

PROCEEDINGS
OF
THE NINTH
EDUCATION MINISTERS
CONFERENCE

NIEPA DC



D06231

MADRAS
June 18 & 19, 1966



सत्यमेव जयते

GOVERNMENT OF INDIA ● MINISTRY OF EDUCATION

1968



Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, Sector 14, Mayapuri, New Delhi-110014
DOC. No... D-623/.....
Date... 8/2/91

CONTENTS

PROCEEDINGS	PAGE
(i) Introduction	1
(ii) Welcome Address of Shri M. Bhaktavatsalam, Chief Minister and Minister of Education, Madras	2
(iii) Presidential Address by Shri M. C. Chagla, Union Minister of Education.	5
(iv) Address by Shri Sachindra Chaudhuri, Union Minister of Finance.	18
(v) Agenda	20
(vi) Conclusions	21
 MEMORANDUM ON THE ITEMS DISCUSSED	
Memorandum on Item No. 1	
To report action taken on the conclusions of the last Conference (June, 1965).	32
Memorandum on Item No. 2	
<i>The Fourth Five-Year Plan</i>	
(i) The Fourth Five Year Plan—General Education	73
(ii) The 1966-67 Education Plan and its relation to the Fourth Plan.	93
 Memorandum on Item No. 3	
<i>School Education</i>	
(i) Improvement programmes	101
(a) Teacher Training	102
(b) Science Education	103
(c) Work Orientation and Diversification	104
(d) Other special improvements, e.g., Mid-day Meals and School Improvement with Peoples Participation.	105
(ii) Measures to check the establishment of sub-standard institutions.	116
 Memorandum on Item No. 4	
<i>National Council of Educational Research and Training</i>	
(i) Liaison between institutions/departments of the NCERT and the State Departments of Education.	118
(ii) Model Text-Books prepared by the NCERT—Use by the State Governments of.	123

(ii)

	PAGE
Memorandum on Item No. 5	
<i>Social Education including Adult Literacy</i>	
Programmes in the Fourth Plan including the Special Project drafted in conjunction with the Literacy Mission of UNESCO.FAO.	133
Memorandum on Item No. 6	
<i>Higher Education</i>	
(i) Establishment of new universities by State Governments instead of post-graduate centres.	140
(ii) The Mode Bill for regulation and control of private educational institutions*	142
(iii) University legislation and amendment of university acts	149
(iv) Coordination between U.G.C. universities in the States and the State Departments of Education.	150
Memorandum on Item No. 7	
Technical Education in the Fourth Plan—Approach and Tasks.	151
Memorandum on Item No. 8	
Sports—Development of games and sports in the country	184
Memorandum on Item No. 9	
Review of The National Scholarships Scheme—	186
Memorandum on Item No. 10	
Terminology approved by the Commission for Scientific and Technical Terminology—Use in regional languages and production of standard works.	189
Memorandum on Item No. 11	
Vijnan Mandirs	192
Memorandum on Item No. 12	
Teachers emoluments—Improvement of and Central assistance towards.	196
Memorandum on Item No. 13	
Indian Educational Service	205

PROCEEDINGS OF THE NINTH CONFERENCE OF EDUCATION MINISTERS

INTRODUCTION

The Ninth Conference of Education Ministers was held at Madras on 18th and 19th June, 1966, under the chairmanship of Shri M. C. Chagla, Union Education Minister.

The following Ministers of Education attended the Conference :

1. Shri A. Balarami Reddi . . . Education Minister, Andhra Pradesh
2. Shri D. K. Barooah . . . Education Minister, Assam
3. Smt. Indumati Chimanlal . . . Education Minister, Gujarat
4. Dr. Bhanuprasad Pandya . . . Dy. Education Minister, Gujarat
5. Shri N. E. S. Raghavachari . . . Adviser to the Governor of Kerala
6. Shri Narsingh Rao Dikshit . . . Education Minister, Madhya Pradesh
7. Shri M. Bhaktavatsalam . . . Chief Minister, Madras
8. Shri R. Venkata Raman . . . Minister, Technical Edu., Madras
9. Shri M. D. Choudhary . . . Education Minister, Maharashtra
10. Shri N. N. Kailash . . . Dy. Education Minister, Maharashtra
11. Shri S. R. Kanthi . . . Education Minister, Mysore
12. Shri M. Kithan . . . Education Minister, Nagaland
13. Shri S. P. Mohanty . . . Education Minister, Orissa
14. Shri B. S. Sharma . . . Education Minister, Rajasthan
15. Shri Kailash Prakash . . . Education Minister, Uttar Pradesh
16. Shri Sita Ram . . . Minister of Technical Education, Uttar Pradesh
17. Shri R. L. Sinha . . . Education Minister, West Bengal
18. Shri V. S. Naik Karmali . . . Education Minister, Goa, Daman & Diu
19. Shri A. S. Kankeyan . . . Minister of Education and Finance, Pondicherry
20. Shri M. L. Bhoshnik . . . Dy. Education Minister, Tripura

Dr. V. K. R. V. Rao, Member (Education), Planning Commission, Shri Bhakt Darshan, Deputy Minister of Education (Union) and Dr. A. L. Mudaliar, Vice-Chancellor, University of Madras were also present by special invitation.

WELCOME ADDRESS

By **Shri M. Bhaktavatsalam**, Chief Minister and Minister of Education,
Madras

Mr. Chagla, Mr. Deputy Minister, Mr. Vice-Chancellor, dear colleagues and friends, I should, at the outset, express my gratitude to you for accepting our invitation to hold this conference in Madras. I personally apologise to you for not being able to attend to your comforts. There have been unexpected developments and unexpected engagements and these engagements have prevented me from personally attending to your comforts. But I do hope that you will take the will for the deed and have a pleasant stay in this city. I am so happy that you have been able to come here and have the conference as scheduled.

You have before you an exhaustive agenda. You will deal with many topics relating to educational advancement. All of you would have noticed that there has been a great spurt in the demand for education. This is not only in the urban areas but also in the rural areas. People want higher education for their children. They do not merely ask for it, but come forward and offer their co-operation. Formely, people used to ask for a school in their village and they meant only an elementary school. Now in Madras there is no village without an elementary school. The demand now is for more and more of secondary schools. We in this State prescribed certain conditions for sanctioning new secondary schools. But these have not restricted the demand to any appreciable extent. We wanted a deposit of Rs. 10,000 to be paid in two or three instalments for the opening of a secondary school. But there are people who come forward and pay all this Rs. 10,000 in one lump sum. They provide the site, offer to construct buildings and insist on the school being opened during the current year. During the last three or four years we have been sanctioning hundreds of secondary schools. But still there is demand for more of them. People also want facilities for higher education and more and more colleges are being opened. I have been insisting on an initial contribution of Rs. 5 lakh for the opening of a college and people do come forward offering that contribution. During this year alone we will be having about 14 more colleges in this State.

Now the question is how to equip these institutions. Without proper equipment, quality of education in these institutions gets diluted. We attach great importance to quality and are therefore, anxious to maintain and improve standards in education. But the

problem is that we cannot ask the people to wait till we are in a position to open only well-equipped institutions. If adequate facilities are not afforded, many children of the school-going age will have to go without education and we cannot expect them to be educated easily afterwards.

There is another aspect of this problem. We have taken the decision that education should be free at the secondary stage also as in the case of elementary education. Even before we took the decision, nearly 75 to 80 per cent of the children studying in these schools received education free because of their economic condition. But there were others also who could not afford, but had to pay fees until they were able to produce income certificates. Since it is not easy to secure these certificates, it meant a lot of hardship to these children. Therefore the Government of Madras took the decision that education would be free even at the secondary stage. Some people have not appreciated our decision on the ground that this Government had made education free without providing sufficient equipment to the schools. We are doing our very best to provide schools with equipment and to improve the standards of education. We have already taken some steps in this direction and will continue to make further efforts to improve standards with the co-operation of the people.

You are aware of the provision of free mid-day meals to nearly one-third of the children studying in the elementary schools in this State. We allot 10 paise for a mid-day meal per child per day, of which Government contributes 6 paise and the rest is contributed by the panchayat and the local public. The budget for this item alone for the Madras Government has come to Rs. 212 lakh during the current year.

Then there is the movement for providing free uniforms to the children. Our experience is that wherever we supply uniforms to the children, attendance improves and there is no wastage. So far the Government did not have any part in it and the supply of free uniforms to the children was met entirely from public contribution. But now we are considering whether we could make these uniforms in our prisons and supply them free to all children. In this matter, we cannot make a distinction between the children who could afford and the children who could not afford. Moreover, this year we have decided to supply free text books also in the first three standards to all those children who are entitled to mid-day meals. We have done this because we have noticed that poor children are not able to purchase these books. And without books how can they read?

Then, to improve the standards of teaching in elementary schools, we have taken steps to provide a small library to each of them. We are thinking of steps to introduce the teaching of rudiments of science in these schools also.

About secondary schools, the problem is one of construction of buildings. The Government makes a start and the panchayat unions and the local people come forward with their matching contribution. But that is not adequate. We have to find money to construct the necessary buildings for not only the new secondary schools but also for some of the existing ones where strength is going up. Also, we have to improve teaching, particularly the teaching of science. We have to provide necessary equipment for these secondary schools, and we have to find the money for it. This is a problem which we have to consider how best to solve.

We are just in the fourth Plan and we are all aware of the recent developments and the situation prevailing in the country. We are not quite sure as to what shape the fourth Plan will take. Perhaps, it will take some time before the fourth Plan is finalised. I do not know whether items like 'Social Services' and 'Education' would be affected in view of the situation that has recently developed on account of the devaluation. We are not sure of the future but still we have to find somehow the necessary resources to provide education to the children who are very keen on receiving it.

We have to examine the question of preparing proper textbooks. We have also to consider the question of improving science teaching in the schools. Just three days ago when I was talking to the Prime Minister, she very particularly mentioned about the question relating to the preparation of proper textbooks. You will, no doubt, consider all these and many other questions.

In the end, I hope that just as any conference held in Madras turns out to be an epoch-making one, this conference also would give a lead on many matters that are pending. I hope that, with all the shortcomings as regards arrangements for your stay, this conference will prove to be a success.

May I now request the esteemed Education Minister, who is here, to inaugurate this conference? I am indeed very happy that our esteemed Vice-Chancellor is also here with us. You are aware of the cordial relationship that has been existing in this State between the Government and the University. Our Vice-Chancellor is our guide, friend and philosopher in the matter of the educational advancement, whether it is the university education or secondary

education or elementary education. I am indeed very happy that it has been possible for him to be present here apart from placing at our disposal this university building. I am grateful to him for the co-operation that he has extended in making this conference a success.

PRESIDENTIAL ADDRESS

By Shri M. C. Chagla, Union Minister of Education

Mr. Chief Minister, Mr. Vice-Chancellor, Education Minister of States and Ladies and Gentlemen,

In the first place, I must thank the Chief Minister of Madras for extending the invitation to this conference to meet in Madras and we are very grateful to him for the hospitality he has offered to us. Madras, if I may say so, is a clean, tidy and beautiful city and, I am sure, our deliberations will benefit by being held in such beautiful surroundings. I am very glad that the Vice-Chancellor of the Madras University is here. He is like a beacon light in the world of education in India and he has held the longest tenure as a vice-chancellor. I think he has now constituted a record in the Commonwealth countries of holding the post of the vice-chancellor for the longest period any one has ever held but I do not want to see him retire yet. I see that he is both mentally and physically fit and I hope he will go on making his contribution to education for many more years to come.

We are meeting here today at a time when our country is facing perhaps the most serious crisis in its history. We require re-thinking on economic matters and educational matters. We have to re-assess our objectives and we should have a clear picture as to the road which we should take and the goal we have to achieve.

As far as the third Plan is concerned, we have not only carried out the physical targets which were set by that Plan but in most of the sectors we have exceeded it. However, I am not satisfied by the fact that enrolment in the primary sector and the secondary sector has exceeded what our expectations were. It is a mistake merely to depend upon the numbers. The statistics say that 50 million students are in the primary schools and 10 million students in

the secondary schools. The question we should ask ourselves is, what sort of education are these boys and girls getting, what sort of schools are they attending and what sort of teachers have they got? In this connection, I should like to point out three or four serious defects in our educational system today. Although the enrolment is very large, we have tremendous fall-off. Students go to the first, second and third standards, and then cease attending the school afterwards. This is a great national waste. Then, there is the tremendous loss caused by failures in examinations and this means a very great national loss. Again our schools are being attended to by untrained teachers. In most States there is a very big back-log of untrained teachers. Many schools, teaching many subjects, have just got one teacher. You cannot expect a teacher to teach different subjects to the students, as he cannot be an authority on history, geography, mathematics, science and what not. These are, therefore, some of the defects that we have to attend to.

We have certain imbalances in our educational system which still continue. There are imbalances between the sexes. The education of girls still lags behind, perhaps due to social causes and other causes like lack of facilities for women teachers in villages. But our country cannot advance educationally unless the two sexes march together. I have always attached the greatest importance to women's education than to men's education. Any country where the women are not educated cannot consider itself a modern or advanced country. Then, we have regional imbalances between the tribal areas and non-tribal areas in many states. We have a large number of people who are described as tribal people. Educationally they are very backward. But let us not forget that they are citizens of our country with all the rights that the Constitution confers upon a citizen and we cannot permit these tribal areas to lag behind other areas in the States. We also have imbalances—apart from the tribal areas—in the State itself. One part of the State is advanced and the other part is not advanced. It is necessary to do away with these imbalances and to see that all sectors of our people and all regions of our country advance together in the field of education.

As regards the fourth Plan, which we are about to launch, we have decided to emphasize the qualitative aspect of education. There has been a tremendous expansion. There has been, what I might call, an educational explosion. But the time has come when we should take stock of what has been achieved and what should be achieved. I think, the most important thing we have to do in the fourth Plan is to give to education quality and also to consolidate our gains rather than think of building up new institutions and

expanding our plans or programmes. We have also decided to attach importance to science education which I shall presently deal with in greater detail and also to change the very nature of our secondary education. Instead of the secondary education being merely a formal education, time has now come to diversify our secondary education and to give to crafts and vocations the place they deserve in our education.

We have to take rapid strides towards the elimination of illiteracy and the word used is 'social education'. I am afraid we have attached very little importance to that aspect of education. I think it is a shame, a shame which we should all feel, that 250 millions of our fellow countrymen cannot even read or write. But I am convinced that we will never be able to eliminate illiteracy from our country unless there is a total mobilisation of the people with a firm determination to wipe out illiteracy. No government, whether it is the Union Government or the State Government, can afford the resources to wipe out illiteracy. It is only by means of the mobilisation of all the resources in the country, by means of voluntary efforts and by means of the popular determination that illiteracy can be wiped out.

We must also see that our poorer people receive proper education and that the imbalance between wealth and poverty as far as education is concerned is done away with, by means of scholarships. We have a fairly large scheme of scholarships but more scholarships are needed.

Now, as far as the fourth Plan is concerned, up to today Rs. 1,260 crore, as compared to Rs. 560 crore in the third Plan, have been allocated. In the third Plan the percentage was 7. Now it is 8.7. We are reconsidering the size and the nature of our Plan. But I sincerely hope that there will be no further cut as far as education is concerned. We are asked to invest more so that we can produce more. May I again remind ourselves and those who will be responsible for the framing of the Plan, that there is no better investment than the investment in education. Even from the point of view of production, an educated community can produce much more than an uneducated community. Purely from the material economic and financial point of view, education is an absolute necessity in our country. Of course there are higher considerations such as the inalienable right of a human being to receive education in a State. But I am not emphasising that. Even taking a materialistic point of view education should receive the highest priority in our next Plan. There is one appeal which I should like to make to the Education Ministers from States: Whatever the

ultimate figure that may be arrived at in the fourth Plan, sufficient amount must be allocated to the Central sector. At the Srinagar Conference last year we pointed out the importance of the Central sector. The Central sector would be responsible for qualitative improvement of education. Of course under the Constitution the States are responsible for education. I do not deny the fact that they should get a sufficient share of the Plan outlay for the purpose of carrying out various State schemes. But please do not starve the Central sector. If you want uniformity in education, if you want a national pattern of education, if you want qualitative improvement, then it is only the Central sector which would be able to achieve this.

Let me say a few words about school education. I must compliment the Madras Government for bringing about considerable improvement in school education. I think today Madras gives the lead to the rest of India. The first problem is how to stop this fall-off, how to stop students leaving schools after they have once joined it. The only answer can be to make school-going attractive. The student should not feel that he is going to the school under compulsion; the student should find pleasure in going to school and remaining in the school. It is from that point of view that various reforms have been carried out by the Madras Government and the most important is the mid-day meal programme. The Chief Minister just told us that one-third of the school students were covered by this programme. I hope the whole school-going population will soon be covered not only in Madras but also in the other States.

With regard to other reforms that are called for in school education, we want our school education to be work-oriented, to be production-oriented. We want our students to realise the dignity of labour, to understand the need for using their hands, soiling their hands and not treating their hands as something sacred so that they should remain clean and not be spoiled by work. That again means reorientation of education. Too long we have followed the British pattern of formal education in our schools teaching them the three R's teaching them the literary subjects, but we have not emphasised the importance of work and production. This we should do from the earliest stages so that the child not only works but he is satisfied as far as his creative ability is concerned. Every child like every man has a creative impulse. He wants to produce something. He wants to do something tangible. And if you give an opportunity to the child in the school, you are satisfying his urgent need. In this connection we must particularly emphasise the need for our schools being oriented towards agriculture. Sometimes we forget that 80 per cent of our people live in villages, that they

work on land and that they are tillers and farmers. Our education has never taken due note of that fact. The time has come when we should realise that more and more of our students should go into agriculture, should go on the land and should improve agricultural methods. This can only be done if we are to give a definite agricultural bias to our school education.

There is another note of warning that I will sound. The Chief Minister of Madras just said that there is a tremendous demand, a tremendous clamour from the people for more and more schools. I understand it. I appreciate it and respect the demand. I am happy that there is such a demand. But for heaven's sake let us not put up sub-standard institutions. There are enough sub-standard schools in our country and we are trying to improve their quality. Let us see that in future we will not construct any school which falls below the minimum standard so that while we wipe out the backlog, we will not create new problems for the future.

I think the time has come when we should put considerable emphasis on science education in our schools. That also has been neglected in the past. I am one of those who believe that it is only through science education that we will be able to transform our society. In many respects we are still medieval, we are still superstition-ridden, prejudice-ridden and prediliction-ridden. If we are going to wipe out this, we must bring up the next generation in a frame of mind which will make them objective and rationalistic. This can only be done through science education. Science education requires proper curriculum, proper textbooks and proper science teachers. These are all problems that have to be tackled. They are being tackled by the National Council of Educational Research and Training in Delhi. There is also another problem with regard to science education in schools to which passing reference was made by the Chief Minister of Madras. That is proper equipment for our laboratories. Here also we have set up a Workshop in Delhi where we are trying to fabricate simple school kits for science teachers. They are all indigenous. They do not require any foreign imports. We hope that the various States will make use of this pilot scheme which we are pushing through in Delhi.

As regards teacher training we have a large programme of summer schools for science teachers in secondary schools. They have been a great success. We are working these in collaboration with the United States. A large number of secondary teachers have already been trained in the teaching of science. In the summer schools, we discuss the curriculum, discuss about textbooks and discuss

about methods of imparting science education. But still a great deal has to be done. Only a small number of secondary teachers have been covered and we need many more summer schools to train our secondary school teachers.

There is another appeal I would like to make to the ministers present here. That is with regard to textbooks. I am shocked and horrified at seeing some of the textbooks which are placed in the hands of students. Only the other day I had occasion to complain to a Chief Minister of a State at what appeared in a textbook which the students were supposed to study. Even the facts were incorrect, apart from any particular bias adopted which is a different matter. Even factually, the textbook was a gross libel on education. How are we going to improve this? I am sorry to confess that there is a great deal of vested interest in textbooks. Large amounts of money are involved. Again I am sorry to confess that it is not purely educational considerations which lead to the selection of textbooks. All this has to be changed. We are doing this by producing model textbooks through the National Council of Educational Research and Training. Some books are already ready and they have been sent to the State Ministers. I have written a personal letter to the Chief Minister of every State appealing to him to look into those textbooks, have them translated into regional languages with necessary adaptations and see that they are used in schools. Let us not forget that it is the textbook that creates an indelible impression upon the young mind. That impression is a lasting impression. What he reads in his textbook he carries with him throughout his life. The philosophy he learns, the ideology he learns, the facts that he collects, are all gathered from textbooks. Therefore if you want to have a national educational policy, it is absolutely important that we should have common national textbooks. Of course conditions differ from State to State. Therefore, I say, take these textbooks, translate them into regional languages with necessary adaptations to suit the conditions of the State. Then at least you will have the guarantee that all boys and girls will be studying similar textbooks.

May I now, for a minute, revert to the question of social education programme, the elimination of adult illiteracy, I have already mentioned that we must have mobilisation of all our resources to make our people literate. But it is not sufficient to make them literate. If you just make them literate, after two to three years they would relapse into illiteracy and all the effort and all the money that goes into this work would be frittered away. Therefore along with a big drive for the elimination of illiteracy we must have necessary follow-ups. The first is the production of

necessary literature for the neo-literates. When a man becomes literate, you must get him interested in the type of literature which is easy for him to read so that literacy becomes an important weapon for getting more skills and more knowledge. Literacy by itself has no meaning unless that literacy is used for a particular purpose. Therefore we want production on a mass scale of this new type of literature.

Then, we must have an expansion of the library movement. In some States, particularly in Kerala, I was happy to find that there was a tremendous expansion of the library movement. In Kerala practically every village has a library. The State has thousands and thousands of libraries. I have just set up an advisory board for libraries in Delhi wherein various States will be represented. I want in the coming months, not years but coming months, a concerted drive to improve our libraries, to see what books are to be kept there, to see where the libraries should be located, to see how the library service can be made available to villagers and so on.

In this connection I would like to mention a new scheme that has been prepared by a team of Unesco experts that had come here and that is the scheme of "Functional Literacy". The idea is this. It is not good enough to make a man literate; we must make his literacy serve a function, a purpose. It must be functional literacy and the scheme is that you take a particular area in India which has been selected for an intensive agricultural programme. The idea is that for the time being you concentrate on literacy drive in the areas where you are concentrating on increase of food production so that the farmers, the land cultivators and the land labourers will be able to make a better contribution through the knowledge they have gained by means of becoming literate. To me this is a very attractive proposal and in the course of the Conference we will consider this. I am not suggesting that we should not take care of other regions; certainly we should. After all we have to cut our coat according to our cloth. If our resources are limited, we can concentrate on a particular area, produce the necessary results and apply those lessons that we have learnt to other parts of the country.

I would like to say a word about technical education. Here again, the expansion has been very great. May I just give you some figures. The annual admissions for degree courses have increased from 4,120 in 1950-51 to over 24,000 in 1965-66. The corresponding figures for diploma course is 5900 in 1950-51 as against 48,000 in 1965-66. The need now is not to multiply new technical or engineering institutions. May I appeal to State ministers not to demand the establishment of new institutions. What we need is expansion of

institutions which already exist. There is great scope for expansion. You have the buildings, you have the staff and you will be able to produce better results by expanding existing institutions and making use of the facilities that exist, rather than setting up new institutions which require new laboratories, new staff, new facilities and so on. We have to determine what manpower we need for our industries and for our economy. The number of engineers we produce, the number of technicians we produce must be regulated according to the manpower need of our country and from this point of view, we are considering specialised courses which will produce necessary specialists for the new disciplines which we will require in the next five or ten years in our country.

With regard to the diploma level, we must diversify the fields and also do a considerable amount of rethinking on the courses.

And finally, we must devote all our attention to the training of teachers and to providing the conditions in the technical institutions which will be conducive to their growth.

The next question I should like to deal with is the emoluments of teachers. Recently we announced increases in the scales of university and college teachers. I am sorry to say that so far barring West Bengal no other State has accepted these scales.

Assam is leading the country as far as teachers' emoluments are concerned. I hope the other States will fall in line with Assam. I hope it is a very fair proposal. The State's contribution is only 20 per cent while we are contributing 80 per cent and the scales should be accepted if we do not want higher education to suffer and I hope very soon we will have the acceptance of the proposal from all States. Apart from university and college teachers, the class of teachers which is hardest hit and to whom my heart always goes out and for whom I have the greatest sympathy, are the teachers of the primary and secondary schools. Their condition is still terrible and we have to do something to improve their lot. As the Chief Minister of Madras rightly said, the school is the pivot of our education. It is the foundation on which we have to raise the structure and if the foundation is weak, what can you expect of the edifice which will rise on it? If the teachers of primary and secondary schools are dissatisfied, disgruntled and frustrated, thinking of how to make both ends meet rather than to apply their minds to educational problems, all our efforts would be in vain. Therefore, a big effort has got to be made by the States to think about the problem. Last time at Srinagar we decided, and I think rightly, that emoluments should not form part of the Plan expenditure but should be non-Plan

expenditure. That means that the States must consider and look upon teachers in the same way as they do for their administrators and civil servants. I have never been able to understand why the States should give more attention to civil servants than to teachers. It is suggested that teachers are less important than civil servants. I must say that administration has to go on but we cannot neglect our education and therefore the States have got to find the resources to satisfy the just needs of the teachers. There is the Finance Commission appointed every five years which finds out the committed expenditure and gives the additional subsidies. But the whole of the amount has to be spent on the pay of teachers cannot naturally be met by the Union Government. It is through the additional taxation, economy and savings that a State has got to find the money to increase the salary of the primary and secondary teachers. It would be looked upon as a most important sector and the needs have got to be met just as when the Finance Minister prepares the budget he has got to find the money for civil administration, he must find the money to meet the minimum salaries which should be paid to our teachers in primary and secondary schools.

I also understand that we cannot have uniform salaries all over India. Conditions vary, costs of living vary and there will have to be variations in scales but there must be at least a bare minimum to satisfy the barest needs of a human being, and below that minimum, salaries should not be allowed to fall.

I would like to say a word about the Indian Educational Service. As you know, a resolution was passed in the Rajya Sabha to set up an all-India Educational Service. After that legislation has got to be passed. Now we sent a draft memorandum to all the States suggesting what posts should be encadred in the Indian Educational Service. Eight States have given their reactions to this memorandum but other States have not even replied. May I request the State Ministers to do something in the matter. This matter should not be delayed too long. The Indian Educational Service is important from many points of view. But to me the most important is the point of view of a national educational policy, national integration. It is only through a national education service that we will be able to achieve many of the goals which we have in mind in order to have a national educational policy for our country and I do hope that the Education Ministers in this meeting will discuss it here and will let us know their views so that we should agree on the legislative proposals and have a bill passed at the earliest moment in Parliament.

May I say a word about the Education Commission. The report is due on June 29 at a solemn ceremony. The report will be presented to me at Delhi on that day. I am very glad and very happy that the deliberations of the Commission have come to an end. I have no doubt that the report will be a historical report; not only historical from the point of view of our education, from the point of view of our country but it will also have important repercussions on education in other parts of the world. Unesco have shown great interest in the report and asked for a thousand copies and, as I said, this report will be discussed in many countries and for a very long time. But I do not want this report to meet the fate which many education reports have met with in the past. I gave them a solemn assurance when I appointed the Commission and I propose to carry out that assurance. Many a report has been pigeon-holed. I do not want this report to become merely a part of history. I want this report to be implemented and implemented as soon as possible. And I will tell you what I propose to do. After this report is presented to me, the Union Government will take tentative decision as soon as possible. A copy of the report will be sent to all State Ministers and I hope we will have your tentative reactions as soon as possible. And when we meet in October, at the meeting of the Central Advisory Board of Education where all State Education Ministers also come, we will discuss this report. Then I propose to set up immediately a cell in the Union Ministry which would devote itself all the time to the question of implementation of the Commission's recommendations which we have accepted and see that implementation is being carried out. My suggestion to Education Ministers is to do the same thing in their own Ministry, *i.e.*, to have a cell, to have an officer who would look after the implementation of the Education Commission's Report. Let us be able to say with regard to this Commission at least, that not only we had the report, not only we have read the report, not only we have appreciated the recommendations but that we have actually implemented those recommendations which were accepted.

I may say a word about devaluation. Now as far as I see the object and purpose of devaluation is to make us self-reliant; to give a fillip and a boost to our own technology, to our own indigenous talent and it is from that point of view that we have to consider the effect of devaluation on education. We have taken certain decisions which will meet the temporary difficulties which devaluation might bring about. The first and the most serious difficulty is the cost of the textbooks for students. The cost will go up by about 50 or 55 per cent and therefore we are thinking of having a scheme of subsidising students and helping them to purchase these books as most of the students are too poor to afford to buy these expensive books. That is not enough. We also want

cheap textbooks and more of them. As you know, we have already three schemes working, one in collaboration with the United States of America, another with the United Kingdom and the third with the USSR. These are all being worked to provide important technical and scientific textbooks published in these three countries and to sell them practically at one-third of the price. We propose to intensify these efforts and to produce more such textbooks. But, that again is not enough. I do not think we want this country to rely on reprints or translations alone. I think Gandhiji once said that we do not want to be a nation of translators. We must produce our own textbooks. We have enough competent professors and scientists to write the textbooks provided they are given the necessary encouragement and I would request the State ministers and vice-chancellors to induce the professors to write textbooks on various subjects. They must see that the professors are given a little time, a little secretarial assistance, etc., so that they can write the necessary textbooks which can be published in India and which will be the result of our own indigenous talent.

