service and games and sports should be introduced as an alternative to NCC.

- (4) Regional languages should be adopted as media of education under a planned programme.
- (5) Development of post-graduate education and research should be emphasised.
- (6) Intensive efforts should be made to improve quality through concentration of resources and through the adoption of 'core' programmes referred to earlier.
- (7) Special attention should be given to the problem of student unrest and to ensure the smooth functioning of the system of higher education.

V. *Technical, Vocational and Professional Education*—In this sector, emphasis should be placed on the following programmes:

- (1) In agricultural education, the development of Agricultural Universities should be continued. Agricultural polytechnics should be established on the lines, recommended by the Education Commission. Primary extension centres should be established on a pilot project basis for training of young farmers and the programme should be developed in the light of the experience gained. To the extent possible, an agricultural orientation should be given to general education at the school stage, especially in rural areas, through the development of suitable programmes of work-experience and through the proper coordination of curriculum with environment.
- (2) In technical education, the balance between demand and supply should be restored through a careful assessment of employment opportunities; closer relationship should be built up between institutions of technical education and industry and programmes of production, especially of school equipment etc. should be developed. There should be greater emphasis on the development of post-graduate education and research.
- (3) Short-term training courses should be organised with a view to train young persons for self-employment and the necessary facilities for the purpose should be provided.

VI. *Adult Education*—In this sector, the following programmes should be emphasised:

- (1) Programmes for the liquidation of illiteracy should be undertaken on a massive scale and, among other measures, the scheme of national service for university students should be utilised for this purpose.

- (2) Adult education work should be developed in some selected universities on a pilot project basis.
- (3) Integrated programmes for adult education and increasing agricultural production should be developed in selected areas.

VII. *Scholarships*—Programmes of scholarships and talent search should be further developed at the secondary and university stages.

VIII. *Pattern of School and College Classes*—The pattern of school and college classes recommended by the Education Commission (10+2+3) should be adopted. The first step should be to adopt the ten-year school. The entire pattern can be adopted without much difficulty in areas where the total period required for taking the first degree is 15 years or more. Where addition of one year is involved, either at the higher secondary or the first degree stage, a phased programme of implementation should be prepared and initiated during the Plan period.

IX. *Financial Resources*—The financial resources available from Central and State funds would be comparatively limited. It is therefore necessary to emphasise the following five measures:

- (a) raising of additional resources through local authorities and community efforts;
- (b) intensive utilisation of all available facilities;
- (c) reduction of cost of school buildings and equipment;
- (d) reduction of recurring unit costs; and
- (e) large scale development of part-time and own-time courses at the secondary and university stages.

- (1) *Raising of Resources through Local Authorities and Community Effort*—People are willing to pay for education provided it results in immediate local benefit and direct advantage to the better education of their children. Attempts should, therefore, be made to levy education cesses on urban property in cities and towns and on land revenue in rural areas. The levy of such cesses can be stimulated through matching grants offered by the State Governments and administrative arrangements should be made to ensure that the people of the area who contribute to the cess have a voice in spending of its proceeds (and the grants thereon) for local purposes. For every educational institution, there should be an Education Fund consist-

ing of donations and contributions raised from the local community and, in the case of educational institutions other than primary schools, a 'Betterment Fund' levied from the students in a manner prescribed by Government. To stimulate to the development of such funds, the State should provide a grant-in-aid on the principle of equalisation. The entire proceeds of the funds should be available to the institution for its own development, either by providing new services or by expanding existing ones.

- (2) Every effort should be made to utilise the existing facilities to their utmost. The number of working days should be increased and the Working day should be lengthened. Vacations should be adjusted to meet the requirements of the institution and students or to enable the better organisation of programmes of work experience or national and social service. Libraries, laboratories and craft sheds should be open all the year round and for as long a time on each day as possible. All educational buildings should be intensively used and utilised even in vacations by designing suitable co-curricular programmes.
- (3) *Reduction of the Cost of School Buildings and Equipment*—Intensive effort should be made to reduce the expenditure on buildings to the minimum by using locally available materials and by adoption of austere and utilitarian standards. The work of the Central Building Research Institute, Roorkee, in this regard, should be fully utilised. Planning Groups for educational buildings should be set up and developed on the lines recommended by the Education Commission. The cost of equipment should also be reduced by better designing large-scale production, improvisation and careful handling. Wherever possible, facilities should be shared in common by a group of educational institutions.
- (4) *Reduction of recurring unit costs*—It is necessary to reduce unit costs in every sector. At the lower primary stage, the adoption of the double shift system will have to be seriously considered. At the secondary stage, the creation of bigger institutions will help in reducing unit costs. This programme will also apply to institutions of higher education where, in addition, steps will have to be taken to coordinate the courses provided in the different universities in a State or in the different colleges in a given area.