With regard to laboratory equipment and materials, there has been a considerable outcry against lack of spare parts and materials which have held up work. Without them, students cannot do experiments. As you know, Government of India has announced that every institution can order from abroad equipment and materials to the extent of Rs. 500 without asking for a licence and so on. This is good as far as it goes but is not enough. We have to produce our own equipment. We have to design and fabricate our own machinery and here we should requisition the services of our engineering colleges, our technological institutes and national laboratories. Yesterday I went to our Institute of Technology here. I was very happy to see that they are now designing and fabricating machinery and equipment for the use of their own institution, and I told the director and professor: that is not enough; you must do that for other institutions. We should find out what equipment is necessary, what machinery is necessary and also find out which particular institution is qualified to design and manufacture that particular type of equipment.

We have already met the problem of students who are abroad and who are getting allowance from their parents as agreed to by the Reserve Bank. We have agreed to give them a loan either for 5 years or 10 years on easy terms of interest so that this hardship to the parents might be obviated.

One thing more. If you want to print more textbooks, then we need better printing presses. Here again the Union Ministry is considering what action can be taken to increase our printing capacity.

More presses might have to be set up. Today the printing position in India is very bad. It takes months to print even official documents. If you want to have a big scheme for production of textbooks then you certainly need a much more extended programme of printing.

I would like to say a word about examinations. I said about this at one of the meetings. An unfortunate feature of our educational system has been the large number of failures in examinations. We are now actively doing research to find out how to improve our examination system and how to properly assess the merit of a student, a better evaluation of the work done by him throughout the year and not at one particular point of time when he sits in the examination and pours on the laps of examiners what he has learnt or what he has memorised.

We are also very keen on having more correspondence courses particularly for untrained teachers. That is the one simple and sure way of doing away with the backlog of untrained teachers. Teachers get the necessary expertise or experience or knowledge through correspondence courses even while they are working as teachers. It will go a long way to solve this problem.

The pilot scheme which we introduced in Delhi has been a great success. Now we want to introduce it in other universities in India. The idea is that everybody who passes the higher secondary examination need not necessarily go or ought not to go to college. But he should not be denied higher education. This higher education can be given to him through correspondence courses.

With regard to higher education I think you will appreciate the very fine work done by the University Grants Commission. I do not want to go into details. You have this note before you. There are various schemes which they have implemented consistently with the resources at their disposal. There are to things about higher education which I would like to mention. One is the importance of collegiate education. Our higher education will never improve unless we improve our collegiate education. More than 80 per cent of our students go to colleges to get their higher education. A large number of our colleges are subnormal. Therefore my suggestion to universities and Education Ministers is to have in each university a department of collegiate education. In the new university to be set up by us—Jawaharlal Nehru University—this is one of the proposals in the bill. That department should be responsible for supervising the work done in colleges, inspecting colleges, giving advice to colleges and looking into all aspects of collegiate education.

I should like to say a word about autonomy of universities. I have always regretted the fact that there should be any friction between State Governments and universities. I think we are all interested in the same cause. I have never been able to understand why there should be any friction between State Governments and vice-chancellors of universities. I attach the greatest importance to autonomy of universities. Higher education cannot flourish unless it has a free academic atmosphere. Any control or regimentation by the State Government would be most unfortunate. I wrote to all Chief Ministers suggesting that we should have a convention by which if any university legislation was to be introduced, there should be consultation between the State Ministry, the Education Ministry at Delhi and the University Grants Commission. I am glad to say that a large number of Chief Ministers have agreed to accept this convention. I think three minds are better than one. Rather than the State Ministry applying its own mind, it can also find out what the university has to say, what the Union Ministry has to say and what the University Grants Commission has got to say. Therefore, I hope that this Conference will resolve that whenever a university legislation is to be introduced there should be a convention that there would be consultation between the State Ministry concerned, the Union Ministry and the University Grants Commission.

With regard to higher education, we have started two or three new experiments which are working very well. One is the Institute of Russian Studies where Russian language and Russian literature will be taught. It was established one year ago and it is doing very well. One of the reasons for establishing this Institute was that a large number of students who go to Russia for studies have to learn the Russian language for ten months before they can study the subject. Now this can be done in Delhi itself. Time and foreign exchange are saved by this. We have started an Institute of Advanced Studies at Simla. It is also functioning well. It is a unique institution where there is no curriculum, no examination and no degree. The idea of the Institute is to give an opportunity to our scholars to do research work there and write books. There is a fine atmosphere and a very good library. They meet the academicians not only from other parts of India but also from other parts of the world and exchange ideas and produce something worthwhile.

We have taken certain decisions with regard to the reorganisation of rural institutes and briefly the decision is that out of the fourteen rural institutes we select two or three institutes which will be deemed to be universities. It will be only done after the University Grants Commission has set up a reviewing committee and

decided that the rural institutes of a certain standard deserve the status of the 'deemed' university. With regard to other rural institutes, when they come up to the same standard, we shall consider conferring the same status upon them.

Education is a very wide subject and I do not know whether I have dealt with all aspects of it. I can only place before you the highlights of what we have done in the past, what our problems are at the present hour and what are our hopes for the future. Most of the points are covered by the subject-matter of the agenda and I hope we will have fuller discussion on these subjects when we take up the work of the Conference.

ADDRESS

By Shri Sachindra Chaudhuri, Union Finance Minister

Mr. Chairman, Ladies and Gentlemen,

When I came here I felt like Antony before Cleopatra. When the lady asked the gentleman 'What you want to say?'; he said 'I did not come to talk'. But unfortunately, Mr. Chagla, who apart from being a colleague of mine is also an old, valued and respected friend for many years, likes throwing me into—I do not wish to say, den of lions, I would rather say—the arena of lions, and he always enjoys the struggle or trouble that I am put into. Now when I came here I came to listen, because I believe that 'he also serves who stands and waits'. I am prepared to stand and wait and find out what your commands are, what your recommendations are in the matter of providing finance having regard to the effect of devaluation. But I will tell you this, as I have said so often, that devaluation is a fact; it is not a decision, it is not a policy. It is just recognition of what is in the world and that recognition I could not avoid without really putting the wool over the eyes of the people of the country.

What is going to happen after devaluation? So far as the universities, libraries and institutions are concerned, there would be freedom of license in so far as the books are concerned. We are trying to get books printed, i.e. textbooks. But may I, at the same time, remind the Education Ministers that in no other country in the world there is so much change and variation in textbooks from year to year as it is here. Nor is there any other country in the world where there are so many subjects of studies. Mr. Chagla will bear me out, having been a contemporary of mine in England, that when we were students of the university we hardly spent about 10 to 12 pounds in the whole of our career on buying books. The reason was that we bought second-hand books and we had libraries where we went and studied and because of that, we did not have to buy books and if we wanted we made notes. Of course, we were not school students there. The system as you know—and Mr. Chagla knows better than anybody else—in England is—whether it is a public school or a board school,—that the student is not supposed to buy the textbooks and textbooks are bought by the schools and are left there. Unfortunately, we cannot do that here with the frequent changes in textbooks which we are having. If we do that, every year a school or college will have to go in for a large number of purchases, and it is not possible. Now I would ask you to advise me and to help me in the matter of not impeding the advancement of education in this country in any way. At the same time if you tell us your requirements of books and other such requirements which are so necessary for the purpose of propagation of education I will try to liberalise the import of books. I will not resist books being imported. So far as science and arts books are concerned, I would like the importation of books being done through the medium of universities, recognised libraries, recognised colleges and so on, so that the students and those teaching the students may not feel that there is any dearth of books in the country. In so far as this is concerned, I would request you to explore the possibility of reprinting textbooks in this country and I would ask you to think in terms of setting up, if you can, a book screening body. I am suggesting it because it has been my experience to find in book-shops books which have got no educative value and which are not good having regard to the culture of our people. I do not know how to prevent them. I am not thinking in terms of those books only which are prescribed as being inflammatory or books that inflame the passions of the young. I am thinking of other books which have got no educative value. I do not say that fiction should be rejected, but there should be limitation on them. Now, you must think as to how to try and regulate our education so as to get the maximum benefit out of importation of books and at the same time not add to the rupee cost. To that extent I shall be most grateful to you.

AGENDA

1. To report action taken on the conclusions of the last Conference (June, 1965).
2. The Fourth Five-Year Plan :
 - (i) The Fourth Five-Year Plan—General Education
 - (ii) The 1966-67 Education Plan and its relation to the Fourth Plan.
3. School Education
 - (i) Improvement programmes
 - (a) Teacher Training
 - (b) Science Education
 - (c) Work Orientation and Diversification
 - (d) Other special improvements, e.g., Mid-day Meals and School improvement with People's Participation
 - (ii) Measures to check the establishment of sub-standard institutions
4. National Council of Educational Research and Training
 - (i) Liaison between institutions/departments of the NCERT and the State Departments of Education
 - (ii) Model textbooks prepared by the NCERT—Use by the State Governments of
5. Social Education including Adult Literacy

Programmes in the Fourth Plan including the Special Project drafted in conjunction with the Literacy Mission of UNESCO-FAO.
6. Higher Education
 - (i) Establishment of new universities by State Governments instead of postgraduate centres
 - (ii) The Model Bill for regulation and control of private educational institutions
 - (iii) University legislation and amendment of university acts
 - (iv) Coordination between U.G.C., universities in the States and the State Departments of Education
7. Technical Education in the Fourth Plan—Approach and Programmes

8. Sports—Development of games and sports in the country
9. The National Scholarships Scheme—Review of.
10. Terminology approved by the Commission for Scientific and Technical Terminology—Use in regional languages and production of standard works
11. Vijnan Mandirs
12. Teachers Emoluments—Improvement of and Central assistance towards
13. Indian Educational Service
14. Any other matter with the permission of the Chairman.*

CONCLUSIONS

ITEM No. 1

Report of action taken on the conclusions of the last Conference. The Report was noted.

ITEM No. 2

- (i) **Fourth Five-Year Plan—General Education**
- (ii) **1966-67 General Education Plan and its relation to the Fourth Plan**

*The following matters were, discussed under this item :

- (i) Reduction and suitable utilisation of vacation by teachers and students both at school and College/University level.
- (ii) To consider changes that might be made in the Education Plan in the context of changed economic situation following devaluation.
- (iii) To fix the venue of the next meeting of the Central Advisory Board of Education.
- (iv) To fix the venue of the next meeting of the Education Minister's Conference.

The meeting considered the notes circulated by the Ministry of Education and by the Education Unit of the Planning Commission. The following conclusions were arrived at :—

- (i) It was observed that special provision has not been made for removing the relative backwardness of certain States/areas in regard to enrolment, particularly at the primary stage and in respect of girls. The Conference reiterated its earlier decision (June 1965 meeting) that the backward States/areas should be given special Central assistance to enable them to catch up with the national average of enrolment at the primary stage.
- (ii) Special attention should be paid by the States/Union Territories to achieve the target indicated in Article 45 of the Constitution regarding provision for free and universal education within as short a period as possible.
- (iii) The meeting considered a suggestion that a policy decision might be taken indicating free education up to the completion of the secondary stage as a desirable target. (It has already been achieved in some States, e.g. Madras). It was decided not to recommend such a policy, as the present need was greater effort and more funds to be applied (a) to removing the imbalance between the education of boys and girls, and (b) to qualitative improvement of schools.
- (iv) The meeting observed that an effort had been made in the Fourth Plan to provide in the Centrally sponsored sector, for some vital schemes of qualitative improvement, although the provisions made were not adequate. It was explained to the meeting that the reduction in the Centrally sponsored sector was due to the insistence of State Governments to keep as big an allocation in the State sector as possible. Consequently, while the Central and Centrally sponsored schemes will still provide for some schemes of qualitative improvement, these efforts will necessarily have to be supplemented substantially by State sector schemes and local effort.
- (v) In regard to Centrally sponsored schemes, the meeting unanimously suggested that the provisions in the Central sector should be on 100% Central assistance basis and not on a matching basis. It was pointed out that provisions made on a matching contribution basis create procedural difficulties in implementation and that 100% Central assistance for a particular activity does not mean that the States do not

share responsibility for the improvement: they do provide facilities for carrying out these improvements and at the end of the Plan the States provide for the recurring expenditure on these activities as committed non-Plan expenditure.

- (vi) The meeting noted with concern that the Education Plan projects of many States, and also of the Central Government for 1966-67, showed a big drop in the developmental activities as compared with (a) provisions made for corresponding schemes in 1965-66 and (b) with the proposed fourth Plan allocations for these activities. The meeting endorsed the view expressed in the note of the Education Unit of the Planning Commission that much bigger allocations will have to be made in the remaining four years of the Plan to sustain educational development and also take up important programmes of qualitative improvement as envisaged in the National Plan.
- (vii) The Conference also expressed the view that allocations should be scheme-wise and not as a block grant and that there should be no diversion from funds allocated for education to other heads. If an educational scheme could not be carried out for unavoidable reasons, then with the consent of the Central Education Ministry and the Planning Commission the money saved should be utilized for similar educational scheme of comparable priority.

ITEM No. 3—SCHOOL EDUCATION

(i) (a) Improvement of Teacher Training

The Conference endorsed the scheme of correspondence courses for imparting teacher training to the untrained teachers—elementary and secondary—already in position, with a view to clearing this backlog completely during the fourth Plan.

The Conference also endorsed the other programmes of (a) special improvement of teacher training institutions, (b) reorganisation of these institutions and (c) in-service training, for ensuring that by the end of the fourth Plan, every new recruit to the teaching profession is a trained and qualified person and that all existing teachers who need reorientation or re-training have at least one occasion in the Plan period to receive such training or re-orientation.

(b) Science Education

The Conference approved of the science education project to be implemented with Unesco-Unicef assistance. It was agreed that when the preparatory work was done in the N.C.E.R.T., the States will take up the requisite programmes in the teacher training institutions and the schools as envisaged in the project.

The Conference also endorsed the policy of strengthening science education at the elementary and secondary stages through various measures like the crash programme, which have already been initiated, as also those proposed to be taken up in the fourth Plan. In addition to the funds being provided through the crash programme, the States will take steps for strengthening of science education through State sector schemes also.

(c) Work-Orientation and Diversification

The Conference noted the new programmes intended to be initiated in the fourth Plan for introduction of work-orientation, productive activity and vocational courses. It was realised that there was a great demand and need for vocational courses of a terminal nature but schemes for this purpose, should be formulated after examining the recommendations made by the Education Commission.

(d) Other Special Improvement programmes

The Conference approved of the mid-day meals programme targets indicated in the note, with the object that the coverage may increase from 85 lakh children to 280 lakh children and areas which are not yet covered by the project may also take up the programme on a uniform basis.

- (ii) The Conference agreed with the view that steps have to be taken urgently for securing community participation in a very much larger measure for improving physical facilities in schools. A concerted nation-wide effort on the lines of the School Improvement Programme in Madras should be initiated all over the country.

ITEM No. 3(ii)**Measures to Check the Establishment of Sub-Standard Institutions**

The following conclusions were reached :

- (i) Education departments/boards of secondary education should be strict in giving recognition and should ensure observance of the norms laid down, if this is not being already done.
- (ii) A small provision for elementary school buildings has been made in the fourth Plan in the State sector. This should be utilised to supplement community effort so as to secure maximum improvement within the limited public funds available.

ITEM No. 4(i)**Liaison between Institutions/Departments of the NCERT and the State Departments of Education**

The Conference noted that the work of the various departments of the National Council of Educational Research and Training is already closely linked with the requirements of the State Education Departments and is carried out in collaboration with them and desired that this co-ordination with the State Departments should be developed further.

ITEM No. 4(ii)**Model Textbooks prepared by the NCERT—Used by the State Governments**

The Conference approved the proposal that model textbook/ supplementary materials being prepared by the NCERT be adopted for use in the States, with minimum adaptation necessary to suit local needs. The Conference desired that the preparation of these textbooks and materials should be expedited so that a large measure of uniformity in standards of textbooks may be achieved quickly throughout the country.

ITEM No. 5 : SOCIAL EDUCATION INCLUDING ADULT LITERACY**Programme in the Fourth Plan including the Special Project drafted in conjunction with the Literacy Mission of UNESCO—FAO**

(1) The Education Secretary brought out the salient features of the project of the "farmers' education and functional literacy" prepared by the Central Ministries concerned and the Literacy Mission of the UNESCO/FAO. The project envisages taking up intensive and co-ordinated programme of adult literacy and farmers' education in the high yielding variety programme areas (about 160 lakh of adult illiterate population). The Conference generally approved of the project.

(2) Conference noted the social education provisions included in fourth Plan and approved of the approach to adopt the campaign technique supported by a sustained follow-up programme to impart functional literacy, with economic development as the principal motivation therefor.

ITEM No. 6(i)

Establishment of New Universities by State Governments instead of Postgraduate Centres

In the discussions, the Education Minister, Orissa, pointed out certain difficulties in establishing postgraduate centres. The Education Minister, Uttar Pradesh, also pointed out that some relaxation will have to be given in special cases in respect of the broad policy that no new university should be started in the fourth Plan.

The Conference agreed that no new university should be started in the fourth Plan without the prior approval of the University Grants Commission.

ITEM No. 6(ii)

The Model Bill for Regulation and Control of Private Educational Institutions

After discussion of the various aspects of the proposed Bill, the Conference endorsed in principle the proposal to introduce legislation for regulation and control of private educational institutions which exploit the unwary students' keenness to acquire degrees.

ITEM No. 6(iii)

University Legislation and Amendment of University Acts

The Conference discussed the notes and agreed to the principle of consultation among the State Government concerned, U.G.C. and the Central Ministry of Education in respect of all important legislative proposals (including amendments in university acts), at the initial stage itself.

The Conference was of the view that no formal resolution on this point was necessary.

ITEM No. 6(iv)

Coordination between U.G.C., Universities in the States and the State Departments of Education

The Conference approved of the suggestion that full co-ordination should be established between the Central Ministry of Education, the State Departments of Education, the U.G.C. and the universities, in preparing, assisting and executing development programmes of each university.

ITEM No. 7

Technical Education in the Fourth Plan—Approach and Programmes

The Conference noted that there is phenomenal progress in the number of technical institutions, their admission capacity and out-turn, in the last 15 years. The out-turn of degree-level institutions has risen from 2200 to 10,280 and of diploma courses from 2,480 to 17,700. The Conference considered it important that urgent and concerted measures be taken without delay to secure fuller participation and involvement of industry in these programmes. In regard to the approach towards technical education programmes, the Conference stressed the need to assess carefully manpower requirements in various sectors in the 4th, 5th 6th and successive plans so that the intake and the courses provided in the institutions are altered suitably to meet the needs of economic development. It was emphasized that the employment of engineering graduates on jobs which could be handled by middle-level experts (diploma-holders) is not efficient utilization of the limited human resources. It was suggested that for the fourth Plan period, the stress should be on consolidation of the engineering colleges already set up, expansion being provided, as far as possible in existing institutions. The deficiencies particularly in teaching staff and equipment should be made good in these institutions. The Conference felt that there is room for increasing educational facilities at the diploma level in various branches as required by the economy of the country. With a view to ensuring that institutions of technical of education develop on the basis of a realistic appraisal of the needs of our developing economy, an assessment of requirements of technical personnel in various specialised branches and at different levels of skill, should be made as accurately as possible. It was recognised that any mistake in the assessment of requirements at this stage could lead to very serious consequences later, as it would be almost impossible to correct the adverse effect of any mistake made now.

For going into this question thoroughly and advising the Union Ministry of Education the Conference decided to appoint a committee consisting of the following :

- (i) Dr. V. K. R. V. Rao
- (ii) Sri R. Venkataraman
The Hon. Minister for Industries, Madras
- (iii) Dr. Sitaram
Minister for Industries, U.P.
- (iv) Shri G. K. Chandiramani
Addl. Secretary
Ministry of Education
- (v) Shri T. A. Desai
Director of Technical Education
Gujarat
- (vi) Dr. Dokras
Principal, Regional Engineering College
Nagpur

ITEM No. 8

Sports—Development of Games and Sports in the Country

The Conference considered the memorandum and agreed that—

(i) There should be a properly constituted Sports Council in every State and steps should be taken to enable the councils to function effectively.

(ii) As far as possible each school should have a playground and where this is not possible there should be some places reserved for students of various institutions to play.

ITEM No. 9

The National Scholarships Scheme—Review of

The Conference appreciated the procedural improvements made in the award of National Scholarships and National Loan Scholarships. They felt concerned that due to financial stringency, fresh awards in 1966-67 under the Loan Scholarships will be 8,000 less than those in 1965-66. The Conference urged upon the Central Government to see if at least the 1965-66 level of fresh awards could be restored.

The Conference also urged upon the State Governments to ensure that proper administrative machinery is set up for timely distribution of the scholarships.

ITEM No. 10

Terminology Approved by the Commission for Scientific and Technical Terminology—Use in Regional Languages and Production of Standard Works

The Conference appreciated the work being done by the Commission for Scientific and Technical Terminology. It was agreed that cells with adequate strength will be set up in each State for production of standard works, using these terms, in the regional languages on the desired scale.

ITEM No. 11

Vijnan Mandirs

The Conference recommended that the State Governments should take greater interest in setting up and maintaining Vijnan Mandirs. On receipt of information on the States schemes in this regard, the Central Ministry of Education should take up with the Planning Commission the question of allocation of funds for the scheme.

The possibility of giving Central assistance for setting up science museums should also be considered by the Central Ministry of Education.

ITEM No. 12

Teachers Emoluments—Improvement of and Central Assistance

The Conference noted that Government of India have recently decided to give assistance to the extent of 80 per cent for raising the pay scales of college teachers to the levels suggested by the University Grants Commission. Those State Governments who have agreed to take up this scheme will, in consultation with the University Grants Commission and the Ministry of Education, prepare detailed proposals so that the scales may be given effect to as soon as possible. Other States should expedite decision and formulate their proposals as soon as possible.

Regarding the emoluments of school teachers, the Chairman referred to the decision already taken at the Srinagar Conference and indicated that unlike higher education, education at primary and secondary stages is entirely a State subject and therefore States will

have to take their own decisions in the light of various factors which differ from State to State. It is, however, open to a State to make out a case for special non-Plan assistance from the Centre, for this purpose.

ITEM NO. 13

Indian Education Service

The Conference considered in detail the proposals regarding the setting up of the Indian Education Service and agreed that the Service should be established as soon as possible after considering the comments and views of the State Governments. The State Governments agreed to communicate within three months i.e. by the middle of September, 1966, their views with regard to the memorandum sent to them. The matter should then be further discussed at the next Conference or at the Central Advisory Board of Education session.

ITEM No. 14

Any other matter with the permission of the Chair

The following matters were discussed under this item :

- (i) **Reduction of and Suitable Utilisation of Vacation by Teachers and Students both at School and College/University Level.**
 - (a) The Conference endorsed the suggestion that universities should create posts of Directors of Youth Welfare wherever they have not done so. The energies of the young students should be fully developed and utilised for nation-building activities under the guidance of these officers.
 - (b) It was further agreed that the Central Ministry of Education should examine in consultation with the Ministry of Defence whether social work cannot be made part of the NCC programme.
- (ii) **To Consider Changes that might be made in the Education Plan in the context of Changed Economic Situation following Devaluation**

The Conference also set up a committee of the under-mentioned State Ministers under the chairmanship of the Union Education Minister to advise the Union Government

and the Planning Commission on the changes that might be made in the Education Plan in the context of changed economic situation following devaluation :

- (1) Chief Minister, Madras
- (2) Minister of Education, Madhya Pradesh
- (3) Minister of Education, Maharashtra
- (4) Minister of Education, Uttar Pradesh
- (5) Minister of Education, West Bengal

This Committee would also suggest the adjustment to be made to utilize effectively the revised outlays to be provided in the finalised fourth Plan.

The Union Finance Minister also addressed the Conference and laid stress on economies which may be effected in educational expenditure, specially in textbooks and standard reference books.

(iii) To fix the Venue of the Next Meeting of the Central Advisory Board of Education

Invitations were extended on behalf of the Governments of Kerala and Andhra Pradesh for holding the next meeting of the C.A.B.E. in those States. The decision was left to the Chairman.

(iv) To fix the Venue for the Next Meeting of the Education Ministers' Conference

The Education Minister, U.P., extended invitation for the next Education Ministers' Conference.

MEMORANDUM

ITEM No. I

To report action taken on the conclusions of the last Conference (June, 1965)

P A R T I

ACTION TAKEN BY THE GOVERNMENT OF INDIA

ITEM No. II : FOURTH FIVE-YEAR PLAN

Recommendation

After detailed discussion the following line of approach in respect of educational schemes during the 4th Plan was agreed upon:

- (a) xx xx xx xx xx xx
- (b) The schemes for the qualitative improvements whether they are in the State sector or Central sector should be protected by some effective device from disproportionate cuts and diversion.
- (c) As the Plan is a collective endeavour of the States and the Centre, the Conference strongly urged that the Central sector should be expanded to provide for some vital improvement schemes. It was agreed that the State Education Ministers would convince their Governments to support requisite increased provisions in the Central sector.
- (d) The Centre should provide requisite additional funds for this special assistance to remove the imbalance in these sectors. This approach will apply to 'backward' areas in advanced States also and the criterion could be the same, viz., how far below the national average that area is in this regard.
- (e) The accepted approach for qualitative improvement is three-fold :
- (i) General levelling up of all institutions to reasonable though necessarily austere norms;

- (ii) Special development of selected institutions to higher peaks of efficiency, such as development of selected secondary schools, Regional Training Colleges, Centres of Advanced Studies, etc., and
 - (iii) Ensuring that new institutions are not established at sub-standard level.
- (f) Full emphasis will be laid on—
- (i) Science education at all levels ;
 - (ii) Developing basic crafts and technology ;
 - (iii) Diversification at the secondary stage into practical terminal courses including those in agriculture ;
 - (iv) A new policy should be chalked out regarding establishment and growth of universities to avoid unplanned growth and to raise standards ;
 - (v) A large-scale programme of social education, i.e. adult literacy plus educating the farmers and the workers, through reading material as also audio-visual aids, should be taken up. Voluntary efforts on a campaign basis be supplemented and sustained by intensive follow-up. This, as Maharashtra experience shows, will require adequate funds.
 - (vi) Marshalling of community effort is needed particularly for :
 - (1) Pre-primary education,
 - (2) Physical facilities in school buildings, playgrounds, kitchen gardens, sanitary environments etc.,
 - (3) Mid-day meals and other incentives, and
 - (4) Social education including adult literacy.
 - (vii) National Fitness Corps programme should be carried out on a planned basis.
 - (viii) National Scholarships programme should be adequately expanded.

Action Taken

(c) After a series of discussions with the Planning Commission it has now been decided to allocate an amount of Rs. 380 crore for the Central sector out of the total outlay of Rs. 1260 crore allocated for education in the 4th Plan. The provision made in the Central sector is quite substantial to include the improvement schemes of education.

(d) It has not been possible to provide funds in the Central sector of the fourth Plan to give special assistance to States and Union Territories to remove imbalance in the matter of enrolment at the primary stage.

(e) A provision of Rs. 10 crore has been made in the fourth Plan for developing selected secondary schools.

(f) (i) (ii) (iii) Adequate provision has also been made for the development of science education at school stage, diversification at the Secondary stage and strengthening of craft teaching at the elementary stage.

(f) (v) & (f) (vi) (4) Attention of the State Governments and Union Territories has been drawn to these recommendations. The matter has been pursued further with a d.o. letter from the Union Education Minister to Chief Ministers of States and Union Territories with copy to Education Ministers. (Copy placed as Annexure A). A gist of replies received so far from the Chief Ministers/Lt. Governors to Education Minister's letter in question is placed as Annexure B.

(f) (vii) Expeditious steps are being taken to implement the N.F.C. programme on a planned basis in consultation with the State Governments. As a follow-up of the discussions held with the State Governments regarding the *modus operandi* for the implementation of the Programme, the States were requested to initiate necessary action for the implementation of the Programme from the academic session 1965-66, or from 1st January, 1966 where the academic session commences from that date. As a first priority during 1965-66 the high/higher secondary schools are to be covered under the Programme. The middle schools and the remaining high/higher secondary schools are to be covered in a phased programme during the fourth Plan period. As per information received from the States, generally all the States and Union Territories have accepted this Programme.

Necessary action has also been initiated to transfer the services of the National Discipline Scheme instructors to the States for the implementation of the N.F.C. programme. The draft rules framed in this behalf have been circulated among the State Governments for their concurrence and these are being examined by States.

The re-orientation training of the physical education teachers and the National Discipline Scheme instructors to facilitate their switch-over to N.F.C. is in progress. Out of the total number of 25,000 inservice physical education teachers/NDS instructors in the field about 16,000 instructors have already been reoriented under the new Programme.

An illustrated handbook on the N.E.C. syllabus for the schools has also been published to serve as the teaching aid material. Efforts are also being made to have the 'handbook' translated into regional languages.

(f) (viii) Under the National Scholarship Scheme, instead of 2650 awards per year given in the last years of the 3rd Five-Year Plan, 4000 awards will be given in the first year of the fourth Plan. The number is likely to increase in the subsequent years subject to the availability of funds.

ITEM No. III : Emoluments of Teachers

Recommendation

The Conference was unanimously of the opinion that there was urgent need for raising the emoluments of the teachers and that it would not be possible to meet the additional expenditure involved from resources of the States alone. It was also agreed that the efforts made so far, by making small, almost token, provisions in the Plan for this purpose had proved to be utterly inadequate, and that the increase in the emoluments of the teachers (not related to any specific new programme of reorientation etc. to improve efficiency as a teacher) should be treated as normal expenditure in the non-Plan sector. The money required for this programme will have to be found by the resources of the States and by special Central aid as non-Plan expenditure.

Action Taken

The decision has been noted in so far as it relates to teachers at the school stage.

The salary scales of university and college teachers have been revised as recommended by the University Grants Commission. It has been agreed to assist the State Governments to the extent of 80% of the additional expenditure involved. It has also been agreed to treat this expenditure as an non-Plan item.