- (5) *Part-time Education*—Facilities for part-time education should be extended to the secondary and university stages. Opportunities should be available to students to appear at all Board and University Examinations after private study; preferably through correspondence courses.

APPENDIX H

A BROAD-BASED PLANNING PROCESS CONSISTING OF INTEGRATED PLANS AT THE INSTITUTIONAL DISTRICT, STATE AND NATIONAL LEVELS

(By SHRI J. P. NAIK)

A major weakness of our planning system is its top-heaviness. By and large, it resembles an inverted pyramid because so much of planning is being done at the top and so little at the bottom. As is well-known, educational planning is mostly done at present at the Centre—in the Planning Commission and in the Ministry of Education. It is also done, to some extent, in the State Education Departments and there is a small cell in each Directorate to look after the preparation and implementation of educational plans. Because of the Developmental grants given by the University Grants Commission, there is some attempt at planning—although often *ad hoc* and perfunctory—in the universities also. But there is some attempt at planning—although often *ad hoc* and perfunctory—in universities also. But there is hardly any planning at any other level, there are no district plans, and what is worse, no plans for educational institutions. In other words, our planning started at the top—in Delhi—and started to descend downwards at so slow a pace that, in the last eighteen years, it has come down to one more level only and has reached the State capitals of university head quarters. It has still a long way to go to reach the District level and even longer to reach individual institutions.

2. This top-based approach to educational planning has three main disadvantages. The first is that it is peripheral and does not involve the crucial areas in educational development. The educational process taken place in the class-room and hence the core of any educational plan should be the plans prepared by each educational institution. It is only these plans that can adequately deal with basic educational issues as individual attention to students, improvement of curricula, adoption of modern methods of teaching and evaluation, intensive utilization of available facilities, or establishing close contacts with the local community through programme of mutual service and support. I refuse to believe that one educational institution can be just like any other. In my view, each educational institution should have a unique personality of its own—like each individual student. It should therefore be encouraged and assisted to plan its own individual development on the best lines possible and it is only these institutional plans that can provide scope for initiative, creativity, freedom and experimentation on the part of institutions and teachers. I know that several good institutions do have such plans even

now—in fact, the existence of such plans is one of the major factors that helps them to cultivate excellence. But the formulation of such plans has not become a general movement that covers all educational institutions and such institutional plans do not yet form the basis of plans at higher levels. We do not even have district plans in which the local community can be effectively associated with schools. In the absence of such institutional and district plans, planning at the State and national levels can only remain peripheral.

3. The second disadvantage of planning from the top is that it tends to be expenditure-oriented. Plans become basically educational and programme-oriented at the institutional level. At the district level, they still continue to remain largely so but develop some expenditure-orientation. At the state and national levels, they become mostly expenditure-oriented because the Central and State Governments have the responsibility to finance educational and the most common questions raised and discussed at these levels are generally two: (1) How much can the Government provide for education, and (2) how will the allocation be spent? If this expenditure-orientation which our plans have received in the last eighteen years is to be corrected, it is essential to initiate a process of planning from below—from the individual institutions and districts—and then supplement these plans with those at the state and national levels.

4. The third disadvantage in this process of planning from above is that it does not involve the willing and enthusiastic participation of important group—inspecting officers, teachers, parents and students. My criteria of a good educational plan is that it must be known to all inspecting officers and teachers (and wherever necessary, to parents and students also), that it must be able to secure their full cooperation and that it must assign specific responsibilities and duties to each teacher and inspecting officer. This does not happen at present. I have, for instance, tried to find out how many teachers and inspecting officers know about the educational plans. These are of course known to the Planning Commission, the Ministry of Education and the Directorate of Education in the States. I have found that the District Officers generally know little about them and the subordinate inspecting officers as well as secondary and primary teachers hardly know anything. How can a plan which so few know about and in which the average teacher and inspecting officer has so little to do can ever be implemented? If, on the other hand, plans for individual institutions are prepared, each teacher and inspecting officer will have some specific tasks to do and so will most parents and students. The plan could then be a truly national plan and will stand a good chance of being implemented satisfactorily.