ITEM No. IV : Indiscipline in Educational Institutions

Recommendation

Broadly, it was agreed that :

- (i) The co-curricular and extra-curricular activities in educational institutions should be intensified and developed purposefully to give vent to the creative energy of students and to utilise their leisure in a planned manner and for social service.

- (ii) The teachers should remain aloof from active politics and devote themselves fully to educational work. With this end in view, it should be examined whether this could be made a condition of service for all teachers and included in the grant-in-aid rules for private institutions.
- (iii) The Union Education Minister should convey to the Government of India the considered opinion of the Education Ministers that teachers' constituencies in State bicameral legislatures should be abolished.
- (iv) The autonomy of educational institutions (including universities) should be fully respected but law-breakers whether students or teachers, must be dealt with appropriately to ensure proper maintenance of law and order.
- (v) Parent-teacher associations should be established and they should exercise their influence to avoid indiscipline amongst the students.
- (vi) The age of admission to universities/colleges should be raised.
- (vii) Students may study and understand political system and their working but not indulge in *active* political work.

Action Taken

(i) (ii) (iv) to (vii) In so far as the Ministry of Education is concerned the question of indiscipline among students is being examined by the Committee appointed by the University Grants Commission. Its report is awaited.

In regard to (i), it may also be added that certain schemes under co-curricular and extra-curricular activities for the benefit of the student-youths with a view to helping them to utilise their leisure properly and usefully are being pursued. The schemes implemented are as under :

1. Scouting and Guiding
2. Students Tours
3. Setting up Youth Welfare Boards and Committees
4. Holding Youth Leadership and Dramatic Training Camps
5. Youth Hostels Movement
6. Holiday Camps

In addition to these, the following are some other extra curricular activities which are encouraged in educational institutions :

- (1) Adequate emphasis has been laid on 'games and sports' activities in the National Fitness Corps syllabus drawn up for schools, and every encouragement is given in this respect.
- (2) Coaching camps organised by the States sports councils which include a good number of students of schools and colleges are financed by the Ministry of Education.
- (3) The University Grants Commission meets 50% of the salaries of the N.I.S. trained sports coaches appointed in the universities/colleges.
- (4) The Abul Kalam Azad Trophy is awarded to a university showing best participation in the national and international sports events in a year.
- (5) An Inter-University Youth Festival, is held which promotes intellectual understanding and emotional integration. The Festival could not be held last year due to national emergency.
- (6) All universities in India have been advised to set up mountaineering clubs. Financial assistance is rendered by the Ministry for the mountaineering training camps organised by the universities with the help of trained instructors.
- (7) The labour and social service camps are held in rural areas with a view to inculcating a sense of dignity of manual labour among students and other youths. They offer *shram-dan* for the construction of minor projects for the benefit of the community.
- (8) At college level, N.C.C. is compulsory and the training imparted under it makes them self-reliant and useful to the nation. It equips them to perform important and essential duties during emergency.

(iii) The recommendation is still under the consideration of the Ministry of Law.

ITEM No. V : Recommendations of the Sapru Committee on higher Education

Recommendation

The States agreed to examine expeditiously the recommendations of the Sapru Committee and to send to the Centre their views and suggestions.

Action Taken

So far replies from ten State Governments have been received. The remaining State Governments have been reminded to expedite their replies.

ITEM No. VI : Recommendations of the Committee on 'Model act for University'

Recommendation

The Chairman informed the State Education Ministers that the report will be circulated to all State Governments when it is finalized. There was some discussion on the question of age of vice-chancellors and the system of their appointment.

It was agreed that the States will examine the Report on the Model University Bill and will communicate their views and suggestions to the Union Education Ministry.

Action Taken

Except the Government of Rajasthan, no other State Government has communicated its views or made any suggestions.

ITEM No. VII : Indian Educational Service

Recommendation

The Union Education Secretary introduced the subject by stating that the item relating to the Indian Educational Service was discussed in a meeting of the Education Secretaries immediately before the Education Ministers' Conference and that there was some difference of opinion among the Secretaries regarding three main points, namely,

- (i) inclusion/exclusion of teaching and research posts in the proposed service,
- (ii) promotion quota in the Indian Educational Service,
- (iii) the initial constitution of the service.

It was suggested that the State Governments should work out the details and make appropriate suggestions. It might be useful to have the matter examined at the State level by an inter-departmental committee including the Department of Finance who should go into the financial aspect also.

It was emphasised that since the States had already agreed to the Scheme in principle, what was needed was a quick examination of details. The Union Education Minister stressed that the establishment of the Service should be expedited in the interest of national integration and improvement of educational service.

Action Taken

The State Governments were requested to furnish their comments on the draft memorandum on the constitution of the Indian Educational Service and the details of the posts that might be encadred in the Service. Only eight State Governments sent their comments of which seven furnished the details of the posts to be included in the Service. From the replies received it is observed that the State Governments hold divergent views on important issues like (i) pattern of encadrement of posts in the Service, (ii) inclusion of teaching and research posts, (iii) promotion quota for the State service officers etc. It is proposed to discuss these points in the forthcoming Conference of Education Ministers so that final decisions can be arrived at speedily and the Indian Educational Service constituted without avoidable delay.

ITEM No. VIII : Equivalence of standards at the School Stage for facilitating Inter-State mobility of Students

Recommendation

It was agreed that for facilitating the mobility of students and people from one State to another, the proposed equivalence of classes under different patterns of schooling periods in different States should be accepted, with the addition that admissions to the first year of the intermediate colleges (where they are still functioning as in Uttar Pradesh) will be given only to students who have passed a public examination of the high school standard.

Action Taken

The State Governments were requested to implement the equivalence formulae agreed to by the Conference, vide this Ministry letter No. 15-1/65-BSE-2 dated 1-10-1965 (Annexure C). The Union Territories have been directed by the Education Secretary to implement the equivalence formula recommended by the Conference. Among the States, replies have so far been received from four, namely, Andhra Pradesh, Kerala, Maharashtra and Mysore.

- ITEM No. IX : (a) Preparation of Standard Textbooks for some basic subjects for use all over the country
- (b) Translation Into Regional Languages of Good School Books In Use In Foreign Countries

Recommendation

It was agreed that the model textbooks being prepared by the National Council of Educational Research and Training will be adopted all over the country; they should be sent to the States as soon as they are ready so that translation into regional languages could be taken up expeditiously.

Action Taken

In the meeting of the National Council of Educational Research and Training held on 4th June, 1965 it was decided that the programme of preparation and production of textbooks should be expedited and the State Governments should be requested to adopt or adapt the books produced by the Council. For this purpose, as soon as the manuscripts of books were finalised, copies should be sent to State Governments who should make arrangements for translation, printing and production in their respective areas.

In view of the above decisions, necessary steps have been initiated by the Council to correspond with the State Governments.

ITEM No. X : Report of the Indian Parliamentary and Scientific Committee on Science Education in Schools

Recommendation

The Conference generally commended for consideration the recommendations contained in the report and suggested that necessary follow-up action be taken, in the light of this report and subsequent thinking on the subject.

It was further agreed that the recommendations of the Committee alongwith other recommendations on the same subject made by the Unesco Team should be carefully examined by the National Council of Educational Research and Training, and specific suggestions put up for the next meeting of the Central Advisory Board of Education.

Action Taken

The recommendations have been examined in the National Council of Educational Research and Training and further action will be taken in consultation with the Ministry of Education.

ITEM No. XI : Naming of Universities after 'Prominent Leaders' or Donors—Question of Formulating Uniform Policy for Adoption by all State Governments.

Recommendation

After a useful discussion on the subject, it was agreed that generally the policy of not naming universities after individuals (with the exception of world figures, after their death) was sound.

Action Taken

The recommendation has been noted.

ITEM No. XII : Shortage of Teachers in Science and Mathematics—Measures to Improve the Situation.

Recommendation

The Conference suggested that intensive and well planned efforts on the requisite scale should be initiated to meet the shortage of teachers of certain categories e.g., English and Science subjects.

Action Taken

The matter is still under consideration of the National Council of Educational Research and Training.

ANNEXURE A

EDUCATION MINISTER, INDIA

No. F. 14-2/66-SEU. 1

New Delhi, 5th March, 1966.

My dear Chief Minister,

In recent years the problem of illiteracy in the country has been figuring prominently, particularly in the context of our programmes of educational and economic development. Although the percentage of literacy in the country has risen steadily as a result of sustained efforts made by the State and voluntary organisations, the fact remains that the number of illiterate adults in the country has risen and the present number is estimated to be between 150 to 275 million. There is a growing realisation that our social objectives as also our economic development are closely linked with the eradication of illiteracy and suitable follow-up programmes for sustaining the literacy of the neo-literate.

In September 1965, the World Congress on Eradication of Illiteracy met in Tehran, analysed the position critically and came to the following conclusion:

“Adult literacy, an essential element in over-all development, must be closely linked to economic and social priorities and to present and future manpower needs. As a result, all efforts should tend towards functional literacy. Rather than an end in itself, literacy should be regarded as a way of preparing man for a social, civic and economic role that goes far beyond the limits of rudimentary literacy training, consisting merely in the teaching of reading and writing Literacy teaching should be resolutely oriented towards development and should be an integral part, only of educational planning, but also of plans and projects for development in all the sectors of the national life.”

Experience has pointed to the need of taking up a massive programme of eradication of illiteracy on a campaign basis, rather than linking up our targets in this field to the effort which may be made by paid workers in a limited sector. Some States have recently tried with conspicuous success the campaign methods, for example, Maharashtra and Assam. In these experiments, community enthusiasm and participation have been secured so as to accelerate the pace of the literacy movement—many villages have become 100% literate. This is a direction in which efforts have to be made throughout the country and without further loss of time.

To make our literacy drive meaningful, it is necessary to have a well-thought-out follow-up programme and also to link literacy with economic developments. Special steps will have to be taken to produce educative material suited for the special needs of the neo-literates whether they be workers on a farm or a factory and various media of mass communication will have to be mobilised.

The fourth Plan allocations for Social Education including adult literacy are intended to provide for the strengthening of literacy achieved through mass campaign methods. Of course, this provision is only a part of the total effort required. This effort will have to be put in by the entire community and sustained by a suitable programme under Agriculture, Industry, Labour, Community Development, Public Health and various other departmental agencies. It is also necessary that the programmes should be taken up in all parts of the country so that some parts do not lag behind others.

My particular objective in writing this letter to you is to ensure that the vital importance of this programme is underlined again and the necessary mobilisation of community effort as also coordination of departmental activities is ensured.

I shall be grateful to know your views and plans in this regard. I am sure the difficulties in taking up this fight against illiteracy with a greater sense of urgency can be removed if all of us strive towards that end with determination, making the fullest use of all agencies and possibilities.

With kind regards,

Yours sincerely,
(Sd. M. C. Chagla)

ANNEXURE B

GIST OF REPLIES RECEIVED TO EDUCATION MINISTER'S LETTER TO THE CHIEF MINISTERS/LT. GOVERNORS OF ALL THE STATES AND UNION TERRITORIES STRESSING TO LAUNCH LARGESCALE PROGRAMME OF SOCIAL EDUCATION AND STARTING OF PILOT PROJECTS ON THE RECOMMENDATIONS OF THE LAST EDUCATION MINISTERS' CONFERENCE

NAME OF THE STATE

ACTION TAKEN ON PILOT PROJECTS
AND EDUCATION MINISTERS' LETTER

1

2

- | | |
|--------------------------|--|
| 1. <i>Andhra Pradesh</i> | Pilot project for adult literacy has been introduced in the three selected blocks of the State, namely, Atchampet block of Telangana, Podalakur block of Andhra and Kodigenahalli block of Rayalaseema. There are two thousand adult illiterates under a four month training in each of these three blocks. Efforts are being made to locate one project, at Mahbubnagar, of Unesco literacy projects through and with the efforts of Dr. and Mrs. C. D. Deshmukh. |
| 2. <i>Gujarat</i> | A scheme is being drawn up for launching massive campaign with the resources available from the Education sector and from the block funds of the community development department. |
| 3. <i>Kerala</i> | The matter had been discussed with the Planning Commission and the Planning Advisory Board and in view of the fact that there is almost hundred per cent literacy among the younger population and that to improve quality of literacy the State has almost outstripped its resources, there is no need for launching any programme as suggested by the Education Minister. |

However, the question of developing the library movement further and production of suitable literature is being examined.

1

2

4. *Mysore* To make the campaign successful it is necessary to have a follow-up programme and link illiteracy with economic development.

The State Government proposes to take up the adult education work from the voluntary bodies and put it under the D.P.I. 150 follow-up books for neo-literates on several subjects are being prepared and a net-work of rural libraries has been developed and a Library Act has been passed. With a view to eradicate illiteracy among rural population it is proposed to start Vidyapeethas for imparting training to rural youths. But, for all these programmes financial help from the Centre is necessary and unless sufficient financial help is forthcoming the State will not be able to launch its programme of eradication of 50% illiteracy by the end of IV Plan with its limited resources.

Have found it difficult to follow the pattern of Gram Shikshahen Mohim in regard to the duration of 4-month period of a class, as it is considered a very short period for functional literacy follow-up work. And it is necessary to pay some remuneration to the teachers engaged in the programme.

5. *Assam*
 6. *Himachal Pradesh*
 7. *Madhya Pradesh*
 8. *Madras*
 9. *Maharashtra*
 10. *Manipur*
 11. *Punjab*
 12. *Rajasthan*

} Interim reply received.

ANNEXURE C

COPY OF LETTER NO. 15-1/65-BSE-2 DATED THE 1ST OCTOBER, 1965, FROM SHRI P. GANGULEE, DEPUTY SECRETARY, MINISTRY OF EDUCATION, NEW DELHI TO THE EDUCATION SECRETARIES OF ALL STATE GOVERNMENTS/ UNION TERRITORIES

SUBJECT: Equivalence of School Classes in different States and Union Territories

Sir,

I am directed to say that the question of equivalence of school classes in different States and Union Territories has been under the consideration of the Ministry of Education for some time.

2. A note on "Equivalence of School Classes in Different States and Union Territories" was discussed at a meeting of the Directors of Public Instruction/ Directors of Education held at the time of the C.A.B.E. Session on October 8, 1964 with a view to find a generally acceptable formula.

3. The above meeting generally agreed that the equivalence formulas stated below may be adopted:

- (i) A child migrating from a ten-year high school to another ten-year high school, or from an eleven-year higher secondary school to another eleven-year higher secondary school should be admitted to the same class as he was studying in.
- (ii) In the case of a child migrating from a school where the duration of the school course is different from that in the school to which he is migrating—the top classes leading to the high school examination should be considered equal and the equivalence in the lower classes should be worked out on the basis of number of years required to reach the top class.
- (iii) A child migrating from a 11-year high school to a 11-year higher secondary school should be admitted to one class lower.
- (iv) A child migrating from a 11-year or 12-year or 13-year higher secondary school to a 11-year high school course should be admitted to one class higher.

NOTE.—Higher secondary would in these context include the Intermediate classes of Uttar Pradesh and the P.U.C. classes.

(ii) At the primary stage (Classes I to V) the Headmaster may have the discretion to admit a student to one class higher than that to which he may be eligible on the basis of this equivalence formula, if, on testing the child, he thinks him to be fit for the higher class.

4. These recommendations were considered by the Education Ministers' Conference (June 1965). The Conference agreed that for facilitating the mobility of students and people from one State to another, the proposed equivalence of classes under different patterns of schooling periods in different States should

4—12 M. of Edu./67

be accepted, with the addition that admissions to the first year of the Intermediate colleges (where they are still functioning as in U.P.) will be given only to students who have passed a public examination of the high school standard.

5. It is requested that necessary action may now be taken by the State Governments/Union Territories to implement the above decisions. A report regarding the action taken by you in this regard may kindly be sent to this Ministry at an early date.

6. The receipt of this letter may kindly be acknowledged.

Copy forwarded to D.P.Is./D.Es. of all State Governments and Union Territories.

PART II

ACTION TAKEN BY STATE GOVERNMENTS AND UNION TERRITORIES

ITEM No. II : Fourth Five-Year Plan

Recommendation

After detailed discussion the following line of approach in respect of educational schemes during the 4th Plan was agreed upon :

(a) The States will re-scrutinise their 4th Five-Year Plans in the light of the comments made by Union Education Ministry and of the discussion at conference so as to ensure that the requisite readjustments are made *in-time*.

(b) The schemes for the qualitative improvements whether they are in the State sector or Central sector should be protected by some effective device from disproportionate cuts and diversion.

(c) As the Plan is a collective endeavour of the States and the Centre, the Conference strongly urged that the Central sector should be expanded to provide for some vital improvement schemes. It was agreed that the State Education Ministers would convince their Governments to support requisite increased provisions in the Central sector.

(d) States which are backward, in primary enrolment and in teacher-training, should give necessary priority to, and recognise the urgency of, these schemes and ask for special Central assistance to

make up the leeway between their maximum efforts and the national average in these sectors. The Centre should provide requisite additional funds for this special assistance to remove the imbalance in these sectors. This approach will apply to 'backward' areas in advanced states also and the criterion could be same viz., how far below the national average that area is in this regard.

(e) The accepted approach for qualitative improvement is three-fold :

(i) General levelling up of all institutions to reasonable though necessarily austere norms;

(ii) Special development of selected institutions to higher peaks of efficiency, such as development of selected secondary schools, Regional Training Colleges, Centres of Advanced Studies, etc., and

(iii) Ensuring that new institutions are not established at sub-standard level.

(f) Full emphasis will be laid on—

(i) Science education at all levels;

(ii) Developing basic crafts and technology;

(iii) Diversification at the secondary stage into practical terminal courses including those in agriculture;

(iv) A new policy should be chalked out regarding establishment and growth of universities to avoid unplanned growth and to raise standards;

(v) A large-scale programme of social education, i.e., adult literacy plus educating the farmers and the workers, through reading material as also audio-visual aids, should be taken up. Voluntary efforts on a campaign basis be supplemented and sustained by intensive follow-up. This, as Maharashtra experience shows, will require adequate funds.

(vi) Marshalling of community effort is needed particularly for :

(1) Pre-primary education,

(2) Physical facilities in school buildings, playgrounds, kitchen gardens, sanitary environments etc.,

(3) Mid-day meals and other incentives, and

(4) Social education including adult literacy.

(vii) National Fitness Corps programme should be carried out on a planned basis.

(viii) National Scholarships programme should be adequately expanded.

Action Taken

ANDHRA PRADESH

The outlay for General Education for the fourth Five-Year Plan has since been agreed to be raised from Rs. 51.50 crore to Rs. 54.70 crore. The fourth Plan for the State was revised in the light of the guidelines. The State Working Group on Education also approved the revised Plan. The amounts allotted in the revised Plan are more favourable to the different sectors of development than suggested by the Government of India.

(d) As an advance action of providing training facilities for the teachers' requirements of Fourth Five-Year Plan, 18 new training sections with an intake capacity of 900 have been opened during 1965-66.

(e) (ii) During the Third Five-Year Plan the scheme envisaged by the Government of India for the development of higher secondary/multipurpose school into an experimental multipurpose school was considered and deferred in view of the national emergency.

(e) (iii) So far as government schools are concerned, the existing middle schools are being upgraded, whenever there is demand, by providing a teacher for one section with an amount of Rs. 1000 towards equipment and furniture as non-recurring expenditure.

(f) (v) A pilot project (Centrally sponsored scheme) has been recently sanctioned by the Government. The scheme is proposed to be implemented in these selected blocks the details of which are specially under examination by the Director of Public Instruction.

BIHAR

(e) (i) The proposals of the fourth Five-Year Plan have attempted to secure this. Adequate provision will be made in the 4th Plan for augmenting the strength of qualified teachers for elementary and secondary schools, equipment for science laboratories and also for the construction and repairs of school buildings.

(e) (ii) It is proposed to establish 150 model elementary schools for boys and girls at selected build-up and urban areas and block headquarters with fully qualified and adequate staff including those qualified to teach science and crafts, besides small science laboratories and workshops as well as library facilities. At the secondary stage, it is proposed to establish six comprehensive residential type multipurpose schools.

(e) (iii) Adequate precaution has been taken to see that sub-standard institutions are not established in future, either at the elementary or at the secondary stage.

(f) (i) The proposals of the fourth Plan make ample provision for science education at all the levels—elementary, secondary, and university. The need for providing science laboratory equipment and qualified staff to teach science subjects will be kept in mind.

(f) (ii) Crafts, in general, are being practised by all the Basic schools and traditional elementary schools under the integrated syllabus. During the fourth Plan, however, it is proposed to make practice of basic crafts intensive in 100 selected Basic schools, by providing suitable workshops and adequate tools and plants.

(f) (iii) This State has been a pioneer in so far as diversification of courses at the secondary stage is concerned. This was first introduced in 1950. This diversification envisages courses in Humanities, sciences, crafts, commerce, agriculture, engineering and home science. The courses which are more popular are Humanities, sciences and commerce. Only a few schools provide for engineering and agriculture. Home science is confined to girls' schools. Effort will be made to make schools adopt by the large vocational courses in engineering as well as agriculture.

(f) (vi) (1) Except for four pre-primary schools which are attached to Government training institutions since 1948, all other pre-primary schools, nursery, Montessorie or Kindergarten, have both been sponsored and managed by voluntary organisations which have been given grant by Government on *ad hoc* basis.

(2) This has been attempted throughout. Local communities have been approached in course of enrolment drives every year for the construction of school buildings and provision of lands for play-fields and surface percolating wells, kitchen gardens etc. The State Government will no doubt see to it that attempts to enlist and obtain community support are intensified, particularly to meet expenses of capital nature.

KERALA

(a) The State's 4th Five-Year Plan proposals under education have been re-scrutinised in the light of the comments made by the Union Education Ministry and of the discussion at the conference.

(b) This is noted for guidance.

(c) This Government holds the view that Central sector schemes should be expanded mainly in regard to the vital improvement schemes. But it has to be pointed out that unless State sector schemes are adequately provided for, it may not be possible to make effective use of the assistance extended by Government of India under the Central sector.

(d) This State is comparatively advanced in regard to enrolment in primary education and teacher-training programme. Hence this State may not require any assistance in this regard. There are not many pockets of backwardness in the State which warrant the extension of assistance to the State under this programme.

(e) Attempts have been made in the fourth Plan to provide for improvement of institution. This Government holds the view that it may not be desirable to have special development of selected institutions to higher peaks of efficiency. Ultimately this programme may lead to the development of two classes of institutions and the second class of institutions may turn out second-rate students. It would be desirable to attempt to improve all institutions at the same time. It is the policy of this Government to discourage the establishment of sub-standardised institutions.

(f) (i) Provision has been made for teaching of crafts in our schools in the fourth Plan.

(f) (ii) Provision has been made for diversification at secondary stage. The State Government awaits the recommendations of the Education Commission before finalising action in the matter.

(f) (iii) This is noted.

(f) (iv) It has already been pointed out that adult literacy is not a major problem in the State and there is no need for initiating a major drive in this regard.

(f) (v) Efforts are already made to enlist community efforts for pre-primary education. Most of the pre-primary schools are run by voluntary agencies.

The State Government has a scheme for obtaining assistance from public putting up school buildings, offering free land and providing other facilities such as latrines, urinals and school equipment. The State Government is also exploring the possibility of chalking out a regular scheme for participation of public in the construction of school buildings.

Assistance of the public is taken now for the CARE mid-day meals programme in schools. Considering the general backwardness of the economy of the State, the burden of the community in this regard has been limited.

This programme is being administered by the National Extension Service Scheme.

(f) (vi) The State Government has not yet accepted the National Fitness Corps programme due to financial, academic and administrative difficulties.

(f) (vii) Agreed.

MADHYA PRADESH

(a) to (f) For non-collegiate education an allocation of only Rs. 120 lakh has been provided against the total fourth Plan allocation of Rs. 46.66 crore. 1966-67 Plan has already been finalised and it does not include any quality improvement programme. No programme of quantitative expansion could also be included excepting those which are inevitable, i.e., provision of teachers for additional enrolment expected to accrue in the existing schools. It is not yet clear whether the remaining provision of Rs. 45.66 crore will be available for the subsequent years of the fourth Plan or not. The State is particularly backward in the field of elementary education. At the end of the third Plan, enrolment of the primary stage is expected to be only 58% of the population in the age-group 6-11 out of which girls' enrolment will only be about 34%. The fourth Plan proposals envisaged an additional enrolment of 13 lakh which enable the State to raise its enrolment percentage at the primary stage to 74 out of which girls percentage will be 54. At the national level the enrolment at the primary stage is expected to be 78% of the population in the age group 6-11 and it is expected to be further raised to 87.7 during the fourth Plan. It is thus clear that the State will not be able to achieve even that percentage during the fourth Plan, which will be achieved at the national level by the end of the third Plan. It may even be difficult to achieve the proposed targets during the fourth Plan in view of the cut imposed on the next year. In the State fourth Plan proposals it does not seem possible to increase the allocation for primary education unless the proposed quality improvement programmes are reduced or some assistance from Government of India is received.

PUNJAB

(a) No comments.

(b) Programme of a qualitative improvement of education at the middle stage under elementary grant has been included in IV Plan.

It is necessary that Government of India should continue to bear the expenditure of SIE on 100% basis even in the fourth Plan if it is desired that institute should grow and bring about qualitative improvement. The State Government will find it difficult to maintain it due to its limited resources.

(c) No remarks offered.

(d) There is a programme, 'Improvement of Teachers Training Facilities' under Elementary Group of Draft 4th Five-Year Plan of the State Government. Provision has been made for expansional needs at the primary level.

(e) (i) & (ii) It is not possible to ensure the implementation of the proposal due to limited funds.

(e) (iii) We have revised norms for starting new institutions. These would mean more and better qualified staff and provision of more contingencies.

(f) (i) There are two schemes, one under Elementary Group and the other under Secondary Group, in the draft 4th Five-Year Plan regarding the strengthening of science teaching.

(f) (ii) & (iii) Provision has been made for such schemes in the Plan. The programme has been provided on a limited scale according to the availability of funds.

(f) (iv) No comments.

(f) (vi) (3) Provision has been made in the Secondary Group for milk feeding programme for the entire IV Plan period.

(f) (vii) Provision has been made in the Secondary Group for the purchase of playgrounds.

(f) (viii) Action is to be taken by Government of India.

RAJASTHAN

(a) The fourth Plan proposals in the light of comments made by the Education Ministry have been rescrutinised. The proposals of the State Government were generally in consonance with the broad policies laid down by the Education Ministry for the preparation of the fourth Plan for Education.

(b) Will be observed.

(c) Noted.

(d) It is very necessary that special Central assistance is given to bridge the gap in the matter of primary education and teacher training as Rajasthan is among the least advanced States. The State Government will very much welcome if special consideration is given to this backward State by providing additional funds over and above the Plan ceilings for the purpose. However, the Central Government has not acceded to the request of the State Government for special Central assistance to this State.

(e) The State Government has kept in view the approach emphasised for qualitative improvement. With its limited resources, it has made provision for levelling up of all institutions to a reasonable standard, special development of selected institutions and ensuring that new institutions are not established at sub-standard level. Provision has been made for consolidation of 15% of existing primary schools, establishment of one model school in each Panchayat Samiti, one model school in each sub-division and one model school in each district and more than one in bigger districts.

(f) (i) to (iii) Adequate emphasis has been laid for the development of science education. Besides 200 science courses and 150 biology courses, it has also been proposed for starting 60 agriculture courses and 40 commerce courses under the scheme of diversification of courses.

(f) (iv) No new university except Sanskrit University, has been proposed to be established in the fourth Plan.

(f) (v) A large-scale programme for the eradication of adult illiteracy and their follow-up programmes have been kept in the fourth Plan.

(f) (vi) Efforts towards marshalling community cooperation in respect of pre-primary education, physical facilities in school building etc., mid-day meals and other incentives and social education including adult literacy will be intensified.

(f) (vii) The programme of National Fitness Corps will be carried out on a planned basis as decided.

(f) (viii) Every attempt will be made for expanding the programme of National Scholarships launched by the Central Government.

UTTAR PRADESH

(a) & (b) The tentative outlay of fourth Plan of General Education of the State is of Rs. 100 crore. The programme for the first year has, however, been drastically cut due to national

emergency and the relative requirements of different sectors in that content. Within the reduced ceiling of Rs. 287.9 lakh fixed for 1966-67, it will be possible only to consolidate the enrolment at the primary stage, provide for unavoidable expansion the middle and secondary stages, strengthening science education at the secondary and university stages, reducing the backlog of untrained teachers and promoting other defence-oriented educational programmes. Special care has been taken to protect and retain quality schemes, even though the amount provided could not be as large as was desired.

(c) No comments.

(d) On account of the drastic cut in the Plan ceiling for 1966-67 it will not be possible to undertake in that year any programme of expansion of primary education. The efforts will be confined to retaining the children already enrolled and stabilizing the position by the appointment of additional teachers in the primary schools.

(e) (i) & (ii) On account of limited funds it has not been possible to provide adequate funds for undertaking any special programme of development of selected schools.

(e) (iii) Agreed.

(f) (i) In this State, general science is compulsory at the junior Basic stage. At the senior Basic stage also, general science is taught where facilities exist. Provision has been made in the fourth Plan for extending this facility to as many middle schools as possible, by way of laboratory and equipment grants. With a view to meeting the increasing demand for science teachers, absolute preference to the extent of 65% admissions is being given to high school and intermediate pass candidates with science for admission to elementary teachers' training institutions.

In the 4th Plan, it is proposed to consider the programme of science as a priority programme under secondary education.

An Institution of Science Education has been set up under the Government of India scheme, Crash Programme, for the promotion and improvement of science teaching in schools at all stages.

(f) (ii) In this State, all the primary schools are Basic schools and the teaching of a craft is compulsory in the senior Basic or junior high schools. These crafts include agriculture, spinning and weaving, house craft (for girls only), metal craft, leather craft, wood.

craft, tailoring etc. Due to limitations of resources it has not been possible to make any provision in the fourth Plan for the development of these crafts.

(f) (iii) In this State, secondary education is already diversified in character. There are as many as seven types of courses/streams provided to suit the varying aptitudes of students. These are literary, scientific, commerce, agriculture, constructive, technical and aesthetic groups of studies. The courses prescribed in different groups or streams are both terminal and preparatory in nature.

(f) (iv) It is agreed in principle that the establishment and growth of universities should be systematically and carefully planned. In the sphere of higher education, the watchword would be consolidation and strengthening of existing institutions rather than opening of new ones, except where the need is really very pressing. The expansion and qualitative improvement of postgraduate education in science will be emphasised. Some provision has also been made for the opening of morning/evening Classes which, it is hoped, would help in easing the pressure of admission upon the universities.

(f) (v) In U. P., the main programme of social education is administered by the Community Development Department. In the 4th Plan of general education, it has not been possible on account of limited plan outlay, to allocate more than Rs. 10 lakh for starting some projects in adult literacy. Efforts have, however, been made to improve the library services in selected large-size primary schools in rural areas, to give grant-in-aid to selected public libraries and for the establishment of 5 new district libraries. The audio-visual programme has also been taken up by making provision for strengthening the Audio-Visual Education Training and the Film Production Section and also by giving grants to district audio-visual education associations.

(f) (vi) The State Government agrees with the suggestions of the conference that marshalling of community effort is needed particularly for (1) pre-primary education, (2) physical facilities in school buildings, playgrounds, kitchen gardens, sanitary environment etc., and (3) social education including adult literacy, while mid-day meal scheme and similar incentives to popularize school-going are being helped by local community efforts and the voluntary organisations undertaking the work are given grant-in-aid.

(f) (vii) At present the National Fitness Corps programme is carried out by the Senior Supervisor, National Defence Scheme, U. P. Region, Lucknow, under the Director-General, National Discipline Scheme, Government of India, Ministry of Education, New Delhi. The Government of India have, however, proposed that this

should now be transferred to the State Government. It would be possible to do so only if the Government of India made financial provision for the scheme in the fourth Plan in the Central sector. For 1966-67 only, a token provision of Rs. 1 lakh has been made in the State Plan.

(t) (viii) Agreed.

WEST BENGAL

It has not yet been possible to finalize the fourth Five-Year Plan. A Plan for educational development in West Bengal in the first year (1966-67) of the fourth Five-Year Plan has, however, been prepared. The lines of approach indicated by the Education Ministers' Conference at Srinagar and by the 32nd Session of the Central Advisory Board of Education were followed in formulating the educational schemes taken up for execution in the first year of the fourth Five-Year Plan.

PONDICHERRY

(a) The draft proposals for the fourth Five-Year Plan have been formulated mostly in accordance with the comments offered by the Ministry.

(b) The measures suggested to protect the schemes have been noted for future action.

(c) Noted.

(d) Noted.

(e) (i) Noted.

(e) (ii) It is proposed to set up model primary/middle schools in this Territory in this respect. Further, most of the secondary schools in the Territory will also be developed to certain extent.

(e) (iii) The newly proposed institutions in the fourth Plan will not be established at sub-standard level.

(f) (i) Due emphasis will be laid on science education at all levels during the fourth Plan period.

(f) (ii) With reference to the development of basic crafts suitable steps will be taken during the fourth Plan period such as development of technology schemes, opening of pre-vocational centres, re-organising the existing School of Arts and Crafts and opening additional courses, namely, textile technology in the Motilal Nehru Polytechnic.

(f) (iii) Besides, the existing multipurpose schools aiming at the diversification at secondary stage, it is proposed to introduce 7 diversified courses in the secondary schools during fourth Plan period, of which two will be agricultural courses.

(f) (iv) Noted.

(f) (v) That it is proposed to open 100 adult literacy centres in the Territory is included in the fourth Five-Year Plan. In addition, it is also proposed to publish reading materials for adult learners and neo-literates in the fourth Plan. Three more audio-visual units are also to be organised in this Territory during the fourth Plan period.

(f) (vi) (1 to 4) The contents of the recommendations are noted. However, it is to be pointed out that the community effort forthcoming for these aspects is only limited due to the poverty and economic backwardness of the people of the Territory.

(f) (vii) Noted.

(f) (viii) No comments can be offered.

TRIPURA

(a) The draft fourth Five-Year Plan has been rescrutinised. The annual plan for 1966-67 has been prepared in the light of the discussions at the conference. Re-adjustments in the 4th Plan, if necessary, will be made at the time of finalising the 4th Plan.

(b) Noted.

(c) Noted.

(d) 88% of the children of the age-group 6-11 is expected to be in schools at the end of 3rd Plan as against the national target of 76.4%. During the 4th Plan it is proposed to enroll 100% of the children of the age-group.

The percentage of trained teachers at the end of 3rd Plan at the primary stage is expected to be 45%. To clear the backlog of untrained teachers it is proposed to start 3 more Basic training colleges during the 4th Plan with an intake capacity of 260 in each.

(e) (i) Provision for levelling up of some institutions has been made in the draft 4th Plan.

(e) (ii) Noted.

(e) (iii) Noted.

(f) (i) This is being done.

(f) (ii) This is being done.

(f) (iii) Agriculture, commerce and technology have been introduced besides home science and fine arts.

(f) (iv) Does not relate to this Territory as there is no university in Tripura.

(f) (v) Provision for the purpose has been made in the 4th Plan.

As regards voluntary efforts, necessary steps are being taken for mobilisation of voluntary public efforts through Panchayats.

(f) (vi) (vii) Being done.

ITEM No. III : Emoluments of Teachers.

Recommendation

The Conference was unanimously of the opinion that there was urgent need for raising the emoluments of the teachers and that it would not be possible to meet the additional expenditure involved from resources of the States alone. It was also agreed that the efforts made so far, by making small, almost token; provisions in the Plan for this purpose had proved to be utterly inadequate, and that the increase in the emoluments of the teachers (not related to any specific new programme of reorientation etc. to improve efficiency as a teacher) should be treated as normal expenditure in the non-Plan sector. The money required for this programme will have to be found by the resources of the States and by special Central aid as non-Plan expenditure.

Action Taken

ANDHRA PRADESH

The State Government already appointed a Pay Commission to go into the pay-structure of all Government employees. The Director of Public Instruction has already submitted a detailed report in regard to the pay scales and service conditions of the personnel working in the Education Department for consideration by the Pay Commission. A decision will be taken in this regard, among other things, after the report is submitted to Government by the Pay Commission.

BIHAR

The State Government introduced U.G.C. scales of pay for teachers of universities (including constituent colleges) and affiliated colleges with effect from 1-7-1964. Improved scales of pay for teachers of a secondary schools were sanctioned with effect from 1-4-1965. The State Government proposes to introduce shortly new scales of pay for teachers of elementary schools also as a non-Plan expenditure and it very confidently hopes that the Centre would assist it in this, when it has approached the Centre with its cut and dried requirement.

KERALA

In principle this Government accepts the need for raising the emoluments of the teachers. However, the State Government is unable to provide adequate finance in this regard. Even now it is spending a considerable portion of the revenue for education. This Government has accepted the recommendation of the Pay Commission appointed by it to suggest the scales of pay and allowances of the Government employees and aided school teachers. As a result of this the teachers are now getting enhanced pay scales and dearness allowance.

MADHYA PRADESH

Emoluments of teachers were revised in this State during 1961. The revised scales were very well comparable with prevalent scales in any other advanced State. Further enhancement of the scale does not appear possible at present out of the State's own resources.

PUNJAB

In view of lean finances of the State and the state of emergency, it would not be possible for the Government to provide additional funds for the purpose. A sum of Rs. 25 lakh has been recently distributed by the Government amongst teachers as service benefits.

RAJASTHAN

The State Government has already raised the emoluments of teachers working in schools. It would not be possible to further increase the emoluments of teachers unless special Central aid on 100% basis is made available.

UTTAR PRADESH

It is not possible to accommodate this item within the Plan ceiling which is itself quite inadequate for the barest minimum expansion and development of education. In view of this, it would not be possible to give effect to any programme of improvement of emoluments of teachers without 100% assistance from the Government of India.

In spite of the above, U.P. has during 1965-66 incurred an annual expenditure of 6.5 crore towards increasing the emoluments of teachers at all levels. As a result of this the minimum pay of a trained primary school teacher is now Rs. 100 p.m. and that of an untrained primary school teacher Rs. 90 p.m.

WEST BENGAL

The State Government has had under constant consideration schemes for raising the emoluments of teachers, and suitable provisions have been made in the current year's (1966-67) State education budget for such purposes.

The State Government has accepted in principle the recent scheme for the revision of the pay scales for the university and college teachers proposed by the Government of India on the recommendation of the University Grants Commission. Steps have also been initiated for the upward revision of the pay-scales of primary school teachers. Other schemes for the improvement of the conditions of service of teachers of all categories are also under consideration.

PONDICHERRY

Noted.

TRIPURA

Pay scales of teachers have already been revised in Tripura.

ITEM No. IV : Indiscipline in Educational Institutions

Recommendation

Broadly, it was agreed that :

(i) The co-curricular and extra-curricular activities in educational institutions should be intensified and developed purposefully to give vent to the creative energy of students and to utilise their leisure in a planned manner and for social service.

(ii) The teachers should remain aloof from active politics and devote themselves fully to educational work. With this end in view, it should be examined whether this could be made a condition of service for all teachers and included in the grant-in-aid rules for private institutions.

(iii) The Union Education Minister should convey to the Government of India the considered opinion of the Education Ministers that teachers' constituencies in State bicameral legislatures should be abolished.

(iv) The autonomy of educational institutions (including universities) should be fully respected but law-breakers whether students or teachers, must be dealt with appropriately to ensure proper maintenance of law and order.

(v) Parent-teacher associations should be established and they should exercise their influence to avoid indiscipline amongst the students.

(vi) The age of admission to universities/colleges should be raised.

(vii) Students may study and understand political systems and their working but not indulge in *active* political work.

Action Taken

ANDHRA PRADESH

(i) There is already provision for extra-curricular and co-curricular activities in the schools in this State.

(ii) The Government accepts this suggestion.

(iv) The suggestion has already been implemented in this State.

(v) Parent's associations exist in almost all secondary schools in this State.

(vii) Students are prohibited from indulging in active political work.

BIHAR

(i) Noted. The suggestion will be acted upon.

(ii) The State Government has already laid it down that a teacher in any recognised school shall be disqualified for continuance in his employment if he takes part in political propaganda or demonstration or becomes or continues to be a member of a political organization. It will, however, be further examined if it would be necessary to make any provision like this in their grant-in-aid rules, prohibiting teachers' participation in politics.

(iv) This is noted.

(v) Such associations already exist at some places. Establishment of a larger number of these associations will be encouraged.

(vii) This has ever been the view of the State Government.

KERALA

(i) This Government have provided for co-curricular and extra-curricular activities in their educational institutions. Every effort will be made to intensify and develop them.

(ii) This Government has recently amended the provisions of Kerala Education Rules by which it has prohibited the teachers from participating in active politics.

(iii) to (vii) All these recommendations are agreed to in principle.

MADHYA PRADESH

Appointments of principals of higher secondary schools have, however, already been started through selection on merit basis. Most of the teachers in the State are in Government service and according to their service conditions they cannot participate in active politics. It is desirable that teachers in private institutions are also banned from such activities by making necessary provision in grant-in-aid rules.

There is no bicameral legislature in this State and therefore there are no teachers constituencies. Parent-teacher associations already exist in most of the schools. They can, however, be started in all higher secondary schools and can be made more effective.

PUNJAB

Action taken will be intimated later on.

RAJASTHAN

(i) to (vii) These suggestions will be kept in view for solving the problem of indiscipline in educational institutions. No student is allowed to appear in the public examination at the secondary school stage unless he has completed 15 years of age. Selection of headmasters and principals on merit is likely to lead to better discipline.

UTTAR PRADESH

(i) It is being stressed that co-curricular and extra curricular activities in educational institutions are to be provided for all the students and not for a few of them. It is also being ensured that group games are organised and recreation planned in a manner so as to involve participation of the maximum number of students. There is constant endeavour to inculcate in them the sense of sportmanship. It has been provided that the record of manual work of every student is to be properly kept and incentives given to students doing social welfare work.

(ii) Agreed in principle. It will be difficult to make this a condition of service so long as there are teachers' constituences in the State legislature. The matter will, however, be duly examined.

(iii) No comments are required.

(iv) Agreed.

(v) Cumulative record cards have been introduced in educational institutions. Parents/Guardians also informed periodically of the progress made by the students and invited to extend their co-operation for his progress on planned lines.

(vi) Agreed. As a first step, the State Government has ordered that with effect from July, 1966 and onwards, the minimum age limit for admission to Class VI in all the recognised educational institutions in this State shall be 9 years on July 1 of the year in which admission to Class VI is sought. Consequently at the High School stage, the minimum age limit for the High School Examination of 1971 and onwards shall be 14 years on July 1 of that year. This will automatically raise the age of admission to universities also.

(vii) Agreed.

WEST BENGAL

The recommendations of the Education Minister's Conference have been noted.

PONDICHERRY

(i), (ii), (iv), (v) & (vii) Noted.

(iii) & (vi) No comments.

TRIPURA

(i) Various measures have been taken to enable the students to utilise their leisure time properly.

(ii) This has not been incorporated in grant-in-aid rules. But a circular letter with such introduction has been issued.

(iii) Does not relate to this Territory.

(iv) Noted.

(v) Parent-teacher associations have been established in some institutions.

(vi) There is no restriction regarding age of admission.

(vii) Noted.

ITEM No. V : Recommendations of the Sapru Committee on Higher Education.

Recommendation

The States agreed to examine expeditiously the recommendations of the Sapru Committee and to send to the Centre their views and suggestions.

Action Taken

PUNJAB

Action has already been initiated on some of the recommendations. It may, however, be stated that there is a proposal to start one regional college in the State. The location has not yet been decided. Evening classes at 3 places will be opened during the 4th Five-Year Plan.

UTTAR PRADESH

After careful consideration, the State Government feels that it is not necessary that the university and higher education should be transferred from the State List to the Concurrent list. They feel that the agency of the University Grants Commission is not inadequate for coordinating the work and maintaining proper standards in the sphere of higher education.

WEST BENGAL

The State Government has not been able to agree with the main recommendations of the Sapru Committee that university and higher education should be transferred from the State List to the Concurrent List. The other recommendations of the Committee were, however, found to be generally acceptable.

PONDICHERRY

No comments to offer.

ITEM No.VI : Recommendations of the committee on 'Model Act for Universities'

Recommendation

The Chairman informed the State Education Ministers that the Report will be circulated to all State Governments when it is finalized.

There was some discussions on the question of age of vice-chancellors and the system of their appointment.

It was agreed that the State will examine the Report on the Model University Bill and will communicate their views and suggestions to the Union Education Ministry.

Action Taken

PUNJAB

The matter is still under the consideration of the Panjabi and Kurukshtra Universities.

UTTAR PRADESH

The recommendations of the Committee on Model Act for Universities have been noted. Some of the recommendations are very controversial. These are already being discussed at the highest level, as a consequence of the recent legislation in Andhra Pradesh.

WEST BENGAL

The Committee has rightly refrained from laying down any uniform pattern of legislation for the universities in the country. It has, however, laid down two basic principles for general acceptance :

- (i) autonomy of universities from the external control; and

- (ii) internal democratic administration and effective participation of the academic community in the formation and implementation of the universities' policy and programmes.

The State Government took good care to adhere to these principles when passing the new legislation for the Calcutta University (The Calcutta University Act, 1966).

PONDICHERRY

No comments.

ITEM No. VII : Indian Educational Service

Recommendation

It was suggested that the State Governments should work out the details and make appropriate suggestions. It might be useful to have the matter examined at the State level by an inter-departmental committee including the Department of Finance who should go into the financial aspect also.

It was emphasised that since the States had already agreed to the Scheme in principle, what was needed was a quick examination of details. The Union Education Minister stressed that the establishment of the service should be expedited in the interest of national integration and improvement of educational service.

Action Taken

KERALA

This is being considered and decision will be intimated to the Ministry as soon as possible.

PUNJAB

The matter is under examination.

RAJASTHAN

The State Government has already communicated its acceptance of the scheme for the establishment of an Indian Educational Service and indicated the size of the State cadres and the other details.

UTTAR PRADESH

The details are being worked out. Necessary communications have also been addressed to the Government of India.

WEST BENGAL

The State Government's views in this matter have already been communicated to the Ministry of Education.

PONDICHERRY

No particular comments are to be offered. The programme is welcome in general.

TRIPURA

The matter is under examination.

ITEM No. VIII : Equivalence of standards at the School stage for facilitating Inter-State mobility of student.

Recommendation

It was agreed that for facilitating the mobility of students and people from one State to another, the proposed equivalence of classes under different patterns of schooling periods in different States should be accepted, with the addition that admissions to the first year of the intermediate colleges (where they are still functioning as in U.P.) will be given only to students who have passed a public examination of the high school standard.

Action Taken

ANDHRA PRADESH

The formulae suggested by the Government of India in their letter cited are being followed in this State for evaluating the T.C.'s of pupils coming from other States and seeking admission into schools in this State, except the one suggested in note (ii) given under para (3) of the letter cited. At present, pupils coming from other States and seeking admissions into classes at the primary stage (I to V classes) in this State are being admitted to the class to which they are found fit on a suitable admission test, but not generally to a class higher than the equivalent class.

BIHAR

This is noted.

KERALA

This is under consideration of this Government and decision will be intimated as early as possible.

MADHYA PRADESH

Action on this recommendation is mainly to be taken by the Government of India. There will be no objection in accepting the suggestions, if any, made by the Government of India in this respect.

PUNJAB

The matter is under consideration of the Punjab University.

RAJASTHAN

All public examinations held by the universities and boards in other States have been recognised as equivalent to the corresponding examinations held in this State. Migration, therefore, does not present any difficulty.

UTTAR PRADESH

The present position in U.P. is governed by the order of the High School and Intermediate Board. Special consideration is also given to hard cases under the special powers of the State Government.

WEST BENGAL

The State Government generally agrees to the four-fold formulae stated in para 4 of the memorandum on this subject presented by the Ministry of Education before the Education Ministers' Conference at Srinagar.

PONDICHERRY

As the S.S.L.C. pattern of Madras State and the matriculation of the Madras University are mostly followed in this territory, we have no particular comments to offer in this respect.

TRIPURA

Noted.

- ITEM No. IX : (a) Preparation of Standard Textbooks for some Basic Subjects for use all over the Country.
 (b) Translation into Regional Languages of Good School Books in use in Foreign Countries.

Recommendation

It was agreed that the model textbooks being prepared by the National Council of Educational Research and Training will be adopted all over the country; they should be sent to the States as soon as they are ready so that translation into regional languages could be taken up expeditiously.

Action Taken

PUNJAB

No action is possible unless the books are made available by the National Council of Educational Research and Training.

RAJASTHAN

Necessary action will be taken by the State Government on receipt of model textbooks from National Council of Educational Research and Training.

UTTAR PRADESH

(a) It is fully desirable that model textbooks be prepared by the National Council of Educational Research and Training in order to promote national integration and unity of thought. The State efforts and private enterprise should not, however, be supplanted by the NCERT, but supplemented by it.

(b) It would be profitable to get foreign books translated into regional languages for the use of students in the country after suitable adaptation to suit the social climate and the tradition of the country. The NCERT will, no doubt, keep this in view.

WEST BENGAL

The recommendation of the Conference has been noted. Specific proposals in this matter coming from the National Council of Educational Research and Training will be carefully considered in consultation with the West Bengal Board of Secondary Education.

PONDICHERRY

(a) & (b) Noted for future action.

TRIPURA

Noted.

ITEM No. X: Report of the Indian Parliamentary and Scientific Committee on 'Science Education in Schools'.

Recommendation

The Conference generally commended for consideration the recommendations contained in the report and suggested that necessary follow-up action be taken, in the light of this report and subsequent thinking on the subject.

It was further agreed that the recommendations of the Committee alongwith other recommendations on the same subject made by the Unesco Team should be carefully examined by the National Council of Educational Research and Training, and specific suggestions put up for the next Central Advisory Board of Education meeting.

Action Taken

MADHYA PRADESH

Action on this recommendation is expected from National Council of Educational Research and Training, New Delhi. Proposals, if any, received from the Government of India may be considered by the State Government.

RAJASTHAN

No action is necessary to be taken by the State Government at this stage.

UTTAR PRADESH

No comments are required by the State Government.

WEST BENGAL

The recommendation of the Conference has been noted. Specific proposals in this matter coming from the NCERT will be carefully considered in consultation with the West Bengal Board of Secondary Education.

PONDICHERRY

No comments.

ITEM No. XI: Naming of Universities after 'Prominent Leaders' or Donors—Question of formulating uniform policy for adoption by all State Governments.

Recommendation

After a useful discussion on the subject, it was agreed that generally the policy of not naming universities after individuals (with the exception of world figures, after their death) was sound.

Action Taken

KERALA

Noted.

RAJASTHAN

Noted.

UTTAR PRADESH

Agreed.

WEST BENGAL

No university in West Bengal has been named after any individual except for the Rabindra Bharati which was so named for special reasons of its own.

PONDICHERRY

Noted for future guidance.

TRIPURA

Does not relate to this Territory as there is no university in Tripura.

ITEM No. XII: Shortage of Teachers in Science and Mathematics—
Measures to improve the situation (Note by
NCERT).

Recommendation

The Conference suggested that intensive and well-planned efforts on the requisite scale should be initiated to meet the shortage of teachers of certain categories, e.g., English and science subjects.

Action Taken

PUNJAB

It depends upon the programme framed by the Government of India.

RAJASTHAN

For meeting the shortage of science teachers the State Government has recently increased the pay scales of science teachers.

Some of the science departments in the universities in the State are making plans for starting short courses of advanced studies for science teachers.

UTTAR PRADESH

To meet the shortage of M.Sc. teachers to teach intermediate classes, a one-year postgraduate condensed diploma course in science (physics, chemistry and biology) is being organized in six units for B.Sc's teaching science in inter classes so that they may be able to teach the subject in inter classes after undergoing the course.

All these units have an intake capacity of 30 teacher-students each.

To meet the shortage of trained science teachers and English teachers at the high school stage the following measures have been undertaken with effect from the year 1963-64 :

- (1) A one-year L.T. science course with an intake of 20 teachers has been started at the Government Constructive Training College, Lucknow.
- (2) L.T. Inservice (Science) Training course at the C.P.I., Allahabad and Government Constructive Training College, Lucknow, are also conducted to meet the shortage of science teachers. Each institution has an intake capacity of 30 teachers-students each.
- (3) A 3-month refresher course is conducted under the Plan scheme for mathematics teachers of C.T. grade at one of the centres of the refresher course.
- (4) A four-month diploma course in English is conducted by the E.L.T.I. Allahabad in which teachers of J.H.S. are trained in the concept of the teaching of English. The intake capacity is 40. So far we have conducted 19 such courses.
- (5) Various summer courses for the selected English teachers are also organised by the E.L.T.I., Allahabad. The duration of this course is 3 weeks. The intake capacity is 40.

WEST BENGAL

The State Government is in general agreement with the objects and purposes of the NCERT's proposals.

PONDICHERRY

Noted.

MEMORANDUM

ITEM No. 2(i) :

The Fourth Five-Year Plan—General Education

(Note by Plan Coordination Unit, Ministry of Education)

I. General Approach to the Plan

Our Approach to the fourth Five Year Plan is threefold : (a) to remove the present deficiencies in our educational system and link education more purposefully to social and economic development of the country; (b) to improve standard and quality at all stages of education; and (c) to extend educational facilities to meet social urges and economic needs.

This threefold approach is reflected in various programmes formulated under the fourth Five-Year Plan. At the elementary stage, emphasis will be on free and universal primary education, elimination of stagnation and wastage and work-orientation as an integral part of educational processes. At the secondary stage, science education, vocational education and diversification of courses will receive special attention. At the university stage, admissions are proposed to be restricted to improve quality and standards. Special measures are proposed to accelerate girls' education and remove present disparity between enrolments of boys and girls. Efforts will be made to enlist public cooperation and support not only to provide mid-day meals to school children but also to provide school equipment, buildings and other facilities. Social education will be accorded high priority in the Plan. Further, training of teachers for elementary and secondary schools, correspondence courses to remove the backlog of untrained teachers and improvement of teacher training institutes will be given special consideration.

II. Outlay

The National Development Council has allocated an outlay of Rs. 1,260 crore for education in the fourth Five Year Plan. That works out to about 8.7 per cent of the total Plan of Rs. 14,500 crores in the public sector. The fourth Plan allocation for education is more than double the anticipated expenditure of about Rs. 600 crore in the third Plan. The third Plan outlay on education was only 7 per cent. of the total Plan outlay.

The distribution of Rs. 1,260 crore outlay between the Centre and States is Rs. 380 crore and Rs. 880 crore respectively.

The following statement gives a comparison of the distribution of the outlay between different heads of education in the third and fourth Plans :

(Rs. in Crores)				
Head of Education	Third Plan Outlay	Percentage to Total	Fourth Plan Outlay	Percentage to Total
Elementary Education .	209·00	37·3	398·50	31·6
Secondary Education .	88·00	15·7	279·17	22·2
University Education .	76·00	13·6	132·45	10·5
Scholarships . .	6·00	1·1	55·00	4·4
Social Education . .	146·00	1·1	71·00	5·6
Technical Education . .	142·00	25·3	252·70	20·0
Cultural Programmes .	10·00	1·8	16·18	1·3
Others	23·00	4·1	55·00	4·4
TOTAL : (EDUCATION) .	560·00	100·0	1,260·00	100·0
Total Plan		8000·00		14,500·00
Percentage of Total Outlay		7·0		8·7

The schemewise distribution of the fourth Plan outlay between the Centre and the States is given in Annexure D that follows.

While adequate provision has been made for the expansion of education at different stages, special attention has also been given to quality improvement. Nearly 30 per cent of the outlay is proposed to be spent on schemes of quality improvement. Some of the

important schemes of general education that are designed specifically from the point of view of improving the quality and standard of education are given below :

ELEMENTARY EDUCATION

(Rs. in Crores)

(a) Improvement of Teachers' Training	13.60
(b) Correspondence Courses for Teachers' Training	5.90
(c) In-service Training Courses	5.00
(d) Improvement of Science Education	16.32
(e) Strengthening of Basic Schools	7.40
(f) Work-orientation in Middle Schools	13.20
(g) Improvement of Selected Schools	2.00
(h) Mid-day Meals	33.00
(i) Preparation and Supply of textbooks	7.00
(j) Special Programmes of Girls' Education	25.20
(k) Incentive payments and Awards to Teachers	5.00

SECONDARY EDUCATION

(a) Improvement of Teachers' Training	3.00
(b) Correspondence Courses for Teachers' Training	2.00
(c) Diversification of Courses	39.00
(d) Strengthening of Science Teaching	28.50
(e) Improvement of Libraries	4.00
(f) Development of Selected Schools	8.00
(g) Other Improvements of Secondary Education	7.70
(h) Special Programmes of Girls' Education	7.00
(i) Incentive Payments and Awards to Teachers	6.00

UNIVERSITY EDUCATION

(a) Improvement Programmes for Existing Institutions	20.00
(b) Summer Institutes/Seminars	3.00

SOCIAL EDUCATION

Production of Books, Reading Material and Literature for Neo-literates and Development of Libraries.	46.00
--	-------

In formulating the fourth Plan, every effort is made to maintain and promote close cooperation between the Centre and the States. The Central schemes include special programmes demanded by the Constitutional responsibility of the Centre, like coordination and maintenance of standards of higher education, technical education as also programmes of national significance. The States' sector that represents the larger part of the total outlay includes schemes for

quantitative expansion of facilities, training of teachers, technical-vocational courses at the secondary stage and so on. The States' schemes will be assisted by the Centre according to a pattern to be finally decided by the Planning Commission.

III. Targets

The main targets of enrolment for various stages of General Education, as visualised in the Plan, are given below :

Stage/Age-Group	1960-61 (Position at the Beginning of the Third Plan)	1965-66 (Position Estimated at the End of the Third Plan)	1970-71 (Targets for the Fourth Plan)
(Figures in Lakh)			
PRIMARY (6-11)			
Enrolment	349.87	524.04	714.04
Percentage of the Age-Group	62.3	80.0	93.5
MIDDLE (11-14)			
Enrolment	67.04	108.62	188.62
Percentage of the Age-Group	22.5	32.0	46.9
SECONDARY (14-17)			
Enrolment	29.6	53.74	91.74
Percentage of the Age-Group	11.7	18.0	22.0
UNIVERSITY (17-23)			
Enrolment	7.32	12.00	17.00
Percentage of the Age-Group	1.5	1.9	2.3

It will be seen that as against 174.17 lakh additional enrolment estimated to be achieved in the third Plan in Classes I to V, 190 lakh additional enrolment is proposed for the fourth Plan. With the achievement of this target, schooling facilities will be provided to about 93.5% of the children of this age-group. For the children of the age-group 11-14, a target of 80 lakh additional enrolment has been fixed in the fourth Plan, as against 41.58 lakh enrolled during the third Plan. With the achievement of this target, 47 per cent of children of this age-group would be provided for in Classes VI to VIII by the end of 1970-71. For secondary stage, covering the age-group 14-17, the target of additional enrolment is 38 lakh, with the

achievement of which, nearly 22 per cent of children of this age-group will be provided for in secondary classes. In the field of university education, a restricted target of 5 lakh additional enrolment has been fixed for general education, since at this stage emphasis is on qualitative improvement, research and specialised training.