5. *Institutional Plans*—A major reform I propose therefore is that the present planning process which resembles an inverted pyramid should be broad-based and decentralised by introducing the system of institutional plans. In every university, there should be an academic planning board set up on the lines recommended by the Education Commission. Every educational institution should be required to prepare and implement fairly long-term plans of its own. These plans, let me emphasise, should not be like 'charters of demands' which emphasise the physical and other needs of the institution and the funds required to meet them. On the other hand, they should be like practical and pragmatic programmes of action which emphasize the best utilisation of the available facilities and human effort. They should not also be grandiose or dream-like. In fact, in the preparation and implementation of such plans, our motto should be not low aim but failure is a crime. In my view we wrongly interpret the principle that not failure, but low aim is a crime. It makes us prepare high sounding plans which look grand on paper and which enable us to escape from the hard realities of life into a utopian dream-world of our own creation. What is worse, this principle also enables us to accept a failure as something that is an inevitable and not necessarily dishonourable aspect of such plans and provides us with a psychological defence mechanism against ineffective implementation. But as you all know, this policy arouses the hopes of the people to unnecessarily high levels in the first instance and then throws them to the ground with a vengeance. It is this gap between promise and fulfilment that is largely responsible for the present mood of frustration in the public mind. I would therefore like this process to be reversed and insist that, in future, we should prefer a humble and prosaic plan that is faithfully implemented to a grandiose one which is not or even cannot be implemented in full. This new discipline of thought has to be adopted in planning at all levels. But there is absolutely no escape from it at the institutional level.

6. Several steps will have to be taken if this basic idea of institutional plans is to be successfully developed. Some of the more important of these are the following:

- (1) The State Education Departments should be oriented to a new mode of thinking. Their present insistence on rigidity and uniformity should be abandoned in favour of an elastic and dynamic approach. They should also encourage initiative, creativity, freedom and experimentation on the part of institutions and teachers. It should be their responsibility to identify good schools and to give them greater support and large

freedom to enable them to become better while, at the same time providing the necessary guidance and direction to the weaker institutions with a view to enable them to be good.

- (2) It will necessary to orientate officers of the Department as well as heads of all educational institutions in the preparation and implementation of such institutional plans.
- (3) The grant-in-aid rules should be modified from two points of view.
 - (a) The first is to provide adequate freedom to schools to make decisions on their own. This can be secured by instituting an 'Educational Fund' in each institution consisting of donations and contributions raised from the local community and, in the case of educational institutions other than primary schools, a 'Betterment Fund' levied from the students in a manner prescribed by Government. To stimulate the development of such funds, the State should provide a grant-in-aid on the principle of equalisation. The entire proceeds of the fund should be available to the institution for its own development, either by providing new services or by expanding existing ones.
 - (b) The second principle of reforming the grant-in-aid system would be to encourage excellence. The grant-in-aid to educational institutions should be divided into two parts. The first is the ordinary maintenance grant given on some egalitarian principles which will ensure the payment of teachers' salaries and a certain minimum expenditure for other items. But there should also be a special 'development grant' given to institutions on the basis of their performance. This will set up a competition for excellence among the different educational institutions and lay the foundations of a movement which, in course of time, would succeed in raising standards all round.
- (4) The different educational institutions will help each in developing this new concept of institutional plans. From this point of view, the programme of school complexes' recommended by the Education Commission deserves consideration. Under this programme, each secondary school will work in close collaboration with the primary schools in its neighbourhood and help them, through guidance services and sharing of facilities, to improve themselves. The same process

can be repeated at a higher level between colleges and universities on one hand and the secondary schools in their neighbourhood on the other. At present, the teachers at the different stages of education are engaged in a dialogue of mutual recrimination and passing the buck. For instance, the universities blame the secondary schools for sending up weak students and the secondary school pass on the blame to primary schools. The programme of school complexes recommended by the Education Commission will put an end to all this and bring the different stages of education together in a programme of mutual service and support.

- (5) A deliberate policy to encourage the pursuit of excellence will have to be adopted. At the school stage, good schools should be allowed to develop into 'experimental schools' and freed from the shackles of external examinations. A similar step should be taken at the university stage by the development of 'autonomous colleges' or a more liberal exercise of the authority vested in the Government of India to declare institutions as 'deemed universities'. Encouragement and assistance should be given to outstanding Department of Universities to grow into Centres of Advanced Study and in some universities at least, clusters of centres of Advanced study should be built up in related disciplines that strengthen and support one another.