IV. Main Priorities

(a) ELEMENTARY EDUCATION

(i) In this sector, the main priority is to provide facilities for the education of children in the age-groups 6-11 and 11-14 to fulfil the Constitutional directive of universal education. It is proposed to bring hundred per cent children of the age-group 6-11 to schools in the more advanced States by the end of the fourth Plan period and in the case of comparatively less advanced States by the end of the fifth Plan. Facilities for the age-group 11-14 will be so expanded that at least 45 to 50 per cent of the children in this age-group are brought to schools.

(ii) The present disparity between the enrolment of girls and boys should be removed as quickly as possible. Special programmes like incentives in the form of provision of mid-day meals, free supply of textbooks, school uniforms for poor children and construction of women teachers' quarters and separate sanitary blocks etc. have been given due priority in the draft of the fourth Plan.

(iii) For qualitative improvements at elementary stage, special programmes for work-orientation, teachers' training and provision of appropriate equipment have been included in the fourth Plan.

(iv) Effective measures need to be taken to eliminate wastage and stagnation, specially in Classes I and II, through adjustment of school working hours to suit local needs and other such similar measures.

(b) SECONDARY EDUCATION

(i) The main emphasis at this stage will not be so much on the expansion of enrolment as on improvement of quality, which includes, among other things, diversified courses that are terminal in character, and expansion and improvement of science teaching. Special programmes have been included in the Plan for strengthening science libraries and laboratories.

(ii) Since the present employment situation warrants that a large majority of students at the secondary stage should be prepared for professional careers, adequate provision has been made in this sector for expanding and developing facilities for vocational, technical and agricultural courses.

(iii) In addition to provision for the training of additional teachers needed during the Plan period, special programmes like correspondence courses and inservice training courses have been included in the Plan to clear the backlog of untrained teachers.

(c) UNIVERSITY EDUCATION

(i) To utilise effectively the limited financial resources available, no new university should, as a rule, be established during the fourth Plan. Instead, university centres should be set up, where facilities for academic work of university standard are made available by adequate provision of libraries, laboratories etc.

(ii) Admission to universities should be restricted to those who can profit by higher education. As far as possible, additional arts and commerce courses should be provided through evening colleges and correspondence courses. The proportion of science students should be increased from 40 per cent to 50 per cent by the end of the fourth Plan.

(iii) Affiliated colleges, which cater to about 85 per cent of the college population, are at present in a very bad state. It is, therefore, necessary to improve the lot of these colleges.

(d) SOCIAL EDUCATION

To wipe out the high rate of illiteracy among adult population, it is proposed to take up a massive programme of adult education with the active support of the community at every level. In addition to adult literacy classes, an integrated programme of continuation classes, condensed courses etc. will be implemented. In addition, adequate provision will be made for libraries and reading rooms to reduce relapse into illiteracy. There is also a linked programme of production of literature for neo-literates. Not only will there be a concerted effort to take a big leap forward in the liquidation of adult illiteracy, but also to provide for functional literacy linked with developmental requirements, especially in the rural areas.

V. Special Problems

(i) EXPANSION OF GIRLS EDUCATION AND EDUCATION IN BACKWARD AREAS

There is a wide difference in enrolments between boys and girls throughout the country. The enrolment of girls specially in rural areas and backward areas is far behind that of boys. It is obvious, therefore, that to fulfil our Constitutional obligations, we must accelerate the pace of girls' education during the fourth Plan period. A similar effort is needed to improve and expand education in backward areas like Madhya Pradesh and Rajasthan. It is also for consideration whether backward areas should have separate physical targets that

are practicable for the fourth Plan. The Central Government and Planning Commission are anxious that educational development should be even throughout the country.

(ii) BACKLOG OF UNTRAINED TEACHERS

There is a big backlog of over 400,000 untrained elementary school teachers. Unless this backlog is wiped out, it is impossible to improve the standard and quality of education. The problem is capable of solution mainly through correspondence courses. Five States, Andhra Pradesh, Assam, Mysore, Rajasthan and Madhya Pradesh, have been selected so far where correspondence courses are to be organised by their respective State Institutes of Education to train at least about 100,000 teachers during the Plan period. Similar courses should also be organised in other States where the proportion of untrained teachers is high.

At the secondary stage, the backlog of untrained teachers is about 100,000. The present facilities in the teacher training colleges are hardly sufficient to meet the demand for additional teachers during the fourth Plan period. It is, therefore, necessary to institute correspondence courses on the widest scale possible to wipe out the backlog of untrained teachers. For this purpose, the four Regional Colleges of Education at Ajmer, Bhopal, Bhubaneswar and Mysore, the Central Institute of Education in Delhi, and the Universities of Baroda and Calcutta, are making preparations to start correspondence courses.

(iii) UNIFORMITY IN THE PATTERN OF EDUCATION

The present pattern of school education varies widely from State to State. In some States, it is ten years; in others, 11 years; and in the third group of States 12 years. With these differences, there is no uniformity of standards, that could be established for all schools in the country. The stage has, therefore, come when we should have a national pattern of education and a minimum standard that should be reached at the end of school education. This is a major problem that would require detailed consideration on the basis of the report of the Education Commission, that is expected towards the end of June, 1966.

(iv) DIVERSION OF FUNDS

Our experience in the first three Plans is that, in a number of States, funds provided for education were often diverted to other sectors. Development of education in those States (therefore, did not make much progress. It is essential that funds provided for education should be invariably utilised for the purpose for which they have been allotted. We must devise some measures to ensure the progress of schemes and programmes under the fourth Five-Year Plan.

ANNEXURE D

LIST OF SCHEMES PROPOSED WITHIN RS. 1260 CRORE PLAN FOR EDUCATION

(Rs. in Crore)

Scheme	Total	Centre	Centrally Sponsored			States/ Union Territories	Total Central Plan	Total States/ Union Territories
			Central	States	Total			
1	2	3	4	5	6	7	8	9
I. Pre-Primary Education								
Pre-School Education . . .	2.00	0.50	..	..	..	1.50	0.50	1.50
II. Elementary Education								
1. Additional Enrolment including Part-time Education (excluding Buildings).	192.00	..	..	..	..	192.00	..	192.00
2. <i>Training of Teachers</i>								
(a) Full-Time . . .	31.38	..	..	..	..	31.38	..	31.38
(b) Improvement . . .	13.60	..	6.80	6.80	13.60	..	6.80	6.80
(c) Correspondence Courses	5.90	..	4.40	1.50	5.90	..	4.40	1.50
(d) Inservice Training Courses	5.00	3.00	..	..	..	2.00	3.00	2.00
(e) Incentive Payments and Awards to Teachers	5.00	..	..	..	..	5.00	..	5.00

3. *Improvement of Schools*

(a) Improvement of science .	16·32	1·32	..	..	..	15·00	1·32	15·00
(b) Strengthening of Basic Schools.	7·40	..	3·70	3·70	7·40	..	3·70	3·70
(c) Work-Orientation in Middle Schools	13·20	..	..	..	..	13·20	..	13·20
(d) Improvement of Selected Schools	2·00	..	2·00	..	2·00	..	2·00	..
4. Mid-day Meals . . .	33·00	..	..	..	..	33·00	..	33·00
5. Preparation and Supply of Textbooks	7·00	1·00	..	..	..	6·00	1·00	6·00
6. Special Programmes for Girls Education	25·20	..	..	..	..	25·20	..	25·20
7. Other Schemes . . .	3·50	1·50	2·00	..	2·00	..	3·50	..
8. Capital Expenditure . .	36·00	..	..	..	..	36·00	..	36·00
TOTAL . . .	398·50	7·32	18·90	12·00	30·90	360·28	26·32	372·28

	1	2	3	4	5	6	7	8	9
III. Secondary Education									
1. Additional Enrolment (including Buildings)									
(a) Full-Time	124·00	..	..	..	..	124·00	..	124·00	..
(b) Correspondence Courses	0·50	0·50	..	..	..	..	0·50	..	..
2. <i>Training of Teachers</i>									
(a) Full-Time	18·00	5·00	0·20	..	0·20	12·80	5·20	12·80	..
(b) Correspondence Courses	2·00	2·00	..	..	..	..	2·00	..	..
(c) Improvement Programmes	3·00	..	3·00	..	3·00	..	3·00	..	..
(d) Incentive Payments and Awards to Teachers	6·00	..	..	..	..	6·00	..	6·00	..
3. <i>Diversification</i>									
(a) Multipurpose Schools	13·00	1·00	..	..	..	12·00	1·00	12·00	..
(b) Junior Agricultural Schools	16·00	1·00	..	..	..	15·00	1·00	15·00	..
(c) Vocational Education at the Post-Elementary Stage	10·00	1·00	..	..	..	9·00	1·00	9·00	..

4. *Improvement of Schools*

(a) Strengthening of Science Teaching									
(i) Crash Programme .	7.50	..	7.50	..	7.50	..	7.50	..	
(ii) Other Programmes .	21.00	..	1.00	..	1.00	20.00	1.00	20.00	
(b) Improvement of Libraries	4.00	..	2.00	2.00	4.00	..	2.00	2.00	
(c) Development of Selected Schools.	8.00	2.00	6.00	..	6.00	..	8.00	..	
(d) Other Improvements of Secondary Schools	7.70	..	1.93	5.77	7.70	..	1.93	5.77	
(e) Upgrading to Higher Secondary Pattern	14.00	..	..	..	..	14.00	..	14.00	
5. Physical Education . . .	3.00	..	..	..	..	3.00	..	3.00	
6. Special Programmes for Girls Education	7.00	..	..	..	..	7.00	..	7.00	
7. Junior N.C.C. . . .	9.47	..	..	..	..	9.47	..	9.47	
8. Other Schemes . . .	5.00	1.50	3.50	..	3.50	..	5.00	..	
Total .	279.17	14.00	25.13	7.77	32.90	232.27	39.13	240.04	

1	2	3	4	5	6	7	8	9
---	---	---	---	---	---	---	---	---

IV. University Education

1. Additional enrolment and Expansion of Facilities								
(a) Full-Time Staggering Working Hours (for 4½ Lakh Students).	43.65	..	..	..	..	43.65	..	43.65
(b) Correspondence Courses (for 50 Thousand Students)	1.35	..	1.35	..	1.35	..	1.35	..
(c) Improvement of Programmes for Existing Institutions	20.00	..	10.00	10.00	20.00	..	10.00	10.00
2. Postgraduate Studies and Research (including Advanced Centres and Refresher Courses for College Teachers)	18.50	..	18.50	..	18.50	..	18.50	..
3. New Universities/University Centres	16.00	6.00	8.00	..	8.00	2.00	14.00	2.00
4. Hostels and Students' Homes	11.00	0.32	6.00	4.68	10.68	..	6.32	4.68

5. Staff Quarters	5.00	..	2.50	2.50	5.00	..	2.50	2.50
6. N. C. C.	1.45	..	..	..	..	1.45	..	1.45
7. Summer Institutes/Seminars	3.00	..	3.00	..	3.00	..	3.00	..
8. Campus Development .	0.50	..	0.50	..	0.50	..	0.50	..
9. Rural Higher Education .	3.00	..	2.40	0.50	3.00	..	2.40	0.60
10. Incentive Payments and Awards to Teachers	2.00	..	2.00	..	2.00	..	2.00	..
11. Physical Education	0.95	..	..	..	..	0.95	..	0.95
12. Other Schemes of UGC (including Fellowships)	4.00	..	4.00	..	4.00	..	4.00	..
13. Other Schemes (Ministry of Education)	2.05	2.05	..	..	..	..	2.05	..
Total .	132.45	8.37	58.25	17.78	76.03	48.05	66.62	65.83

	1	2	3	4	5	6	7	8	9
V. Scholarships		55.00	45.00	..	..	..	10.00	45.00	10.00
VI. Social Education (Including Adult Education)									
1. Literacy Programmes		20.00	0.50	..	..	..	19.50	0.50	19.50
2. Libraries									
3. Production of Books, Reading Material and Literature for Neo-Literates. }		46.00	2.00	14.73	14.73	29.46	14.54	16.73	29.27
4. Other Programmes		5.00	1.15	..	..	..	3.85	1.15	3.85
Total		71.00	3.65	14.73	14.73	29.46	37.89	18.38	52.62

85

VII. Technical Education

1. Spillovers and Continuation Programmes	129.60	42.48	27.49	2.90	30.30	56.82	69.88	59.72
---	--------	-------	-------	------	-------	-------	-------	-------

2. Expansion of Diploma Courses :										
(a) Full-Time . . .	16.51	1.00	..	..	..	15.51	1.00	15.51		
(b) Part-Time . . .	2.85	2.85	..	..	..	..	2.85	..		
(c) Correspondence Courses	1.74	1.74	..	..	..	..	1.74	..		
3. Special Courses and Training Programmes at Diploma level such as D.C.P., Pharmacy, etc.	6.00	3.00	..	..	..	3.00	3.00	3.00		
4. Expansion of Junior Technical and Vocational Schools	15.20	2.00	..	..	..	13.20	2.00	13.20		
5. Expansion of Degree Courses :										
(a) Full-Time . . .	15.65	5.00	..	..	..	10.65	5.00	10.65		
(b) Part-Time . . .	0.30	0.30	..	..	..	..	0.30	..		
(c) Correspondence Courses .	1.05	1.05	..	..	..	..	1.05	..		
6. Expansion and Development of Indian Institutes of Technology and Upgrading of Selected Institutions	9.00	9.00	..	..	..	..	9.00	..		
7. Postgraduate Courses and Research	10.00	..	10.00	..	10.00	..	10.00	..		

	1	2	3	4	5	6	7	8	9
8. Management Studies, including Institutes of Management		4.00	4.00	..	..	..	..	4.00	..
9. Specialised Courses and Refresher Courses at Degree Level		1.00	1.00	..	..	..	..	1.00	..
10. Revision of Staff Structure in Engineering Colleges and Post-graduate Fellowships for Serving Teachers		7.00	..	7.00	..	7.00	..	7.00	..
11. Teacher Training Centres Polytechnics		3.50	2.00	..	..	..	1.50	2.00	1.50
12. Teacher Training Fellowship Schemes		3.00	3.00	..	..	..	..	3.00	..
13. Staff Quarters		3.00	..	..	..	..	3.00	..	3.00
14. In service Schemes of Training Teachers for Polytechnics and Colleges		1.50	1.50	..	..	..	..	1.50	..

15. Scholarships to Students .	15.00	6.00	..	..	..	9.00	6.00	9.00
16. Students Welfare Scheme .	1.00	..	..	..	..	1.00	..	1.00
17. N.C.C. Training . .	1.80	..	..	..	..	1.80	..	1.80
18. Central Pool for Engineering Teachers	1.00	1.00	..	..	..	..	1.00	..
19. Central Agency for Curriculum Development and Research	1.00	1.00	..	..	..	..	1.00	..
20. Central Agency for Material and Supply	1.00	1.00	..	..	..	..	1.00	..
21. Improvement of Administration	1.00	0.25	..	..	..	0.75	0.25	0.75
Total .	252.70	89.17	44.40	2.90	47.30	116.23	133.57	119.13

	1	2	3	4	5	6	7	8	9
VIII. Cultural Programmes									
1. Archaeological Survey of India		1.00	1.00	..	..	..	..	1.00	..
2. Academies		0.88	0.88	..	..	..	..	0.88	..
3. Cultural Projects . .		1.20	1.20	..	..	..	..	1.20	..
4. Libraries		1.00	1.00	..	..	..	..	1.00	..
5. Cultural Scholarships .		0.05	0.05	..	..	..	..	0.05	..
6. Museums		3.17	1.92	1.25	..	1.25	..	3.17	..
7. Gazetteers		0.40	0.15	0.25	..	0.25	..	0.40	..
8. Cultural Relations . .		0.93	0.93	..	..	..	..	0.93	..
9. National Theatres . .		0.25	0.25	..	..	..	..	0.25	..
10. Grants to National Book Trust		0.30	0.30	..	..	..	..	0.30	..
11. Propagation of Culture among College and School Students (Archaeological Albums, Albums of Famous Paintings and Set of Famous Records of Classical Music).		3.00	3.00	..	..	..	..	3.00	..
12. State Schemes		4.00	..	..	0.50	0.50	3.50	..	4.00
Total		16.18	10.68	1.50	0.50	2.00	3.50	12.18	4.00

IX. Other Programmes

1. Educational Research and Training	10·00	10·00	..	..	..	..	10·00	..
2. Strengthening of Educational Administration	10·00	2·60*	0·30	..	0·30	7·10	2·90	7·10
3. Physical Education, Sports and Youth Welfare	11·00	6·00	1·00	1·00	2·00	3·00	7·00	4·00
4. Audio-Visual Education	2·00	1·00	..	..	..	1·00	1·00	1·00
5. Development of Hindi and other Languages	16·00	8·92	3·08	..	3·08	4·00	12·00	4·00
6. National Archives	1·00	1·00	..	..	..	..	1·00	..
7. Preparatory Work with regard to Processing and Implementation of Recommendations of Education Commission.	5·00	1·00	4·00	..	4·00	..	5·00	..
Total	55·00	30·52	8·38	1·00	9·38	15·10	38·90	16·10
Grand Total	1260·00	208·71	1717·29	56·68	227·97	823·32	380·00	880·00

*Includes Rs. 10 lakh for Asian Institute of Educational Planning and Administration.

SUMMARY

Sector	Total	Centrally sponsored Scheme				State/ Union Terri- tories	Total Central Plan (Cols. 3+4)	Total States/ Union Terri- tories Plan (Cols. 5+7)
		Central Schemes	Centre's Share	State's Share	Total (Cols. 4+5)			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Elementary Education	398.50	7.32	18.90	12.00	30.90	360.28	26.22	372.28
2. Secondary Education	279.17	14.00	25.13	7.77	32.90	232.27	39.13	240.04
3. University Education	132.45	8.37	58.25	17.78	76.03	48.05	66.62	65.83
4. Scholarships	55.00	45.00	..	..	..	10.00	45.00	10.00
5. Social Education	71.00	3.65	14.73	14.73	29.46	37.89	18.38	52.62
6. Technical Education	252.70	89.17	44.40	2.90	47.30	116.23	133.57	119.13
7. Cultural Programmes	16.18	10.68	1.50	0.50	2.00	3.50	12.18	4.00
8. Others	55.00	30.52	8.38	1.00	9.38	15.10	38.90	16.10
Total	1260.00	208.71	171.29	56.68	227.97	823.32	380.00	880.00

MEMORANDUM

ITEM No. 2(ii) :

The 1966-67 Education Plan and its Relation to the Fourth Plan

(Note by Education Division, Planning Commission)

Both in its size and approach, the Fourth Plan marks a significant advance over the previous Plans. In size it exceeds the first three Plans put together. In approach, it makes a concerted effort to link education effectively with economic development. At the elementary stage provision has been made for both expansion to fulfil the Constitutional directive as well as improving its quality and giving it work-orientation. At the secondary stage, the emphasis is on expanding facilities for vocational courses of a terminal character. At the post-matric stage, the idea is again to divert students to vocational courses. Thus stress will be laid at all stages on training of technical personnel for production tasks. Apart from these schemes specifically oriented to production, the fourth Plan also lays emphasis on eliminating wastage. Provision has also been made for the expansion of teacher education, science education, postgraduate studies and research etc. Very high priority has been given to adult education and functional literacy as a highly important input for increased production, both on the farm and in the factory.

2. The allocation for educational development programmes in the fourth Plan is Rs. 1,260 crore, of which a sum of Rs. 880 crore is in the State sector and the balance of Rs. 380 crore is in the Central sector. The corresponding allocations for the first year, i.e., 1966-67 are : Rs. 98.38 crore, Rs. 59.23 crore and Rs. 39.15 crore respectively. The detailed break-up under the different sectors is given in Annexure E.

3. In phasing the outlay over a period of five years, the practice in the previous Plans was to make a provision in the first year of the Plan of about 14% of the total Plan outlay. However, in 1966-67, the allocation for education forms only about 7.8% of the total outlay for the fourth Plan. The Table below gives the present phasing of 7—12 M of Edu./67

the outlay and also as it should have been if the normal practice had been followed.

TABLE 1 : Phasing of Outlay in Fourth Plan

(Rs. in Crore)

	1965- 66 (Esti- mated Expendi- ture)	1966- 67	1967- 68	1968 69-	1969- 70	1970- 71	Total
1. Present Phasing*	180	98	168	241	328	425	1,260
2. Phasing—As It should Have Been	180	160	200	250	300	350	1,260

4. It will be observed from Annexure E that the reduced allocation for 1966-67 has affected particularly the elementary, secondary and social education sectors. On the other hand, university education and technical education sectors have received a more favourable treatment.

5. The allocation made for 1966-67 may be viewed from another angle. Annexure F gives the Plan allocations for education in the last years of the first, second and third Plans and the first years of the second, third and fourth Plans respectively. It will be observed that the outlay for 1956-57 (first year of the second Plan), was about 86% of the outlay for 1955-56 (last year of the first Plan). Similarly, the outlay for 1961-62 (first year of the third Plan) formed about 94% of the allocation for 1960-61 (last year of the second Plan). In contrast, the outlay on education during 1966-67 (1st year of the 4th Plan) will be only slightly more than 50% of the outlay in 1965-66 (last year of the 3rd Plan). This would indicate that the outlay for 1966-67 is inadequate to meet the normal tempo of development in the first year of the fourth Plan.

*The amount under 1966-67 is actual allocation and those for subsequent years have been steadily stepped up.

6. The reduced provisions for 1966-67 have naturally affected the targets for additional enrolment at different stages as will be evident from the following table :

TABLE 2 : Additional Enrolment at Various Stages

(Figures in lakh)

	1965-66 (Targets)	1966-71 (Targets)	1966-67 (Targets)	Col. 4 as % age of Col. 3
(1)	(2)	(3)	(4)	(5)
Age-Group 6-11 (lakh) . . .	33	190	30	15.8
Age-Group 11-14 (lakh) . . .	11	80	10	12.5
Age-Group 14-17 (lakh) . . .	5	38	3	7.9
Age-Group 17-23 (lakh) . . .	1.2	5	0.50	10.0
Degree Courses (No.) . . .	940	5,300*	800	15.1
Diploma Courses (No.) . . .	1,800	18,100*	1,900	10.5

It will be seen that the enrolment targets set out in 1966-67 are generally lower than the anticipated achievement in 1965-66. Further, the tasks of qualitative improvement, which are distinctive of the fourth Plan, have been practically left out. In view of this it will be necessary to provide higher outlays under most heads during the subsequent years of the Plan to ensure the fulfilment of targets—both quantitative and qualitative—envisaged for the fourth Plan.

7. Thus the outlays that are being provided for 1966-67 are inadequate for making an effective beginning. If, therefore, the tasks that are outlined in the fourth Plan are to be accomplished, it would be necessary for both the Central and the State Governments to ensure marked stepping up of the outlays in subsequent years.

8. A brief summary of the programmes to be taken up in 1966-67, both in the Central and the State sectors, is given in Annexure G. It will be noted that while the bulk of the provisions has been made for the expansion of educational facilities at various stages, small provi-

*Includes facilities already approved in the Third Plan but not provided by March, 1966

sions have been made (a) for qualitative improvements, (b) for educational projects which have a direct bearing on socio-economic development, (c) for introducing new techniques in education such as correspondence courses etc. While it has been possible to provide only token amounts for new schemes, great importance is attached to these provisions as they are intended for preparatory work necessary to ensure that work on these programmes can start effectively from the second year of the Plan. It is hoped that while finally adjusting their annual Plans in the light of resources the State Governments will ensure that the provisions recommended by the working Groups for these schemes are left intact as far as possible. Wherever the schemes are Centrally sponsored, it is being ensured that the Central share will be available.

ANNEXURE E

PLAN OUTLAYS IN 1966-67

(Rs. in Crore)

Sub-Head	1966-71			1966-67			Percentage to Plan Outlay			Percentage to Total	
	State	Centre	Total	State	Centre	Total	Col. 5 as %age of Col. 2	Col. 6 as % age of Col. 3	Col. 7 as % age of Col. 4	Col. 4	Col. 7
1	2	3	4	5	6	7	8	9	10	11	12
1. Elementary Education	372.28	26.22	398.50	18.20	0.44	18.64	4.9	1.7	4.7	31.6	18.9
2. Secondary Education	250.04	39.13	289.17	10.44	2.58	13.02	4.2	6.6	4.5	23.0	13.2
3. University Education.	65.83	111.62	177.45	8.36	17.41	25.77	12.7	15.6	14.5	14.1	26.2
4. Social Education	52.62	18.38	71.00	0.89	0.20	1.09	1.7	1.1	1.5	5.6	1.1
5. Cultural Programmes	4.00	12.18	16.18	0.77	0.48	1.25	11.3	3.9	7.8	1.3	1.3
6. Other Programmes+	16.10	38.90	55.00	6.04	3.37	9.41	37.5	8.7	17.1	4.3	9.6
7. Total General Education.	760.87	246.43	1007.30	44.70	24.48	69.18	5.9	9.9	6.9	79.9	70.3
8. Technical Education	119.13	133.57	252.70	14.53	14.67	29.20	12.2	11.0	11.5	20.1	29.7
GRAND TOTAL	880.00	380.00	1260.00	59.23	39.15	98.38	6.7	10.3	77.8	100.0	100.0

+Includes provision for NCERT, Physical Education, Languages.

ANNEXURE F

OUTLAYS

(Rs. in Crore)

Sl. No.	Sub-Head	Last Year of I Plan 1955-56	First Year of II Plan 1956-57	Last year of II Plan 1960-61	First Year of III Plan 1961-62	Last Year of III Plan 1965-66*	First Year of IV Plan@ 1966-67
1	2	3	4	5	6	7	8
1	Elementary Education . . .	22.2	8.37	29.74	22.12	62.86	18.80
2	Secondary Education . . .	10.0	9.15	13.50	11.37	42.07	12.80
3	University Education . . .	4.1	6.82	13.27	16.58	32.71	26.80
4	Social Education . . .	1.9	0.69	1.33	1.63	1.00	1.00
5	Miscellaneous Programmes . . .	4.2	5.21	6.77	3.28	13.73	9.50
6	Cultural Programmes . . .	+	0.50	1.84	1.50	2.05	1.30
7	Technical Education . . .	4.4	9.70	19.60	24.65	40.08	28.20
TOTAL		46.8**	40.44	86.05	81.13	194.50	98.40

+ Included under Miscellaneous Programmes.

*As proposed by the States in their draft annual Plan for 1965-66.

**Revised estimates.

₹As approved by the Planning Commission.

@Figures arrived at by totalling the sub-head-wise outlays approved by the Planning Commission in regard to the State Plans and those proposed by the Ministry of Education and approved by Ministry of Finance in regard to the Central Plan,

ANNEXURE G

1. **Elementary Education :** Most of the outlays in the State Plans would be for the expansion of facilities. Minor provisions have been proposed for training of teachers, improvement of science education, provision of mid-day meals and special programmes for girls' education. At the Centre, the outlay is proposed for such programmes as correspondence courses for teachers, development of selected schools, State Institutes of Education and assistance to voluntary organisations. It is proposed to establish correspondence courses for teachers in the four States of Assam, Mysore, Rajasthan and U.P.

2. **Secondary Education :** At the secondary stage of education, as in the case of elementary education, most of the outlays in the State Plans are for expansion of facilities. Small amounts have been provided for training of teachers, vocational education, special programmes for girls. A more ample provision exists for science education. In the Central Plan, provision has been made for correspondence courses for secondary teachers, development of selected schools, strengthening of diversified courses, development of science education, improvement of libraries in secondary schools, State Institutes of Science Education, Institutes of English, educational and vocational guidance and evaluation and examination reform. Under the crash programmes of science education, which was initiated in the third Plan, assistance will continue to be given to State Governments for strengthening science laboratories. It is also proposed to expand the activities of the Directorate of Extension Programmes for Secondary Education, Department of Curriculum, Methods and Textbooks and Regional Colleges of Education and Department of Science Education of the NCERT.

3. **University Education :** Under University Education, the States have provided for the expansion of facilities at various levels in arts and science courses, hostels, staff quarters, development of existing universities etc. At the Centre, the provision of Rs. 12.80 crore is for such programmes as grants to the University Grants Commission for various development projects of the universities; setting up of the Jawaharlal Nehru and Nefra Universities, loans for the construction of hostels, special developmental grants to J. & K. University, institutes of rural higher education, the Institute of Russian Studies at Delhi, and the Institute of Advanced Study at Simla. Details of the U.G.C. programmes for 1966-67 are not yet available.

4. **Technical Education :** In the State Plan schemes under technical education, the emphasis is on increasing the admission capacity of existing institutions, particularly in polytechnics and taking measures towards the completion of the institutions already started. In the Central sector, work on the continuing programmes of development of the five Institutes of Technology will be carried further. Preliminary work in regard to the building programme of the specialised Institutes of Management, the Industrial Engineering Institute, Bombay, and the Institute of Foundry and Forge Technology, will be taken up during 1966-67. Provision has been made for the training of teachers, loans for the construction of students' hostels, postgraduate courses and research, part-time courses, grants-in-aid to non-government engineering colleges, including the 14 regional colleges, etc.

5. **Social Education** : The State Governments have provided for the continuation of pilot project on adult literacy, initiated in 1965-66 and for some ancillary programmes like production of literature and setting up of libraries. No massive programmes of adult literacy as visualised in the national Plan, is proposed to be started in 1966-67. At the Centre, provision has been made for the production of literature for neo-literates, training of librarians, assistance to voluntary organisations in the field of social education, further development of the Delhi Public Library and the development of Public Libraries in Madras and Bombay on the pattern of the Delhi Public Library.

6. **Language** : For the development of languages, at Centre, there is provision for the scheme of appointment of Hindi teachers in non-Hindi speaking States. Hindi teachers' training colleges, the Central Institute of Hindi at Agra, grants to voluntary Hindi organisations, translation of standard works at university level, preparation of popular books in collaboration with publishers, assistance to Sanskrit voluntary organisations, award of scholarships to students studying Sanskrit in high/higher secondary schools and grants to voluntary organisations and State Governments for the development of modern Indian languages. Hindi teachers' training colleges have been set up in 8 out of 11 non-Hindi speaking States during the third Plan and the rest are proposed to be set up in the fourth Plan. Some provision for this has been made in the Plan for 1966-67.

7. **Cultural Programmes** : Various programmes of cultural development have been taken up in 1966-67. The programmes of the Academies include, among others, the preparation of bilingual dictionaries and the survey of folk music, folk dances and folk drama of India. The Indian Museum, Calcutta, the National Gallery of Modern Art, New Delhi, the Salarjung Museum, Hyderabad, and the National Museum, New Delhi, will be further developed. Assistance will continue to be given to State and private museums on the recommendations of the Central Advisory Board of Museums. The work relating to the revision of Union and District Gazetteers will be continued. It is also proposed to develop further the National Library and the Central Reference Library, Calcutta. The publication programmes of the National Book Trust will be further expanded.

8. **Other Programmes** : The provision for scholarships at the Centre is for loan scholarships, national scholarships, scholarships for the children of teachers under general education and merit-*cum-means* scholarships for technical education studies. Scholarships have also been proposed for studies in Hindi and Sanskrit.

9. A provision of Rs. 65 lakh has been made for the National Institute of Sports, the National Coaching Scheme, grants to National Sports Federation, labour and social service camps, campus works, scouting and guiding, development of the College of Physical Education, Gwalior, grants-in-aid to private physical education institutions, and the National Fitness Corps programmes.

MEMORANDUM

ITEM No. 3 :

School Education

3(i) : IMPROVEMENT PROGRAMMES OF SCHOOL EDUCATION

Introductory

During the last three Plan periods, educational, facilities have expanded phenomenally, as would appear from Annexure H that follows. Although, in certain parts of the country, there is still urgent need and scope for expansion, the main stress has now to shift from expansion to improvement. This point was stressed by the Education Secretaries' meeting and the Mid-Plan Appraisal in 1963. It was dealt with exhaustively at the Srinagar Conference of Education Ministers (June 1965). In particular, the Conference had stressed the urgent need for qualitative improvement of institutions at *all* levels. It had also emphasized that the Central sector should be expanded to provide for *some vital improvement schemes*. The accepted approach for qualitative improvement, according to the conference, was threefold :

- “(i) General levelling up of all institutions to reasonable, though necessarily austere, norms;
- (ii) Special development of selected institutions to higher peaks of efficiency, such as development of selected secondary schools, Regional Training Colleges, Centres of Advanced Studies, etc.; and
- (iii) Ensuring that new institutions are not established at sub-standard levels.”

2. In formulating the fourth Plan, due weight has been given to these recommendations, and in the field of school education, schemes, as listed in Annexure I, have been included in the national Plan. (The special improvement schemes have been marked with an asterisk in the Annexure.) This note is intended to explain some of the improvement schemes included in the national Plan and to secure the guidance of the Conference on important issues connected therewith.

3(i) (a) : Teacher Training

3. Contrary to the previous practice (when the entire teacher training programme used to be provided for in the State sector and in a lump) the fourth Plan provisions for teacher training are divided into sub-items, particularly separating 'expansion' from 'improvement'. The objective is to achieve the following targets :

(i) By the end of the fourth Plan, no State/Union Territory should find it necessary to employ a fresh untrained teachers. States/Union Territories where the output of trained teachers is less than their annual intake have to increase their output or to get their requirements met from existing institutions outside the State/Union Territory. States which may have a much larger output than is required for their needs have to rationalize the institutions.

(ii) All existing teacher training institutions except those if any which may have to be closed as a result of the rationalisation referred to in (i) have to be improved and strengthened in respect of laboratories, libraries, workshop equipment, hostel facilities, etc. These improvements will also be related to improvements in curriculum, duration of training or the nature of the institutions, e.g., some of them may be developed as comprehensive teacher training institutions. As Annexure I will show, the expenditure on some of the schemes, to the extent indicated, is to be met from the Central sector and the rest from the State sector. As a result of this joint effort, the quality of teacher training imparted in all the institutions functioning at the end of the fourth Plan must show distinct improvement.

(iii) Although the percentage of trained teachers in many States is satisfactory, some of the States still have a very large backlog of existing untrained teachers, both at the elementary and the secondary stages. It is proposed to take up a crash programme of giving training, within the fourth Plan period, through correspondence courses to all such untrained teachers in position.

(iv) The importances of in-service training even in respect of teachers who have the initial qualifications and training has been stressed in the fourth Plan framework. It is proposed that all teachers will have a refresher or reorientation course at least once in a period of five years to keep abreast of increasing knowledge in their subject and new techniques of teaching.

(v) A provision has also been included for giving special incentives to teachers for improving their profession competence.

The entire programme of teacher training improvement will be supported and strengthened by the schemes taken up by the NCERT. At the State level, they will also be strengthened through the expert services of the State Institutes of Education.

The Conference may consider these programmes and, *inter alia*, advise on the following points :

- (a) Whether this programme is comprehensive enough or needs any additions or alterations.
- (b) Whether the States concerned are making necessary provisions for taking up their share of activities under this programme—in particular, the correspondence courses.
- (c) What components of the improvement programme of existing teacher training institutions in the elementary sector should be supported by Central funds as a Centrally sponsored scheme and what other components should be provided for in the State sector? Alternatively, would it not be advisable to select some institutions and develop them fully in the Centrally sponsored sector, the rest of the institutions being provided for in the State sector?
- (d) As a part of the Centrally sponsored scheme, some good institutions are proposed to be developed to 'a higher peak of efficiency'. What should be the basis for selecting these special institutions?

3(i)(b) : Science Education

In pursuance of the recommendation made at the Education Ministers' Conference, 1965, the fourth Plan lays special emphasis on effective science teaching in schools. The programmes are intended to fulfil the following objectives :

(i) Science education should start at an earlier point than hitherto. A special scheme with Unicef/Unesco participation has been drawn up for strengthening science education particularly at the middle stage (in about one-third of the middle schools in the country) and also in a number of elementary schools. The scheme includes strengthening of elementary teacher training institutions with a view to provide instruction in general science to all future teacher trainees so that the programme can be expanded in due course.

(ii) At the secondary stage, the crash programme to give orientation courses to science teachers and to raise the level of science laboratories, (initiated in the last two years of the third Plan) is proposed to be continued so that all the schools covered in this improvement scheme are improved latest by 1967-68.

(iii) There is a provision for upgrading of high schools so as to provide higher secondary/P.U.C. class in the same institution. This upgrading will also involve increased facilities for science instruction, wherever such a programme is taken up.

(iv) Special units institutes for science have been set up in most States as a part of the crash programme referred to in (ii) above. These institutes will be further developed during the fourth Plan so that science instruction at the school level receives expert guidance and attention. It should be possible for these institutes to take up, wherever feasible and necessary, a programme of manufacturing laboratory equipment of the required standard.

(v) Under the programme for strengthening educational administration, science consultants or subject inspectors in science could be provided for, according to local needs.

In the matter of science education also, the NCERT has in hand special programmes of research of seed value for use by educational institutions all over the country. In addition, a large programme of summer institutes is also being organized by them through the universities and colleges. The NCERT is also preparing model syllabi and textbooks in science subjects.

The Conference may consider these improvement programmes and, *inter alia*, give advice on the following :

- (a) Whether these programmes require any addition or alteration;
- (b) Whether the general science scheme with Unesco/Unicef assistance, as indicated in Annexure J finds acceptance so that the Government of India may enter into a commitment with the international agencies in respect of the scheme.

3(i)(c) : Work-Orientation and Diversification of School Education

In the last two years, both the CABE and the Education Ministers' Conference have been stressing the need to impart vocational skills to students at the secondary stage. It has also been felt that for this purpose, it is necessary to give work orientation or more intensive instruction in the basic crafts at the elementary stage. With this object in view the following programme has been provided for in the fourth Plan :

(i) Suitable craft should be introduced in all the primary/Basic schools.

(ii) At the middle level, a special programme of improving Basic schools should be taken up so that the experiment, which is admitted to be sound, is given a fair trial. The changeover from the ordinary system of schooling to the Basic system has often not been accompanied by provision of necessary additional facilities, accommodation and equipment. From the special provision for this

purpose now made in the fourth Plan, different parts of the country can take up *selected* Basic schools and remove their deficiencies so that in due course the benefits of the Basic system really accrue.

(iii) Under the head 'Improvement of Middle Schools', about one-third will be taken up under the 'Programme of Science Education' and a substantial number would be taken up under the 'Scheme for Strengthening Basic Schools'. The remaining middle schools are to be covered by a programme of introducing work-orientation. The emphasis in this programme will be mainly on developing manual skills so that the student may, at the secondary stage, take up vocational courses suited to his/her aptitude and to the country's economic needs.

(iv) At the secondary stage, the main vocational courses sought to be improved are agriculture and technology. Agricultural production is vital for the country's economic growth and the school system must provide for adequate development of agricultural skills so that at the end of the secondary stage, the young farmer can take to agriculture with more confidence and knowledge of new techniques. Similarly, the new industries that are developing require a large number of skilled workers, at the middle and lower stages, and they could be available only through a well-planned system of vocational education at the post-elementary stage. In these more emphasis will be laid on *practical* training than on theory or general education.

(v) The diversified courses already in vogue in multipurpose, vocational or post-Basic schools are also to be improved and strengthened. As far as agricultural courses are concerned, this will be a continuation of programme which has already been started in 1965-66.

The Conference may consider these programmes and advise *inter alia* on the following points :

- (a) Whether these programmes need any additions or alterations.
- (b) Whether the States/Union Territories are taking up these special schemes of diversification at various stages and in particular the scheme of junior agricultural schools, under which it is estimated that by the end of the fourth Plan, about 4 lakh of pupils should be covered.

3(i)(d) : Other Special Improvements

(i) *The Mid-day Meals Programme*

It is universally accepted that school-going children should have some nutrition during the school hours, particularly if the period spent in school is more than four or five hours. It is also known to

be a good incentive for improving enrolment and reducing wastage at the primary stage. In many parts of the country, the mid-day meals programme with the participation of parents and the community is making good progress. In some States, this programme has been supplemented through the assistance of agencies like CARE, UNICEF and others. It appears however, that this programme has not been taken up on a uniform basis throughout the country. Even some States which have problems of low enrolment or large wastage have not taken up the programme in a big way. The statement (Annexure K) gives an idea of the number of school-going children covered under the CARE programme at the end of the third Plan and a rough estimate of the number of children to be covered by this programme at the end of the fourth Plan all over the country, if the programme is to develop uniformly as far as possible.

The Conference may consider the position and advise whether the States/Union Territories agree to take up programmes of the size indicated in Annexure K with such variations as may be indicated in the discussions.

(ii) *Improvement of Physical Facilities with People's Participation*

There are various other requirements of schools which have, by and large, received scant attention in the past mainly due to the rush of increased enrolment. To mention a few important ones, these are :

- (i) Accommodation
- (ii) Playgrounds
- (iii) Sanitary facilities and drinking water
- (iv) Craft sheds or workshops or other activity centres
- (v) Other equipment.

Even in the sector of accommodation, it was estimated sometime back that the shortage of accommodation in primary schools was of the order of 4659 lakh sq. ft. at the elementary stage. Many schools did not have play-fields or playgrounds ; in a large number, even in those having girl students, adequate sanitary facilities did not exist and even safe drinking water was not available. While local self-governing institutions or State government departments carry on with demonstration farms, public health programmes and other activities in the vicinity, the school did not receive any special attention, e.g., in the matter of facilities for developing gardening and other crafts in the school premises or on the farms, or proper drinking water and lighting arrangements.

The fourth Plan provides only a paltry amount of 45 crore for school buildings at the elementary stage. This is not enough even for meeting 10% of the accommodation shortage estimated as mentioned above. Meanwhile, local panchayats and municipal bodies are gradually taking more and more interest in, and assuming more and more responsibility for elementary education. The parents are keen to secure the best available education for their children and in most parts have realised that even if the funds come *via* Government, it is the public who pay for improvements. In this background, school improvement programmes properly planned and executed have already produced striking results. It is, therefore, necessary that these programmes are initiated all over the country to secure necessary improvement, particularly in physical facilities, without waiting for adequate provisions to be made for these facilities from Government sources.

The Conference may consider the situation and give a lead as to the nature and size of the programmes to be taken up on a massive scale to meet the dire needs of educational institutions.

ANNEXURE H

EXPANSION IN THE LAST THREE PLANS—BRIEF STATISTICS

No. of Pupils (in lakh)	1951	1956	1961	1966 (Estimated)
Primary	191.5	251.7	349.87	512.07
Middle	31.2	42.9	67.04	107.96
Secondary	12.2	18.4	29.1	52.62
<i>No. of Institutions</i>				
Primary	2,09,671	2,78,135	3,30,399	4,14,100
Middle	13,596	21,730	49,663	80,900
Secondary	7,288	10,835	17,257	27,200
<i>No. of Teachers (in lakh)</i>				
Primary	5.38	6.92	7.41	9.33
% of untrained	41.23	38.17	34.54	33.98
Middle	0.86	1.48	3.46	5.50
% of untrained	46.7	41.5	33.52	26.90
Secondary	1.27	1.90	2.96	4.68
% of untrained	46.23	40.28	35.1	33.76

ANNEXURE I

LIST OF SCHEMES INCLUDED IN THE FOURTH PLAN UNDER SCHOOL EDUCATION

(Rs. in Crore)

Scheme	Total	Centre	Centrally Sponsored			States/ Union Territories	Total Central Plan	Total States/ Union Territories
			Central	States	Total			
1	2	3	4	5	6	7	8	9
I Pre-Primary Education								
Pre-School Education . . .	2·00	0·50	..	..	..	1·50	0·50	1·50
II Elementary Education								
1. Additional Enrolment including Part-Time Education (excluding Buildings)	192·00	..	..	..	..	192·00	..	192·00
2. <i>Training of Teachers</i>								
(a) Full-Time	31·38	..	..	..	..	31·38	..	31·38
* (b) Improvement	13·60	..	6·80	6·80	13·60	..	6·80	6·80
* (c) Correspondence Courses	5·90	..	4·40	1·50	5·90	..	4·40	1·50
* (d) In-service Training Courses	5·00	3·00	..	..	..	2·00	3·00	2·00
(e) Incentive Payments and Awards to Teachers	5·00	..	..	..	..	5·00	..	5·00

3. *Improvement of Schools*

* (a) Improvement of Science	16·32	1·32	..	..	..	15·00	1·32	15·00
* (b) Strengthening Basic Schools	7·40	..	3·70	3·70	7·40	..	3·70	3·70
* (c) Work-Orientation in Middle Schools	13·20	..	..	..	..	13·20	..	13·20
* (d) Improvement of Selected Schools	2·00	..	2·00	..	2·00	..	2·00	..
* 4. Mid-day Meals . . .	33·00	..	..	..	..	33·00	..	33·00
5. Preparation and Supply of Textbooks	7·00	1·00	..	..	..	6·00	1·00	6·00
6. Special Programmes for Girls Education	25·20	..	..	..	..	25·20	..	25·20
7. Other Schemes . . .	3·50	1·50	2·00	..	2·00	..	3·50	..
8. Capital Expenditure . . .	36·00	..	..	..	..	36·00	..	36·00
	398·50	7·32	18·90	12·00	30·90	360·28	26·22	372·28

1	2	3	4	5	6	7	8	9
---	---	---	---	---	---	---	---	---

III. Secondary Education

1. Additional Enrolment (including Building)

(a) Full-Time	124.00	..	..	..	..	124.00	..	124.00
*(b) Correspondence Courses	0.50	0.50	..		..	..	0.50	..

2. Training of Teachers

(a) Full-Time	18.00	5.00	0.20	—	0.20	12.80	5.20	12.80
*(b) Correspondence Courses	2.00	2.00	..	..	..	..	2.00	..
*(c) Improvement Programmes	3.00	..	3.00	..	3.00	..	3.00	..
*(d) Incentive Payments and Awards to Teachers	6.00	..	..	..	..	6.00	..	6.00

3. Diversification

*(a) Multipurpose Schools .	13.00	1.00	..	..	..	12.00	1.00	12.00
*(b) Junior Agricultural Schools	16.00	1.00	..	..	..	15.00	1.00	15.00
*(c) Vocational Education at the Post-Elementary Stage	10.00	1.00	..	—	..	9.00	1.00	9.00

4. Improvement of Schools

* (a) Strengthening Science Teaching									
(i) Crash Programme	7.50	..	750	..	7.50	..	7.50	..	
(ii) Other Programmes	21.00	..	1.00	..	1.00	20.00	1.00	20.00	
* (b) Improvement of Libraries	4.00	..	2.00	2.00	4.00	..	2.00	2.00	
* (c) Development of Selected Schools	8.00	2.00	6.00	..	6.00	..	8.00	..	
* (d) Other Improvements of Secondary Schools	7.70	..	1.93	5.77	7.70	..	1.93	5.77	
* (e) Upgrading to Higher Secondary Pattern	14.00	..	..	..	..	14.00	..	14.00	
5. Physical Education . . .	3.00	..	..	..	..	3.00	..	3.00	
6. Special Programmes for Girls Education	7.00	..	..	..	..	7.00	..	7.00	
7. Junior N.C.C.	9.47	..	..	..	..	9.47	..	9.47	
8. Other Schemes	5.00	1.50	3.50	..	3.50	..	5.00	..	
TOTAL	279.17	14.00	25.13	7.77	32.90	232.27	39.13	240.04	

*These are special improvement schemes.

N.B. -The transfer of provisions from column 5 (wherever these occur) to column 7 is under consideration.

ANNEXURE I

PLAN OF OPERATION FOR STRENGTHENING SCIENCE TEACHING
(UNICEF/UNESCO ASSISTANCE PROGRAMME)

The Ministry of Education has formulated a scheme for the reorganisation and expansion of teaching of science throughout the school stage in the country with the assistance of UNICEF and by the joint efforts of NCERT (Department of Science Education), State Governments, Union Territory Administrations, Ministry of Health and the Department of Community Development and Cooperation of the Ministry of Food and Agriculture, Community Development and Cooperation,

2. The present scheme is intended to impart qualitative improvement in the teaching of science and mathematics. The main features of the present scheme are:

- (i) Development of new syllabi; due emphasis will be given to the inclusion of elements of health and nutrition education as part of the total general education programme;
- (ii) Development of new instructional materials;
- (iii) Training of science educators and science teachers at different levels;
- (iv) Equipping institutions with necessary science materials (State Institutes of Education and Science, Teacher Training Institutions and selected schools where the reorganised programme will be introduced);
- (v) Introducing the revised syllabi and instructional material in the schools depending on the conditions prevailing in different States and according to their needs.

3. This project will be conducted under the responsibility of the Government of India (Ministry of Education) with the technical advice of Unesco and the assistance of Unicef.

4. In the draft Plan of Operations the cost to the Government of India has been mentioned as ₹ 2.3 m, in the first two years of the scheme *i.e.* up to the end of June, 1968 (according to Unicef's financial year). The break-up of the Government of India's commitment is as given below:

(i) Equipment to teacher-training institutions (including 'Elementary')	Rs. 69 lakh
(ii) Equipment to teacher-training institutions (including S.I.E. 'Secondary')	Rs. 33 lakh
(iii) Training courses in teacher training (institutions)	Rs. 1 lakh
(iv) NCERT staff and other contingencies	Rs. 5 lakh
	Rs. 108 lakh
	\$2.3m (app.)

The break-up of this expenditure will be roughly as under:

Year		
1966-67	. . .	Rs. 2 lakh (NCERT)
1967-68	. . .	Rs. 3 lakh (NCERT) Rs. 70 lakh (Other programmes)
1968-69	up to 30-6-1968	Rs. 33 lakh
		Rs. 108 lakh

5. This expenditure is proposed to be met out of the Plan provision of Rs. 6.8 crore and Rs. 3 crore respectively for elementary and secondary teacher-training programmes in the Central sector.

6. The financial commitments for the 1st two years of the project of UNICEF are towards:

(i)	Cost of paper for printing syllabi and other instructional materials	\$22,000
(ii)	Cost of Science laboratory equipment for 50% of training institutions within a total ceiling of	\$21,39,000
(iii)	<i>Training</i> <i>i.e.</i> Reimbursement of 50% of expenditure required for course for 300 science educators of training colleges, State Institutes of Education, State Institutes of Science	\$21,900

TOTAL . \$21,82,000

Out of this \$ 8,00,000 have been earmarked for the 1st year of the project. It has also been stated that further assistance to cover the requirements of the balance of the Plan will be considered after the completion of the aforesaid commitment (\$ 21,82,000).

7. The Planning Commission has already given its concurrence and the Ministry of Finance has also agreed to this scheme in principle.

ANNEXURE K

STATEMENT SHOWING COVERING OF THE MID-DAY MEAL PROGRAMMES
IN EACH STATE/UNION TERRITORY OF CHILDREN (6-11) BY THE
END OF THIRD AND FOURTH FIVE-YEAR PLANS

(Figures in Lakh)

State	Population 1970-71 in lakh	Coverage & %age at the end of of III Plan	Estimated Coverage by the end of Fourth Five Year Plan
1	2	3	4
Andhra Pradesh	48.0	9.5(25%)	19.2
Assam	21.8	..	8.7
Bihar	65.3	..	26.0
Gujarat	38.6	2.0(6½%)	15.5
Jammu & Kashmir	4.5	..	2.0
Kerala	31.3	17.00(58%)	12.5
Madhya Pradesh	45.1	3.00(11%)	18.0
Madras	61.3	14.00(26%)	24.5
Maharashtra	68.9	0.6(1%)	27.6
Mysore	40.7	8.0(24%)	16.3
Nagaland	0.6	..	0.3
Orissa	26.0	6.0(32%)	10.4
Punjab	36.6	10.0(36%)	14.6
Rajasthan	30.8	10.0(53%)	12.3
Uttar Pradesh	109.0	3.0(4%)	43.6
West Bengal	56.9	1.3(3%)	22.8
TOTAL	685.4	84.4	274.3

Union Territory	Enrolment Figures (1970- 71) of Children in Age-Group 6-11 years	Coverage at the end of 3rd Plan	Estimated Coverage by end of 4th Five- Year Plan
1. A & N Islands	10,000	11,000	44,000
2. Dadra & Nagar Haveli	6,200	..	2,500
3. Delhi	5,57,000	1,80,000	2,22,800
4. Goa, Daman & Diu	1,17,000	56,000	46,800
5. Himachal Pradesh	2,00,000	6,000	80,000
6. L.M. & A. Islands	5,500	..	2,200
7. Manipur	1,51,000	..	60,400
8. NEFA	24,200	..	9,680
9. Pondicherry	58,000	30,000	23,200
10. Tripura	1,73,000	..	69,200
TOTAL	13,01,900	2,83,500	5,20,780

MEMORANDUM

ITEM No. 3(II)

MEASURES TO CHECK THE ESTABLISHMENT OF SUB-STANDARD
INSTITUTION—SCHOOL LEVEL

As mentioned earlier in this note, EM's Conference 1965 had recommended as an important item of qualitative improvement, steps to ensure that "new institutions are not established at sub-standard levels". Unless this policy is firmly and uniformly enforced the efforts to bring about improvement in existing institutions will be nullified by the growth of a large number of sub-standard institutions. It is, therefore, necessary that unless they conform to prescribed norms in respect of staff, accommodation, equipment and all other necessary facilities, new institutions should not be recognized or set up by the State Departments of Education or Boards of Secondary Education, as the case may be.

It is sometimes argued that due to local democratic pressures it is not possible to prevent the recognition or establishment of new institutions even though they may be sub-standard. On the other hand, experience in some parts of the country has shown that these very pressures can be usefully transformed into people's participation to provide for the new institutions the necessary physical and other facilities.

In regard specially to the backward pockets, such as areas inhabited by the scheduled tribes, the beneficiaries would be the weaker sections of the community. If therefore they cannot provide people's participation to the same extent as is provided by comparatively better-off sections, requisite resources may be found by pooling together the resources earmarked for education and for schemes of tribal welfare.

Sub-standard institutions may also come up as a result of programmes of re-imbusement of tuition fees for low income groups. Adequate safeguards should be provided against such contingencies otherwise the service that is intended to be rendered to the low income groups may result in further lowering of qualitative standards.

Another proposal actively being considered in a State may be mentioned. Finding that free elementary schools do not have necessary facilities, they propose to levy a *fee for providing the requisite facilities*. The policy issue which needs consideration is the full implication of the term "free" in Art. 45 of the Constitution.

The Conference may consider the position and advise, *inter alia*, on the following points :

- (a) What norms would the State Departments of Education insist on for recognizing new pre-primary, primary and middle schools? In particular, what steps are to be taken to avoid overcrowding of sections and starting classes/schools/subjects without having the minimum necessary staff, space, equipment etc.?
- (b) Whether the State Governments will ensure that schools set up by the Government itself or by local bodies meet the requirements expected of new private schools?
- (c) Whether the Boards of Secondary Education could be directed to be more firm and careful in the matter of refusing recognition to new institutions unless they satisfy clearly specified norms?
- (d) What steps would be taken to ensure that the economically backward pockets of the population do not suffer on account of this firm policy regarding recognition/establishment of new institutions?
- (e) Whether the State Governments would favour the charging of fees at the elementary stage, if this is considered inevitable for ensuring proper standards? If so, for what purposes and from what income groups?
- (f) At the secondary stage, some States have made education free either for all children or for girls or for the low income groups. This also involves reimbursement of tuition fees to private institutions. On the basis of experience gained and in the light of the inadequacy of resources for improvement as well as for expansion, should other States (particularly those who cannot afford it) thus extend the field of free education or utilise the fee-income for improvement, giving stipends to the deserving?

MEMORANDUM

ITEM No. 4 (I) : LIAISON BETWEEN NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING AND STATE EDUCATION DEPARTMENTS.

(Note by National Council of Educational Research and Training)

The objectives for which the National Council of Educational Research and Training is established *inter-alia* include :

- “(a) In collaboration with the State Governments and other authorities concerned,
 - (i) To organize extension services for such institutions in the country as are engaged in educational research, training of teachers or provision of extension services to schools,
 - (ii) Generally to disseminate improved techniques and practices in educational institutions in the country, and
 - (iii) To undertake or organize studies, investigations and surveys relating to educational matters or the appraisalment of educational programmes.
- “(b) To act as a clearing-house for ideas and information on educational research, training and extension.
- “(c) To advise the Government of India, State Governments, and other educational organizations and institutions, on matters relating to education.”

In order to achieve the above-mentioned objectives and in the interest of the furtherance of the programmes of the National Council, an effort has always been made to establish liaison with States to derive mutual benefit.

The question of establishing closer liaison between the National Council and the State Governments came up in the third meeting of the National Council held in Delhi on 24th April, 1964. Members suggested that the States should also be associated with the work of the Council. The Director, National Council of Educational Research and Training, explained that, apart from panels of experts for writing textbooks and the programme Advisory and other Committees, the Council itself conducted a large number of workshops.

and seminars for its research and development programmes in which almost all the States were represented. Since the Council was a technical organisation, it took care to see that the technical people of the States were represented on the various training and other programmes. For example, the National Council itself is composed of all the State Education Ministers besides representatives of other concerned interests, *e.g.*, U.G.C., universities, secondary education boards, Planning Commission, Parliament, colleges, etc.

The composition of the Programme Advisory Committees of the various Departments of the Council is being reviewed constantly, and every effort is being made to include experts from the other parts of the country. The main Committee of the Council concerned with research, as for instance, the Standing Research Committee, has already been re-constituted with a large proportion of members drawn from every part of the Country.

All these steps taken by the Council go to ensure close cooperation between its own programmes and those of the States.

In the 3rd meeting of the Council, the Director, National Council of Educational Research and Training also suggested the need for a body like the Directors of Public Instruction/Directors of Education or their representatives which could be used to take decisions regarding the over-all programmes of research and training and to see how the results of the work done by the Council could be fully utilized by the States.

The above suggestion was examined and it was decided that in order to maintain liaison with the State Governments on various programmes, Directors of Public Instruction/Directors of Education be requested to nominate liaison officers of sufficiently high status in their headquarters. Accordingly, many State Governments have nominated their officers for this purpose and the various Departments of the Council contact them in case of need.

The Government of Maharashtra, while appreciating that the activities of the Department of Field Services and the State Institutes of Education have made an increasing impact on the State Directorates of Education, and promoted a common awareness of educational problems on common scale, has in a note to the Ministry of Education, emphasized that the work of the Department of Curriculum, Methods and Textbooks and of Educational Administration should also be brought in line. It has been suggested that State representatives should be actively and continuously associated, through periodical meetings, in the thinking process of the Deptt. of C.M.T.,

their efforts in textbook-making and developing common curricula would be far more effective for the purposes of implementation on a national scale.

In this connection, it is submitted that the Department of Curriculum, Methods and Textbooks, like any other department of the Council, duly recognises that whatever it does can have relevance to the educational system of the country only when the State Governments are convinced of the utility of the recommendations made or measures suggested. In fact it is always remembered that, education being the responsibility of the State Governments, the State Departments of Education are the only effective agencies to bring about improvement in school education.