7. *District Plans*—To strengthen the planning process, these institutional plans will have to be supplemented by the preparation of plans of educational development at the school stage in each district. The State is a fairly convenient unit for the planning of higher education, although some planning of higher education will also have to be done at the national level. But it is too big and inconvenient a unit to plan at the school stage. It would, therefore, be desirable to accept the recommendation of the Education Commission that District Education Boards should be created in every district to look after all education below the university level. Even if this recommendation is not accepted or accepted only in a modified form, there is still no escape from treating the district as the principal unit for administration, planning and development of school education:

- (a) This reform has become inevitable on grounds of sheer expansion. In 1882, the educational expenditure in the country as a whole was about Rs. 1.8 crores. Today, the expenditure on education in an average district is more than Rs. 2 crores and the educational facili-

ties provided therein are almost as large as they were in some States in 1882.

- (b) The reform has also become necessary for effective administration and better public relations. It is only from the district level that adequate extension services can be provided to schools and it is again at this level that an effective link-up can be established with the local community.
- (c) Yet another reason can be given in support of the programme. The studies made by the Education Commission show that there are very wide variations in educational development between one district and another. In fact, these are far wider than those at the State level. It therefore becomes very necessary to treat the district as a unit of development with a view to reducing the regional imbalances.

In my view, we should move toward a situation where the District Education Officer becomes virtually the Director of Education for the area and can take effective and final decisions in all administrative and financial matters and provide the necessary guidance and extension services to schools within his jurisdiction. The Directorate of Education—there may be Divisional Offices between the districts and the Directorate in large States—should largely confine itself to matters of policy, general coordination and maintenance of State level organisations for qualitative improvement.

8. *Planning at the State Level*—The planning at the State level will also have to be radically reoriented. Since education is a Constitutional responsibility of the States, effective educational planning can only be done at the State level. At present, elaborate educational plans are prepared at the national level, and there is no corresponding activity at the State level. Let it be clearly understood, however, that our national educational plans do not have any real meaning in practice because the conditions vary largely from State to State, because each State is at a different level of development and because the priorities to be adopted in the immediate future vary immensely from one State to another although the ultimate objectives towards which they are all moving might be very similar. It is, therefore, necessary to take the State as the fundamental unit in educational planning. Each State should prepare the perspective plan of long-term development spread over 15 to 20 years; and against this background, it should draw up the new Fourth Five Year Plan which will begin in 1969-70. Each State should also provide a statutory basis for education by passing an Education Act. What I would propose is that in the course of the next four or five months, each

State should prepare a white-paper on educational development within its area, publish it for eliciting public opinion, and place it before the legislature for discussion and approval. In the light of this finalised white-paper, an education bill should be introduced and passed into law before the end of the year.

9. It may be asked whether this is the right time to take such far-reaching measures. My answer is that these steps have to be taken right now without any delay. Let us remember that England published a white-paper on educational reconstruction in 1943 and passed an Education Act to give effect to its proposals in 1944. These were very dark days for Britain when the second World War was at a fever pitch and no one was sure how and when it will come to an end. The present conditions in India are certainly not so dark; and our need for such educational planning is even greater.

10. *Planning at the National Level*—If plans on these lines are prepared at the institutional, district and State levels, educational planning at the national level will have to be correspondingly altered. In my opinion, we do too much of detailed planning at the national level at present. This should cease and in future, the main tasks to be attempted in planning at the national level should be the following:

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- (a) Announcing a National Policy on Education which would give a broad directive to the State Government, local authorities and educational institutions in preparing and implementing their plans;
 - (b) Provision of guidance to State Governments in the preparation, implementation and evaluation of Plans;
 - (c) Coordination of State plans;
 - (d) Implementation of a few schemes of national significance selected in consultation with the States in the Central and the Centrally-sponsored sectors and particularly in the field of post-graduate education and research; *
 - (e) Defining minimum targets of national achievements in various sectors from time to time and assisting the less advanced States to reach them; and
 - (f) Provision of financial assistance.

This is the picture I have of a broad-based decentralised process of educational planning which we should strive to create in the country over the next five years to replace the existing system of top-based and centralised educational planning with its emphasis on the national level.

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