The question of evolving new curricula and of preparing textbooks is, however, slightly different. The pattern of education being so varied in the States, at no stage can one and the same curriculum fit into every pattern. What the Deptt. of Curriculum, Methods and Textbooks has so far done is to prepare a tentative syllabus in social studies which can either be adopted or adapted by the States. The draft syllabus was, therefore, circulated to the States so that not only could it be examined in detail but the desirability of introducing it with necessary modifications might also be considered. Mention may be made of the fact that the Department of Curriculum, Methods and Textbooks proposes to undertake a programme, in the fourth Five-Year Plan, of improving the school curriculum.

Recognising that the pattern of education, and the curriculum varies from State to State, it is proposed to involve three or four States every year to collaborate in the endeavour to improve their curriculum and also the instructions imparted in these schools. The work to be done in the States has to be of intensive nature and would need a body of trained personnel in the States who could guide the actual preparation of all types of curriculum and instructional material for use in their school and by their teachers.

It also seems relevant to state here, in little more details, how the National Council through its various departments has been working closely with the State Governments in their day-to-day programmes and where further coordination is required :

(a) Extension

In order to secure deeper involvement of the State Government, the responsibility for organising the State-level conference of honorary directors and coordinators of the extension centres has been entrusted to the Directors of Education. These conferences are

attended by officers of the various departments of the State Directorate of Education, *viz.*, the Guidance Bureau, the Audio-Visual Department, the Department of Curriculum, the Research Bureau, the S.I.E., etc. Further, the officials of the State Education Departments are involved as members of the programme advisory committees of the extension services centres. The programmes organised by the extension centres are particularly oriented to strengthen or supplement the programmes of the State Departments of Education. States are also actively involved in all India programmes like seminar readings.

With the establishment of Field Units, one in each State, it will be possible to establish still closer links between the various departments of the Council and the State Education Departments.

(b) Examination Reform

The Examination and Evaluation Unit of the NCERT works with various agencies in the States including the State Education Departments. Some of States, *viz.*, Rajasthan, Madhya Pradesh, Punjab and Gujarat have already been cooperating in introducing various schemes of examination reform in their States. In fact a good deal of work has been done in this direction, and a stage has been reached where intensive work needs to be taken up. The States of Mysore and Maharashtra, and Vidarbha Board have also shown keen interest in the scheme. However, it is the Council's effort to concentrate on introducing such reform in all the States simultaneously in 1966-67 and for this purpose an accelerated programme of examination reform has been worked out. To make this successful the following measures are necessary :

- (i) The State Evaluation Units must work in close collaboration with the Examination and Evaluation Unit of the Council so as to make the project of examination reform adequately successful.
- (ii) There is need for having close co-ordination between the Examination and Evaluation Unit of the Council and the States like Andhra Pradesh and Mysore, where the State Education Department is directly responsible for conducting external examinations at the secondary stage. Even in States where the public examination at the end of the secondary stage is conducted by the Secondary Education Boards, it is necessary to have a close liaison with the State Education Departments for the improvement of internal assessment in schools, as the latter has a vital link with the **external examination.**

(c) Educational Administration

In so far as the programmes concerning educational administration are concerned, a scheme of professional preparation of educational administrators has been prepared by the Council. The scheme aims at improving the professional competence of educational administrators, by organising at least one seminar and two training courses in each year of the 4th Five-Year Plan. The first seminar to be held in Delhi has its subject 'Inspection of Secondary Schools' where almost all States would be involved. Similarly, the training courses will also have participants from all States.

The scheme was considered by Directors of Public Instruction/ Directors of Education in their meeting held in October, 1965 and was largely welcomed.

(d) Research

For the successful implementation of research projects of all-India nature, cooperation of State Governments in the matter of try-out, and test-administration, training of teachers for this purpose, field investigations, etc. is absolutely necessary. Such co-operation wherever needed has been forthcoming.

(e) Training

Besides workshops, seminars and training courses of one-two months' duration, the Council organises a number of long-term courses for training research workers, social education officers, child educators, vocational guidance officers, audio-visual education officers, etc., for which nominations from State Governments are invited. Usually the State Governments take a long time to depute their nominees which upsets the schedule. In certain cases deputed officers fail to turn up. For Example, out of 15 district officers incharge of social education deputed for training to one course, only five turned up. This results in non-utilisation or under-utilization of the training facilities offered by the Council.

In certain cases, long time is taken by the State Governments in paying salaries and allowances to the trainees. This leads to much financial hardship to the trainees which needs to be avoided.

(f) Science Programmes

In the organization of the programmes of the Department of Science Education such as conducting science talent search examinations, organising science clubs and science fairs, co-ordinating and implementing the curriculum programme etc., assistance of the State Governments and various institutions in the States is continuously

sought with the result that the programmes of the Department of Science Education are successfully conducted. In regard to summer institutes, assistance is sought from various universities who offer not only physical facilities but resource personnel also to enable UGC/NCERT to conduct summer institutes in science at various centres on a much large scale.

It will thus be seen that, by and large, the work of the National Council of Educational Research and Training is closely linked with the requirements of the State Education Departments and is carried out in collaboration with the latter.

ITEM No. 4(II) : THE USE BY THE STATE GOVERNMENTS OF MODEL TEXT-BOOKS PREPARED BY THE NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING.

(Note by N.C.E.R.T.)

In 1962 the Governing Body of the National Council of Educational Research and Training set up a Central Committee on Educational Literature under the chairmanship of the Union Education Minister, to prepare model textbooks and other instructional materials, including teachers' guide and students' workbooks, and to have its programme of educational materials implemented. The Central Committee in turn has, in the course of last four years, set up panels and editorial boards to bring out model textbooks at the school level of education. These textbooks are proposed to be brought out by the centre in English and Hindi, and translated into the regional languages by the State Governments.

2. The fields in which the panels and editorial boards work are : Agriculture, Biology, Chemistry, Commerce, General Science, Geography, Hindi, History, Mathematics, Physics, Sanskrit, Social Studies (being prepared by DCMT), Teacher-Training, Technology (for secondary schools), Technology (for technical schools) and English (in collaboration with the Central Institute of English, Hyderabad).

3. Of these books, textbooks in Biology and Hindi for Classes IX-XI have been published by the Council, and a Hindi Primer and Workbook for Class I. The Classes IX-XI textbooks have been prescribed in the secondary schools affiliated to it by the Central Board of Secondary Education. Copies of the textbooks have been sent to the State Governments for adoption/adaptation.

These books apart, textbooks in Hindi for non-Hindi speaking areas are also being prepared by the Hindi Panel under the chairmanship of Dr. Nagendra, Head of Hindi Department, University of Delhi. This part of the work was started fairly recently. To implement it, four zonal committees are being set up, which will cover all the States. These committees will consist of representatives of official and non-official agencies. The State Governments have been requested to nominate their representatives to serve on sub-committees or zonal committees. It is proposed to prepare textbooks zone-wise for the following regions :

- (i) Eastern zone (Consisting of the States of West Bengal, Assam, Orissa and Centrally Administered Territories of that area)
(Shri K. M. Lodha—Chairman)
- (ii) Southern zone (Consisting of the States of Madras, Kerala, Mysore and Andhra Pradesh)
(Dr. V. P. Singh—Chairman)
- (iii) Western zone (Consisting of the States of Maharashtra and Gujarat)
(Dr. Bhagirath Mishra—Chairman)
- (iv) Northern zone (Consisting of the States of the Punjab, Jammu & Kashmir)
(Dr. Satyendra—Chairman)

The work of the Eastern and Southern Zonal Committees has started. Copies of the Hindi Primer and Book I are in process of being sent to the State Governments.

It is expected that the following textbooks will be available during the current year :

- (i) Hindi (Text books for Classes VI-VIII and Supplementary Books for Classes IX-XI)
- (ii) History (Textbook for Middle Schools)
- (iii) Mathematics (Textbooks for Classes I-V)
- (iv) Geography (Three textbooks in Physical, Practical and Economic Geography for Classes IX-XI)

- (v) Sanskrit (Textbook for Classes IX-XI)
- (vi) Technology (1) Elements of Electrical Engineering
(2) Engineering Drawing
(3) Workshops Practice (for Classes IX-XI)
- (vii) Commerce (1) Book-keeping and Accountancy
(2) Business Methods
(3) Commercial and Economic Geography
(for Classes IX-XI)
- (viii) English (Introductory Textbooks)

5. At the last meeting, held on 4-6-1965 of the Council (of which State Education Ministers are members), it was decided that "the programme of preparation and production of textbooks should be expedited, and the State Governments should be requested to adopt or adapt the books produced by the Council. For this purposes, as soon as the manuscripts of books were finalised, copies should be sent to State Governments who should make arrangements for translation, printing and production in their respective areas".

6. The Council has so far offered assistance in the following form to the State Governments:

- (i) Academic technical assistance
- (ii) Free paper
- (iii) Free use of blocks

7. On 25th January 1966, the Education Minister wrote to the State Governments to urge greater speed in implementing this decision. A copy of the letter is cast as Annexure L to this memorandum. A summary of replies to the letter is at Annexure M.

8. In reply to the Union Education Minister's letter (Annexure L) some State Education Ministers have stated that as the pattern of education in the State is not the higher secondary but the high school/matriculation, much modification will be involved in adopting or adapting the textbooks produced by the National Council, and that the matter will therefore require consideration. It will be recalled that not many years ago, textbooks were imported from England (that has a different structure of secondary level) and the books were 9—12 M. of Edu./67

still adopted in various States without advancing the argument that as the structures of education at secondary level were different, the textbooks could not be used.

The National Council's textbooks have been produced, bearing in mind the needs of the higher secondary pattern of school education, but they can, with very little difficulty, be used by States that have the matriculation/high school pattern. The excellence of the textbook or the series of textbooks does not lie in a mechanical tie-up with classes or classwise-syllabi, but with the totality of concepts and understandings required at secondary level. The argument that a different structure impedes the adoption or adaptation of the NCERT model textbooks is not convincing.

9. So far, only one State Government has asked specifically for financial assistance for the adaptation/adoption of the textbooks being brought out by the National Council. It is pointed out that the project to produce model textbooks has been accepted in principle by all the States as a necessary condition of good education at secondary level. The State Governments are themselves involved in the production of such books. They should not normally, therefore, need grants-in-aid or gifts from the Centre to induce them to accept textbooks of excellence at secondary level. Unless these textbooks are produced and widely used, it will not be possible to improve the level of education at secondary level, particularly because good textbooks are a pre-condition of good school education.

10. The National Council has also undertaken to produce suitable supplementary educational material for secondary schools. Much of the material planned is being commissioned from professional writers of excellence, and in accordance with approved schemes, such as the scheme to promote an understanding of the need for national integration or to create an understanding of the nature of courage and true patriotism. The age-group to which the literature has been directed, in the first instance, is 14-17 years of age. A list of books published or under preparation is given at Annexure N.

11. In view of the position explained, it is requested that the State Education Ministers may again consider action to ensure that the textbooks/supplementary materials prepared by the Council are adopted or adapted by them, for use by students in their respective areas. The matter is placed before the Conference of Education Ministers.

ANNEXURE L

No. F. 4-2/66-TS(NCERT)

New Delhi; 25th January, 1966.

My dear Education Minister,

As you know, one of the most important programmes of the National Council of Educational Research and Training is the project to produce, under our Central Committee for Educational Literature, model textbooks for school level in India in sixteen subject-fields. There are few ways as reliable for improving the quality of education in the short run as publishing good textbooks. This is something that it lies within our power to do, as we continue simultaneously to work to raise the level of teacher-excellence.

In the course of our periodic discussions on this subject, I have stressed the importance of uniformity in standard and quality of textbooks all over India. This reflects our common desire to evolve a national system of education and to promote integration among our children at a formative stage in their lives.

The textbook programme is developing and we now have a total of three sections in the Biology text, and two books in Hindi, published. Four more sections in Biology, two books in Engineering (one in Electrical Engineering and another in Engineering Drawing) are in the press and these will be published we hope, early this year. In addition, two books in Geography—Physical and Practical, are also being printed. We should presently have a crop of books available for use in all the States in India.

Through the process of evolving good textbooks, the National Council has always associated the States with it. At the sixth meeting of the C.C.E.L. over which I presided on 11th August, 1964, we decided that, while the National Council would bring out the textbooks in English and Hindi, the translation of these books into regional languages would be left to the State Governments. Since then, the Council has sent you the published books with the request that your Government may consider adopting or adapting them and that, if they agree to do so, the National Council will give them technical and other assistance. We have had requests for this, but not as many as we could wish for. We have received a large number of replies to say, and more than once when reminded, that "the matter is under consideration".

We are now nearing another meeting of the Central Committee for Educational Literature, and I would like to be in a position to say to the Committee that the State Governments are strongly with us in this important national educational project, and that their effective support persuades us that we must pursue this matter as one deserving high priority.

I would, therefore, be grateful if you would very kindly look into this matter personally and agree to accept our textbooks where they already exist in English and Hindi, or alternatively, agree to have them translated by you into your regional language. Our offer of technical and other assistance stands. We are anxious to get on with the job and, with your effective support, will certainly do so.

With kind regards,

Yours sincerely,

(Sd.)

(M. C. CHAGLA)

ANNEXURE M

CHART SHOWING REPLIES RECEIVED FROM STATE MINISTERS TO UNION
EDUCATION MINISTER'S LETTER OF 25TH JANUARY, 1966 REGARDING
PRESCRIPTION OF NCERT TEXTBOOKS BY THE STATE
GOVERNMENTS

S. No.	State/Union Territory	Contents of Reply Received
1	2	3
1.	Assam	Letter acknowledged.
2.	Gujarat	The State Government may adopt or adapt textbooks produced by the NCERT as and when received by the State Government.
3.	Himachal Pradesh	Letter acknowledged.
4.	Madhya Pradesh	The textbooks will be adopted by the State Government as soon as these are ready.
5.	Manipur	May adopt NCERT textbooks after translating books into regional languages.
6.	Rajasthan	Letter acknowledged. Ascertaining action taken by State Department of Education.
7.	Tripura	Action taken by the Government of West Bengal will apply to this territory in so far as textbooks for higher secondary classes are concerned. However, the Union Territory may consider primary textbooks as and when these are ready, for use in schools after translating books into regional languages.
8.	Maharashtra	May adapt the textbooks produced by the NCERT.

1	2	3
9. West Bengal		The textbooks produced by the NCERT may be adopted by the State Government after they are approved by the West Bengal Board of Secondary Education. Copies of the textbooks may be sent to the Board as and when they are ready. After these are approved by the Board, the books will be translated into Bengali.
10. Uttar Pradesh		The Biology textbooks for Classes IX-XI have been examined by the State Government. The textbooks cannot be adopted straight-away for high schools or for intermediate classes since they have been written for higher secondary schools of the 11-year pattern. The U.P. Board has, however, prescribed them for inclusion in the list of Library Books for High Schools and intermediate colleges. The question of adapting these books to the needs of High Schools and intermediate colleges will require considerable modification and the Council will be informed of the decision in this regard in due course.
11. Punjab		The Hindi books have been found suitable by the School Board of Punjab University and the University has since conveyed its reasons in this respect to the National Council.
So far as the science books are concerned the School Board of the Punjab University decided that copies of all the books in Science subjects produced by the National Council be obtained. The National Council has already been approached in this behalf by the Punjab University. Whenever the Science books are made available, the School Board of the Punjab University will consider them for adoption or adaptation in this State.		
The Biology textbook for Classes IX-XI is under consideration.		

1	2	3
12. Kerala		<p>This State has a 10-year course, followed by a two year pre-degree course under the University. There is no elective in the School classes here. The sections in Biology produced by the NCERT for students with elective Biology in Standards IX to XI cannot, therefore, be adopted in schools in State. We have, however, instructed the Director of Public Instruction to include relevant portions from these books in the Biology portion of the general science books for the high school classes (Standards VIII to X) when the books for General Science in these classes are revised. The diagrams used in the books of the NCERT will also be used in the General Science books here, obtaining the required blocks from the National Council.</p> <p>“We have obtained from the NCERT the books two in Hindi produced by them for use in Hindi-speaking areas. The University is being requested to consider the question of using for the pre-degree classes”.</p>
13. Jammu & Kashmir		<p>“The only textbook referred to us so far by the NCERT for adoption is the Biology textbook for higher secondary classes. Since the prescription of higher secondary syllabi and courses falls within the purview of the State Board of Secondary Education, this matter has been referred to them for urgent attention and I will let you know of their decision in due course”.</p>
14. Bihar		<p>“The State Government have decided to adopt the Biology textbooks prepared by the NCERT as models.</p> <p>Two books in Hindi ‘Gadya Sankalan’ and ‘Kavya Sankalan’ are under examination of the experts, with reference to the existing syllabus. State Governments opinion in this regard will be shortly communicated.</p> <p>Since the National Council has been doing very useful work with a common objective to evolve a national system of education to promote emotional integration among the school children by producing standard and quality textbooks the State Government extend all their support to the Council.”</p>

ANNEXURE N

SUPPLEMENTARY EDUCATIONAL MATERIAL

S. No.	Title	Author	Position
1.	The Romance of Teaching	Muriel Wasi (English)	Published in 1964 (3200 copies sold).
2.	Ustad Banne ka Maza-Urdu translation of The Romance of Teaching	M. Mujeeb Translator (Urdu)	Published in 1965.
3.	Shikshan ki Manoharita Hindi translation of The Romance of Teaching	Manorma Singh Translator (Hindi)	Published in 1965.
4.	Gujaratiscript of The Romance of Teaching	H.R. Sanghvi Translator (Gujarati)	Under preparation.
5.	The Romance of Banking (English)	Promodh Malhotra	Do.
6.	The Story of Town Planning in India (English)	C. S. Chandrasekhara	Do.

Material commissioned and proposed to be commissioned on important figures in Indian history to promote the concept of national integration and courage and patriotism in the minds of boys and girls of 14-17 years of age.

S. No.	Material Commissioned	Author	Remarks
1	2	3	4
1.	Akbar	M. Mujeeb (English)	Script under preparation—Due in Sept. 1966.
2.	Gandhiji (revised simplified version)	B.R. Narda (English)	Script under preparation (first chapter written and approved). To be finalised by June, 1966.
3.	Cultures Old and New	M.M. Begg (English)	Script under preparation.

1	2	3	4
4. Bahuroopi Gandhi (inexpensive edition)	Anu Bandhyopadhyaya	Negotiations with the printers are in progress.	
5. The Faces of Courage (Based on material supplied by the Army Headquarters and AIR Features Service on the heroic deeds of the Jawans in the recent conflict with Pakistan, and other stories of courage.)	Margaret Duncan	Script completed and under evaluation/revision.	
6. A book of National Integration	N. Mukerji (English)	Scrip under preparation.	
7. Guru Nanak—a Children's Life	Amrita Pritam (Punjabi)	Reply awaited.	
8. Kabir—a Children's Life .	..	Author under consideration.	
9. Tagore—a life . . .	Marjorie Sykes	Invitation accepted., Script expected in 1966.	
10. Nehru—a life . . .	Lila Majumder .	Invitation accepted. Script expected by June, 1966.	

MEMORANDUM

ITEM No. 5 :

Social Education including Adult Literacy

PROGRAMMES IN THE FOURTH PLAN INCLUDING THE SPECIAL PROJECT
DRAFTED IN CONJUNCTION WITH THE LITERACY MISSION OF
UNESCO—F.A.O.

(Note by Ministry of Education)

For various reasons, Social Education did not receive adequate attention in the last three Plans. Even the inadequate provisions made for this purpose were not fully utilized and the requisite co-ordination of agencies which could bring about a speedy eradication of illiteracy was not forthcoming. The net result is that development in this field has been slow (vide Annexure O). The Education Ministers' Conference 1965 had discussed this subject in detail in its relation to the fourth Plan and had resolved as under :

- (i) The urgency for all-out effort being made in the field of social education was stressed. In this connection emphasis was laid on the need for mobilising voluntary public effort to be sustained and strengthened by an adequate follow-up programme.
- (ii) The need for ensuring that funds provided for a particular scheme were not diverted for other purposes was stressed.
- (iii) Full emphasis will be laid on a large-scale programme of social education, i.e., adult literacy plus educating the farmers and the workers, through reading material as also audio-visual aids, should be taken up. Voluntary efforts on a campaign basis be supplemented and sustained by intensive follow-up. This, as Maharashtra experience shows, will require adequate funds.
- (iv) Marshalling of community effort is needed particularly for social education including adult literacy."

2. Now the allocation of funds for the fourth Plan has been tentatively settled as under :

(Rs. in Crores)

Programmes	Total Allocation	Centrally Sponsored	State/ Union		Territorial	Central Allocation	Total	Total
			Centrally Sponsored	State/ Union					Territorial	Central Allocation	Total	Total
1	2	3	4	5	6	7	8	9
1. Literacy Programmes.	20.00	0.50	..	..	..	19.50	0.50	19.50
2. Libraries . . .	28.00	0.80	9.23	9.23	18.46	8.74	10.03	17.97
3. Production of books, Reading Material and Literature for Neo-literates	18.00	1.20	5.50	5.50	11.00	5.80	6.70	11.30
4. Other . . .	5.00	1.15	..	..	..	3.85	1.15	3.85
TOTAL	71.00	3.65	14.73	14.73	29.46	37.89	18.38	52.62

3. In substance, it is intended that a substantially higher target of eradication of adult illiteracy should be fixed in every State/ Union Territory of the country and the programme should be taken up as a campaign by mobilizing the cooperation of the community and the educated adults—even educated boys and girls. The Maharashtra experience has shown that expenditure on this initial drive is about Re. 1 per capita. But this initial effort has to be strengthened and sustained and the benefits stabilized by a follow-up programme of (i) regular literacy centres, (ii) production of suitable reading material, and (iii) development of public libraries.

4. For development of libraries under this programme, the National Plan indicates schemes in three sectors, *viz.*,

(a) Central sector

(b) A Centrally sponsored programme on 50:50 basis, and

(c) A State sector programme

These funds have to be utilised in such a manner that the accelerated programme of spread of literacy receives strength and support.

5. The National Plan also provides for a substantially large allocation for production of books, reading material and literature for neo-literates. It will be realised that this is an important field in which work done so far is not considerable. So far, some awards

have been given to books written in various regional languages mainly for adult neo-literates. What is required is a concerted and coordinated effort to produce reading material on a large scale suited to the comprehension of the neo-literate and oriented towards his/her vocational efficiency. The programme will have to be taken up in all the regional languages according to the requirements.

6. For imparting special orientation to social education programme towards economic development, it is obvious that efforts will have to be made in two sectors, namely,

- (i) Agricultural workers, and
- (ii) Industrial workers.

Recently, a Literacy Mission visited India on the request of the Government of India and in collaboration with Unesco and F.A.O., this mission has suggested a programme of Farmers' Education and Functional Literacy as indicated in brief in Annexure P.

The Conference may consider the following points on this :

- (i) Whether the social education (adult literacy) programme will be taken up on a mass campaign basis, in all the States and Union Territories during the fourth Plan. If so, what should be the basis for determining physical targets and corresponding financial allocations for each unit.
- (ii) In consequence of the policy to be decided about (i), what would be the programmes for stabilizing literacy acquired through the mass campaign? What would be the expenditure on such a programme and what should be the physical targets/financial allocations for this purpose?
- (iii) Whether the programmes of production of literature and developments of libraries will be taken up on the scale indicated in the National Plan. The Conference may also like to indicate which of the programmes under these heads should form part of the Centrally sponsored scheme and which should be in the State sector.
- (iv) Whether the programme of "Farmers' Education and Functional Literacy" is generally acceptable for implementation as a composite programme of adult literacy and increased agricultural production.
- (v) Whether it is necessary to work out a programme on the same lines for factory workers' functional literacy.
- (vi) What should be done to strengthen the administrative machinery to carry out the programme and to coordinate the efforts of various Government and non-Government agencies working in this sector?

ANNEXURE O

STATEMENT OF LITERACY IN 1951 AND 1961

State/Territory	1951			1961		
	Total Population	Total Number of Literates	Total Number of Illiterates	Total Population	Total Number of Literates	Total Number of Illiterates
Andhra Pradesh	31,115,259	4,076,099	27,039,160	35,983,447	7,626,527	28,356,920
Assam	8,830,732	1,616,024	7,214,708	11,872,772	3,248,055	624,717
Bihar	38,783,778	4,731,621	34,052,157	46,455,610	8,547,845	37,907,765
Gujarat	16,262,657	3,756,674	12,505,983	20,633,350	6,283,256	14,350,094
Jammu & Kashmir	3,253,852	N.A.	N.A.	3,560,976	392,761	3,168,215
Kerala	13,549,118	5,514,491	8,034,627	16,903,715	7,919,220	8,984,495
Madhya Pradesh	26,071,637	5,162,184	2,090,945	32,372,408	5,544,862	26,827,546
Madras	30,119,047	6,264,762	23,854,285	33,686,953	10,580,616	23,106,337
Maharashtra	32,002,564	6,688,536	25,314,028	39,553,718	11,793,070	27,760,648
Mysore	19,401,956	3,744,578	15,657,378	23,586,772	5,990,585	17,596,187
Orissa	14,645,946	2,314,050	12,331,887	17,548,846	3,801,245	13,747,601

Punjab	16,134,890	2,452,503	13,682,387	20,306,812	4,917,396	15,389,416
Rajasthan	15,970,774	1,921,399	14,549,375	20,155,602	3,065,568	17,090,034
Uttar Pradesh.	63,215,742	6,827,300	56,388,442	73,746,401	13,013,183	60,733,218
West Bengal	26,302,386	6,312,573	19,989,813	34,926,279	10,225,664	24,700,615
A. & N. Islands	30,971	7,991	22,980	63,548	21,372	42,176
Dadra & Nagar Haveli	41,532	N.A.	N.A.	57,963	5,495	52,468
Delhi	1,744,072	669,724	1,074,348	2,658,612	1,402,298	1,256,314
Goa, Daman & Diu	637,591	N.A.	N.A.	626,978	N.A.	N.A.
Himachal Pradesh	1,109,466	85,429	1,024,037	1,351,144	231,664	1,119,480
L. M. & A. Islands	21,035	3,197	17,838	24,108	5,610	18,498
Manipur	577,635	65,850	511,785	780,037	237,276	542,761
Nagaland	212,975	22,149	190,826	369,200	66,117	303,083
N. E. F. A.	N.A.	N.A.	N.A.	336,558	24,260	312,298
Pondicherry	317,253	N.A.	N.A.	369,079	138,149	230,930
Tripura	639,029	99,049	539,980	1,142,005	231,188	910,817
India Total	*356,879,394	59,241,979	297,637,415	@438,445,915	105,313,282	333,132,633

*Excludes Jammu & Kashmir, Dadra & Nagar Haveli, Goa, Daman & Diu, N.E.F.A. and Pondicherry.

@Exclude Goa, Daman and Diu.

ANNEXURE P

FARMERS' EDUCATION AND FUNCTIONAL LITERACY

1. Early in 1966, there were discussions between the Ministry of Education and Unesco regarding a mission to India pursuant to Resolution 127 of the XIII Session of the Unesco General Conference, which asked the Director-General to carry out Experimental World Literacy Programme and in particular "to assist Member-States, upon request, in drawing up national or local plans for the eradication of mass illiteracy and in preparing requests for assistance to experimental projects in this field for the consideration of Unesco, the Special Fund, the Technical Assistance Board, the World Food Programme, the United Nation's Children's Fund and other appropriate organizations".

2. Following the discussions between the Ministry of Food and Agriculture and the Ministry of Education and with the Unesco and F. A. O. authorities, a request was made by Secretary (Education) in his letter No. 42-40/65-UU, dated March 18, 1966, to send a joint team of Unesco and F. A. O. to India in order to help the Government to formulate a proposal for the consideration of U. N. S. F. and U. N. D. P. in this regard. The main object of the project is to integrate the Functional Literacy Programme with that of increasing agricultural production in the High Yielding Variety Programme in the 16 principal States spread over 130 districts in the country. The project will cover 32.5 million acres of land and the Functional Literacy Programme will cover 5.28 million illiterate adults representing approximately 1/3 of the total illiterate adults in the area. If implemented this will be the first serious attempt made by the Government of India to dovetail the programme of Functional Adult Literacy with the Economic Development Programme in the country and might very well show the way for evolving a technique for solving the twin problems of adult illiteracy and slow progress of economic development in India.

3. The Ministry of Information and Broadcasting will fully associate itself with the project and will be responsible for arranging the Radio Farm Forums for the literacy groups of adults. Thus, the illiterate adults will have the benefit of combining agricultural education and techniques with functional literacy. They will be continuously fed with information through Radio Farm Forums about the latest agricultural methods. The Ministry of Agriculture will also arrange various long and short-term courses for the farmers and will hold demonstrations. Such an integrated programme holds out a great promise for increase in agricultural outputs by improving the ability and knowledge of the farmers.

4. The project is by and large in keeping with the approach proposed to be adopted in the fourth Plan in regard to Social Education. There is a definite policy decision endorsed by the Education Ministers' Conference, 1965, that our social education programmes must be linked up with and re-oriented towards economic development. In fact, the proposal is the first joint effort, as mentioned earlier, of experts in agriculture and education to give a concrete shape to this proposal. The draft project has been formulated by the Joint UNESCO and F. A. O. Literacy Mission, the representatives of the Ministries of Agriculture, Information and Broadcasting, and Education and the Planning Commission.

5. The main components of the estimated expenditure for the literacy groups are as follows :

(i) Operational Cost of Literacy Groups	Rs. 70·088
(ii) Cost of the Production of Reading Material	Rs. 3·98
Or	<u>Rs. 74·068(Million)</u>

(Here the appointment of the technical staff, remuneration to writers and reviewers and the production workshops will be the responsibility of the Ministry of Education. The cost of actual establishment and equipment for the press, etc., which comprises the major portion of the expenditure under this head will be borne by the Ministry of Agriculture).

(iii) Expenditure for Project Evaluation	Rs. 0·92896(Million)
--	----------------------

(The entire expenditure under this head will be met from the normal development expenditure of the N. C. E. R. T. and the Programme Evaluation Organisation of the Planning Commission. Thus, the total expenditure to be borne by the Ministry of Education towards the project will be Rs. 14·00 million).

6. The report does not indicate what would be the exact Special Fund Assistance for the programme allocated to the Ministry of Education for financing purpose. However, the distribution of the total foreign assistance for the project comes to the following details :

(i) International experts	\$ 26·00 lakh
(ii) Fellowships	\$ 2·7 lakh
(iii) Miscellaneous 6% of expert costs	\$ 1·55 lakh
(iv) Equipment, transport and supplies	\$ 39·7 lakh
TOTAL	<u>\$ 69·9 lakh</u>

MEMORANDUM

ITEM No. 6 : Higher Education

6(i) : ESTABLISHMENT OF NEW UNIVERSITIES BY STATE GOVERNMENTS INSTEAD OF POST-GRADUATE CENTRES

(Note by the Government of Orissa)

The Government of Orissa, in response to demand from the people, appointed a committee under the chairmanship of Dr. P. Parija, ex-Vice-Chancellor of the Utkal University to assess the need, if any, for establishing more universities in Orissa, in view of the expansion of university education in the State and the necessity for further expansion to catch up with the sister States in this regard. The Committee recommended the establishment of more universities in Orissa including one at Sambalpur, in the western part of the State, which is at a distance of about two hundred miles from Bhubaneswar, the headquarters of the Utkal University.

When the State Government was preparing to draft legislation for the purpose, a decision was taken in the Education Ministers' Conference, which has since been repeated in various other conferences that instead of establishing new universities, State Governments would do well to establish postgraduate extension centres which would be treated, for all purposes, as university centres. It was an essential part of the suggestion that the State Governments are to be given assistance by the U. G. C. on the same pattern as is admissible to the universities. Mr. Chagla, the Union Education Minister, during his visit to Orissa in November, 1965, expressed the same view when a deputation from Sambalpur met him urging for the establishment of a university at Sambalpur.

On the basis of the assurance given in the various conferences that postgraduate extension centres would receive assistance from the U. G. C. on the same pattern as any university, the State Government, instead of enacting legislation for the establishment of a university at Sambalpur, opened a postgraduate centre there with English, History, Commerce, Mathematics, Physics and Chemistry to start with and moved the U. G. C. for a decision if they would give

the necessary assistance to the State Government to pay the teachers of the Postgraduate Centre there at the U. G. C. scales of pay for the Third Five-Year Plan. It is very much regretted that the U. G. C. have turned down the proposal, and, as such, the State Government are now seriously considering to establish a university at Sambalpur so that the discrimination which the U. G. C. have been setting up between the university postgraduate colleges and the Government postgraduate colleges may no longer be there.

(Note by the University Grants Commission)

The Government of Orissa had in April, 1966 informed the U. G. C. that they had opened two postgraduate extension centres at Cuttack and Sambalpur. The State Government wanted to know whether the University Grants Commission could give any assistance to the State Government for postgraduate extension centres opened by them on the same basis as the Commission had given assistance to the Universities of Madras and Kerala for opening postgraduate centres. The State Government was informed that as the centres had been set up without referring the matter to the University Grants Commission who are responsible for the maintenance and co-ordination of standards of higher education, it may not be possible for the Commission to give assistance for the establishment of these two centres. It was pointed out to the State Government that during the course of the annual Plan discussions it had been clarified to the State Government representatives that the postgraduate centres should only be set up in consultation with the University Grants Commission.

2. The State Government was further informed that the Commission could not pay any grants to the State Government under the U. G. C. Act. The grants could only be paid to the universities and affiliated colleges. However, the Commission could consider the development proposals of the centres on their merits and the detailed schemes may be sent by Utkal University which would be examined by the Standing Committee appointed by the University Grants Commission to consider the question of establishment of new universities and postgraduate centres in the States.

3. The Commission is in agreement with the policy that generally before a new university is established a postgraduate centre should be set up which could eventually be developed into a university. The Commission feels that as it has been charged with the responsibility of maintenance and coordination of standards, the Commission should normally be consulted before a university or a postgraduate centre is established. In fact, the Commission would prefer

if the postgraduate centres are established by the universities in consultation with the State Governments who would ultimately be responsible for maintenance of the centres. The centres would then be eligible for assistance from the Commission towards their establishment.

4. The Government postgraduate colleges are affiliated colleges and cannot be treated at par with the university maintained and constituent colleges and university departments. The Government and private postgraduate affiliated colleges are not entitled to assistance towards the U. G. C. salary scales, under the scheme of revision of salary scales for university teachers, as the Government could provide such facilities themselves for Government-run colleges. The Commission feels that as the State Governments have a separate allocation for the higher education for the Plan period, the development of the Government postgraduate colleges should primarily be their responsibility. The State Governments would normally consult the University Grants Commission with regard to their development and provide necessary funds.

The matter is placed before the Education Ministers' Conference for consideration.

6 (ii) : THE MODEL BILL FOR REGULATION AND CONTROL OF PRIVATE EDUCATIONAL INSTITUTIONS

(Note by the Ministry of Education)

In their meeting held in October, 1964, the Central Advisory Board of Education *inter alia* discussed the problem of eradication of corrupt practices in private educational institutions and suggested that the Government of India should prepare a draft Bill for the purpose to serve as a model to the State Governments. A model Bill (Annexure Q) to provide for the regulation and control of private educational institutions was accordingly prepared and sent to the State Governments on 23rd September, 1965. It was requested that the model Bill may be considered by the State Governments and comments on it, if any, may be forwarded to this Ministry. It was also requested that the action taken or proposed to be taken thereon may also be communicated to the Ministry in due course. So far only

the Government of J & K has sent its reply agreeing in principle to the adoption of the various provisions of the Bill. The State Government intends to introduce the Bill in the State Legislature in due course. Reply from other State Governments is still awaited despite reminders.

2. In order to consider the question of introducing the measure for the Union Territories, the model Bill was also sent to the Administrations of these Territories for comments, if any. The Administrations of the Himachal Pradesh, Dadra & Nagar Haveli and the Andaman and Nicobar Islands have sent their replies supporting the measure. Reply from other Administrations is awaited.

3. While framing the model legislation, care has been taken to see that private enterprise in the educational field is not curbed and in the attempt to prevent spurious institutions from functioning nothing is done that would put a damper on *bonafide* ventures.

4. The scope of the model legislation has been limited to only those unrecognised educational institutions which claim to prepare students for recognised degrees, diplomas and certificates. Other institutions which do not lay such a claim have been deliberately excluded from the purview of the Bill. There is need to protect the unwary students who fall into the trap when undesirable institutions claim to prepare them for recognised qualifications. When they do not put forward such a claim, the intending students do not need any protection and they should be able to decide for themselves whether they would join such institutions or not.

5. The other main features of the Bill are given below :

- (a) No private institution shall be established or run except with the permission in writing of the competent authority. The State Government shall appoint one or more persons having prescribed qualifications to be the competent authority and define their jurisdiction.
- (b) The sponsor of every institution existing at the commencement of the Act and every institution intended to be set up after such commencement shall make an application to the competent authority for permission to run such institutions or to set up such institutions. For this application, details regarding the certificate or degree for which the institution would prepare the students, amenities available to students, teaching staff and their qualifications, equipment etc. will have to be given.

- (c) Every existing institution having more than 200 students on its rolls and whose receipts exceed Rs. 5000 per annum will also have to prepare a scheme for management of the institution in the form prescribed by the competent authority.
- (d) The State Government on or before the 1st May every year shall publish in the official gazette a list containing the names of institutions which have been granted permission and of those in respect of which permission has been cancelled.
- (e) The accounts of every institution having an annual income of not less than Rs. 6,000 will be audited annually by the chartered accountant approved by the State Government.
- (f) Every approved institution may be inspected by the competent authority as often as it may be necessary.
- (g) The competent authority may issue from time to time such directions regarding management as it may think fit and the sponsors will have to carry out these directions.
- (h) Whoever contravenes the provisions of the proposed Act will be liable to punishment with fine which may extend to Rs. 5,000.

6. Education Ministers are requested to offer their comments and endorse the proposal with a view to introducing the suggested bill in their respective State Legislatures.

ANNEXURE Q

THE PRIVATE EDUCATIONAL INSTITUTIONS
REGULATION AND CONTROL BILL, 1965

A
BILL

to provide for the regulation and control of the private educational institutions

BE it enacted by the Legislature of.....in the Sixteenth Year of the Republic of India as follows:

- Short Title and Commencement**
- 1. (1) This Act may be called the Private Educational Institutions (Regulations and Control) Act, 1965.
 - (2) It shall come into force on such date as the State Government may, by notification in the Official Gazette, appoint.

2. In this Act, unless the context otherwise requires, **Definitions**
- (a) 'Certificate or degree' means any certificate, degree, diploma or other academic distinction granted or conferred by any university or by an institution specially empowered by a Control Act or a Provincial or State Act to confer or grant a certificate or degree ;
 - (b) 'Competent authority' means the competent authority appointed under section 3 of this Act ;
 - (c) 'Institution' means a private educational institution;
 - (d) 'Prescribed' means prescribed by rules made under this Act ;
 - (e) 'Private educational institution' means an educational institution set up and run with the object of preparing its students for any certificate or degree but does not include any such institution which is a recognised institution ;
 - (f) 'recognised institution' means as institution which is recognised by a Government or a university or affiliated to, or admitted to the privileges of, a university ;
 - (g) 'Sponsor' means a person or a body of individuals or an association, whether incorporated or not, who or which has established or is desirous of establishing or is running or is desirous of running a private educational institution ; and
 - (h) 'University' means a university established or incorporated by or under a Central Act, or a Provincial or State Act or an institution deemed to be a university under section 3 of the University Grants Commission Act, 1956. **3 of 1956**

3. The State Government may, by notification in the Official Gazette, appoint one or more persons having prescribed qualifications to be the competent authority or authorities for the purposes of this Act and define the area within each such authority shall exercise his jurisdiction. **Appointment of Competent Authority**

4. No institution shall be established or run except with the permission in writing of the competent authority: **Permission of the Competent Authority**

Provided that nothing in this section shall be deemed to prohibit a sponsor who is required under section 5 to apply for permission to run an institution, from running such institution for the period during which he is required to apply for such permission and if he has applied for such permission until he is granted the permission or by a notice in writing, informed by the competent authority that permission for the running of such institution cannot be granted to him.

5. (1) The sponsor of every institution existing at the commencement of this Act and of every institution intended to be set up after such commencement, shall make an application to the competent authority for permission to run such institution or to set up such institution, as the case may be. **Application for Permission**

(2) The application referred to in sub-section (1) shall be made within such time and in such form as may be prescribed, and shall contain the following particulars, namely:

- (a) the certificate or degree for which such institution prepares or proposes to prepare its students;
- (b) the amenities available or proposed to be made available to students;
- (c) the names of the members of the teaching staff and the educational qualifications of each such member;
- (d) the equipment, laboratories, libraries and other facilities for instruction;
- (e) the number of students in each class;
- (f) the scales of fees of the students;
- (g) the sources of income of the institution;
- (h) the scheme of management referred to in section 7;
- (i) the description of the buildings in which such institution is being run or is proposed to be set up; and
- (j) such other particulars as may be prescribed.

Grant of Permission 6. On receipt of an application under section 5, the competent authority may grant or refuse to grant permission to the sponsor of the institution applying for such permission after taking into account the following matters, namely:

- (a) the method of imparting of education;
- (b) the qualifications of the members of the teaching staff;
- (c) the provisions for library and laboratory;
- (d) the suitability and adequacy of accommodation;
- (e) the provisions for the welfare of the students;
- (f) the scheme of management referred to in section 7; and
- (g) such other matters as may be prescribed.

Scheme of Management

7. (1) The sponsor—

- (a) desiring to establish an institution, or
- (b) of an existing institution having more than two hundred students on its rolls or whose annual receipts exceed five thousand rupees,

shall prepare a scheme for the management of the institution in such form and containing such particulars as may be prescribed.

(2) A copy of such scheme shall be submitted to the competent authority along with the application referred to in section 5.

8. (1) The State Government shall, on or before the first day of May each year, publish in the Official Gazette a list containing the name of every institution which has been granted permission under section 6 (hereinafter in this Act referred to as approved institution) together with such particulars of such institution as it may consider necessary. **List of Private Educational Institutions to be published**

(2) The State Government shall also publish in the Official Gazette as soon as possible the names of the institutions in respect of which such permission has been cancelled under this Act.

9. Every approved institution shall keep accounts and containing such particulars as may be prescribed. **Accounts**

10. (1) The accounts of every approved institution having an annual income of not less than Rs. 6000 shall be audited annually by an auditor to be appointed by the State Government from among such chartered accountants within the meaning of the Chartered Accountants Act, 1949, as have been approved in this behalf by the State Government and the accounts of every approved institution having an annual income of less than Rs. 6000 shall be audited annually by such person as may be appointed by the State Government in this behalf. **Audit 38 of 1940**

(2) The auditor shall prepare a report on the accounts audited and shall submit the same to the competent authority.

11. No approved institution shall cease to function until after the expiration of six months next after notice in writing has been given to the competent authority. **Notice**

12. (1) Every approved institution may be inspected by the competent authority as often as he may think necessary. **Inspection**

(2) The competent authority may direct the sponsor to remove the defects, if any, found during the course of the inspection, within such time as the competent authority may fix.

(3) If the defects are not removed within such time, the competent authority may, after giving the sponsor an opportunity of being heard, cancel the permission granted under section 6.

13. (1) The competent authority may, from time to time, issue such directions regarding the management of an approved institution as he may think fit and it shall be the duty of the sponsor of such institution to carry out such directions within such time as may be fixed in this behalf by the competent authority. **Direction of the Competent Authority**

(2) If the directions issued under sub-section (1) are not carried out within the time fixed by the competent authority, he may, after giving the sponsor an opportunity of being heard, cancel the permission granted under section 6.

Institutions to Furnish Returns etc. 14. Every approved institution shall within such time or within such extended time as may be fixed by the competent authority in this behalf furnish to the competent authority such returns, statistics and other information as the competent authority may from time to time require.

Appeal

15. (1) Any sponsor aggrieved by the decision of the competent authority under section 6 or sub-section (3) of section 12 or sub-section (2) of section 13 may prefer an appeal to the State Government against such decision within a period of thirty days from date such decision is conveyed to him.

(2) The State Government may, after giving the parties concerned an opportunity of being heard, pass such orders as it thinks fit in respect of such appeal.

Penalties

16. Whoever contravenes any of the provisions of this Act shall be punishable with fine which may extend to five thousand rupees, and if the person contravening is an association or other body of individuals, every member of such association or other body who knowingly or wilfully authorises or permits the contravention shall be punishable with fine which may extend to five thousand rupees.

Procedure

17. (1) No prosecution for an offence under this Act shall be instituted except by, or with the written consent of, the competent authority.

(2) No court inferior to that of a Magistrate of the first class shall try any offence punishable under this Act.

Power to Make Rules

18. (1) The State Government may, by notification in the Official Gazette, make rules to carry out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:

- (a) the qualifications of the competent authority ;
- (b) the time within which and the form in which the application referred to in section 5 shall be made and the particulars to be mentioned in such application ;
- (c) the particulars to be mentioned in the scheme referred to in section 7 ;
- (d) the manner of keeping accounts under section 9 ;
- (e) the manner of conveying decisions of the competent authority to the sponsor ; and
- (f) any other matter which has to be, or may be, prescribed.

6 (iii) : UNIVERSITY LEGISLATION AND AMENDMENT OF UNIVERSITY ACTS

(Note by the Ministry of Education)

In December 1965, the Union Minister of Education addressed a letter to the Chief Ministers of all States suggesting that a convention should be laid down that no university legislation should be undertaken and no University Act should be amended without first consulting the University Grants Commission and the Central Ministry of Education.

2. Replies from ten State Governments have been received so far. A gist of the replies is as follows :

- (i) The Chief Ministers of Madras and Orissa have agreed to the suggestion.
- (ii) The Education Minister of Punjab has also agreed to the suggestion.
- (iii) The Chief Ministers of Bihar, Jammu and Kashmir and Rajasthan have also agreed subject to the condition that it may not be necessary for the State Government to consult the Central Government and the University Grants Commission in the case of minor amendments in the University Acts relating to unimportant matters. The Chief Minister of Rajasthan has further stated that a final decision in matters relating to university legislation should rest with the State Government.
- (iv) The Governor of Kerala has found the suggestion acceptable provided that the University Grants Commission and the Ministry of Education communicate their reactions within a stipulated time and the final decision rests with the State Governments.
- (v) The Chief Minister of West Bengal has not agreed, in principle, to the suggestion on the ground that 'Education including universities is a State subject under the Constitution and should remain so'. The Chief Minister of Maharashtra has also expressed the view that while the State Government is willing to extend the fullest cooperation possible to the Centre in this respect, it cannot agree to fetter in any way the State's autonomy in matters of university legislation and is, therefore, not in favour of any convention about prior consultation with the Government of India.

- (vi) The Education Minister, Gujarat, is of the opinion that the suggested convention may cause some embarrassment in the event of a difference of opinion between the State Government and the Central Government or the University Grants Commission. She has suggested that the matter may be brought up at the Education Ministers' Conference before a final decision is taken.

3. The matter is accordingly placed before the Education Ministers' Conference for consideration.

6 (iv) : CO-ORDINATION BETWEEN U.G.C., UNIVERSITIES IN A STATE
AND THE CONCERNED STATE DEPARTMENT OF EDUCATION

(Note by the Government of Maharashtra)

Experience shows that it is necessary to have a greater co-ordination between these three bodies. It appears particularly necessary for the purposes of financing higher education in the States. At present although the State Governments finance their State universities by block grants, special grants and matching grants, they have very little indication as regards priorities as settled by a particular university or by the UGC for that university. The State Governments also do not easily have, at least in some States, an over-all picture of priorities in university education within their States. It goes difficult for the State Governments, therefore, to allocate their finances to their universities. On the academic side, at least some co-ordination is indicated as regards output of graduates and post-graduates and the requirements of secondary school teachers. Co-ordination is also necessary in teacher training programmes at all levels. It is suggested that the creation of a State Co-ordinating Committee having a representation of the three connected agencies may perhaps prove useful in this matter. The Conference is requested to consider this proposal.

(Note by the Ministry of Education)

The Ministry of Education and the University Grants Commission welcome the suggestion made by the Government of Maharashtra.

The matter is placed before the Education Ministers' Conference for consideration.

MEMORANDUM

ITEM No. 7 :

Technical Education in the Fourth Plan—Approach and Tasks

(Note prepared jointly by the Education Division of the Planning Commission, Ministry of Education and the Directorate of Manpower of the Ministry of Home Affairs)

Introduction

There has been a rapid expansion of facilities for engineering education during the last three Plan periods with a view to meet the requirements of technical personnel for various sectors of production. The annual admission capacity for degree courses in engineering and technology has increased from 4120 places in 1950-51 to over 24,000 places in 1965-66, the corresponding increase for diploma courses being from 5900 to 48,000. The progress in the number of institutions, their admission capacity and outturn is shown below :

Year	Degree courses			Diploma courses		
	No. of Institutions	Admission Capacity	Outturn	No. of Institutions	Admission Capacity	Outturn
1	2	3	4	5	6	7
1950-51 .	49	4,120	2,200	86	5,900	2,480
1955-56 .	65	5,890	4,020	114	10,480	4,500
1960-61 .	102	13,820	5,700	195	25,800	8,000
1965-66 .	133	24,690	10,280	274	48,050	17,700

Programmes have also been approved in the third Plan for additional facilities in some States, though these have not been implemented so far. If these are also taken into account, there would be facilities for 28570 annual admissions for degree courses and 53300 annual admissions for diploma courses (including the polytechnics for girls), resulting in an outturn of about 22900 graduates and 37300 diploma-holders* per year.

2. Whereas quantitative expansion of technical institutions has been achieved according to the Plans, it has not been possible to ensure in all the institutions the minimum essential facilities for good teaching, such as instructional buildings, equipment and hostels and the full complement of teaching staff. This adversely affects the quality of instruction both in the engineering colleges and polytechnics. Further, in the attempt to meet the immediate demand of industries and other sectors for engineering manpower, and also as a result of the traditional pattern, sufficient attention has not been given to the question of optimum utilisation of trained engineering personnel or to the need to reorient the courses of studies at the diploma level to meet the requirements of the industry. There have also been instances where the growth in the engineer-employing sectors of the economy has not been progressing according to Plan even though the outturn of engineering manpower has been ensured according to Plans. This has resulted in temporary imbalances between the demand for, and the supply of engineering graduates and diploma-holders. There have been imbalances also in the specialitywise distribution of students, resulting in prospects of unemployment in certain branches and shortages in other specialisations. This note attempts to examine these factors with reference to the tasks to be undertaken in the fourth Plan and also to indicate measures necessary in the fourth Plan to meet the likely demand in perspective, particularly up to the year 1975-76. The main objective of doing so is to focus attention on the problems of development of technical education during the next five years and ensure the adoption of appropriate measures to maintain qualitative standards in this field.

Completion of Third Plan Tasks

3. As mentioned earlier, the third Plan provided for an ultimate admission of 28570 degree students and 53300 diploma students. However, facilities have been created by the end of the third Plan for admission of only 24690 in degree courses and 48050 in diploma

*Assuming a pass percentage of 70.

courses. Annexures R and S show the distribution of the targets and achievements among the different States. The position may be briefly indicated as follows :

Courses	Annual Admission Capacity		
	Approved Targets	Facilities provided by 1965-66	Difference between Col. (2) and Col. (3) to be taken up in the IV Plan
1	2	3	4
I. Degree Courses—			
1. Full-time Courses	25,363	24,163	1,200
2. Part-time Courses	3,210	410	2,800
3. Total	28,573	24,573	4,000
II. Diploma Courses—			
1. Full-time Courses:			
(a) General Polytechnics	47,588	45,178	2,410
(b) Girls' Polytechnics	2,255	1,855	400
2. Part-time Courses	3,470	2,870	600
3. Total	53,313	49,903	3,410

The part-time degree courses have not been organised in most of the States during the third Plan even though a scheme for the purpose was introduced during 1964. In view of the high priority accorded to part-time and other non-formal courses in the fourth Plan, it is necessary that early steps be taken by the State Governments to complete these programmes. Further, the additional programmes for full-time courses which have been sanctioned already need to be implemented as early as possible.

4. The third Plan provided an outlay of Rs. 142 crores for technical education schemes. The outlay was enhanced in some States through the annual Plans. But the likely expenditure is estimated to be of

the order of only Rs. 129 crores, as per the yearwise details given below :

Year	Budget		Outlay (Rs. in Crores)			
			Actual likely			
	States & Union Territories	Centre	Total	States & Union Territories	Centre	Total
1	2	3	4	5	6	7
1961-62 .	11·13	16·57	27·70	8·14	10·47	18·61
1962-63 .	13·52	14·64	28·16	9·78	11·12	20·90
1963-64 .	13·09	13·05	26·14	11·49	12·18	23·67
1964-65 .	16·40	16·09	32·49	13·36	14·52	27·88
1965-66 .	18·89	19·31	38·20	16·23	17·83 3·79*	34·06 3·79*
1961-66 .	73·03	79·66	152·69	59·00	69·91	128·91

One of the results of the short allocations of financial outlays, simultaneously with the increase in physical targets, has been the shortages of buildings, equipment and teaching staff in technical institutions. An assessment survey conducted in 1964 revealed the following deficiencies :

	Colleges		Polytechnics	
	(In Percentage)			
Building	38	43		
Equipment	55	51		
Hostel	53	57		
Teachers	39	31		

The Statewise analysis of shortage of teachers, reported by the institutions as on 31-12-1963 is appended to the note (Annexure I). The need to make good these deficiencies as a crash programme cannot be overemphasised. It may be pointed out that, according to a recent study of the Institute of Applied Manpower Research, the

*Foreign Aid (equipment) received by the Indian Institutes of Technology; the yearwise phasing of this amount is not available.

wastage rate in technical institutions is high and that as many as 23 per cent of the degree institutions and nearly 40 per cent of the diploma institutions had a rate above 30 per cent. Cases have also been reported of institutions where the pass percentage at the examinations is only about 50 per cent. Unless the existing institutions are consolidated and the outturn therefrom stabilised at a maximum level of efficiency, mere expansion of facilities would only result in increasing wastage of resources. In other words, it is necessary to accept consolidation of existing institutions as the keynote for development of technical education in the fourth Plan.

5. A reference could be made here to the qualitative deficiencies in the programmes of engineering education, as organised at present. The syllabuses laid down for the engineering degree courses compare well with those prescribed in developed countries abroad. But, by and large, the main deficiency lies in giving to the students an adequate knowledge and understanding of the operations in industry and the problems encountered therein. Thus these courses lack practical approach. In this connection a copy of a report on the discussions held in the Planning Commission with Sir Willis Jackson, Consultant to the Education Commission and Chairman, U.K. Manpower Commission, is placed at Annexure U. This discussion brings out that, even though the engineering degree courses could compare well in academic contents with those in developed countries, engineering graduates lacked facilities for adequate practical training on account of the absence of any systematic programme for the purpose in most of the industries. A number of them were doing sub-professional functions, though they were neither trained nor meant for these functions. At the diploma level, in particular much has yet to be done to relate the courses more closely to the needs of industry and public services. It is considered necessary that there should be diversification of training facilities at this level to cover the entire range of technician functions, ranging, on one side, from engineering field-based functions, closer to the professional engineer to the industry-based functions nearer to the craftsmen. The educational aspects as well as the practical training requirements for these courses call for an urgent and close study with a view to integrating the two. Unless the graduates from engineering colleges and polytechnics are able to meet the manpower demands, appropriate to their level of training and responsibility, the large-scale investment made in the Plans for technical education would not give full economic return.

6. The deficiency pointed out above is in the main due to lack of involvement of industry in the educational process. Recently, some programmes for bringing about this involvement have been launched but the efforts need to be augmented considerably. It would be

unrealistic perhaps to expect that persons with long experience in industry would switch over to teaching. Nor can it be said that this is always desirable. Therefore, the best course for making the teaching in the colleges and polytechnics more practical and lively, will be to organise a two-way flow of engineers in industry to come over to the educational institutions and participate in teaching for specified periods, however short they may be, and for the teachers to have the opportunity to get firsthand knowledge of the operations in the industry. Apart from the teacher training programmes that are proposed to be launched during the fourth Plan period, it is essential that arrangements be worked out in consultation with industry so that they are prepared to receive the teachers of the engineering colleges and polytechnics for periods extending to about one year during which they may be called upon to undertake specific tasks of responsibility. It is not enough for industry to allow the teachers merely to walk through the shops or to observe things; it is absolutely necessary that they should be entrusted with defined responsibilities. A complementary activity could be that the industry makes use of the teachers to deal with their problems.

7. The programmes of technical education at degree and diploma levels should envisage these courses as two complementary streams, distinct in objectives and different in function. To the extent that the diploma courses are made more effective and productive-function oriented, productivity would increase. This necessitates, and at the same time facilitates, the concentration of effort by the professional engineers on development and research activities. These demands on engineering graduates would have a significant impact on the degree courses and it is likely that the present qualitative deficiencies in these courses would be rectified as a result of such developments over a period of time. It is needless to underline the benefits that would accrue, as a result thereof, to the efforts towards increasing productivity all round. The various aspects of this matter are being examined by the Ministry of Education and the All India Council for Technical Education. Suitable steps are expected to be recommended to bring about improvements and modifications in the various courses, both in their academic contents, and in the practical training, as well as to relate these courses to a wider perspective of indigenous technological development necessary in a self-reliant economy.

8. As a sequel to the deficiencies in the diploma courses and, partly due to the absence of any large-scale programmes in certain branches, such as chemical engineering, employers are reported to be employing engineering graduates where the real demand is for technicians. This is reflected in the fact that the ratio of diploma-holders to graduates

in the total pool of engineering manpower today is only about 1.4 to 1. The corresponding ratio in the more developed countries like England and France is considerably higher* and there are indications in this country also that the future Plans should provide for a larger output of diploma-holders so that the ratio of technicians to engineers/technologists in this country is raised. It is accordingly proposed gradually to change existing ratio to 3:1 through appropriate targets for degree and diploma courses in the next 15-20 years.

Employment Prospects in Fourth Plan

9. It has been suggested that the growth of engineering intensive industries and construction at an annual rate of 11 per cent during the next ten-year period would call for a similar increase in the total pool of engineering manpower in the economy. On this basis, and making a 2 per cent allowance for replacement needs, the additional requirements in the fourth Plan are estimated as 86,000 graduates and 140,000 diploma-holders in engineering and technology, *i.e.*, a total of 226,000. On the other hand, if an investment of Rs. 1 crore is assumed to require 12 engineering graduates and diploma-holders, then the fourth Plan would need for assumed investment of Rs. 19,000 crores, an additional 228,000 graduates and diploma-holders. As against this, the total outturn during the fourth Plan, from the programmes under implementation, is likely to be of the order of 86,000 graduates and 149,000 diploma-holders. As the outturn more or less of the above order is assured, it would mean that, if there is any slowing down of the rate of growth in engineering intensive sectors from the projected rate of 11 per cent, then there could be some surplus engineering manpower in the fourth Plan.

10. It may be pointed out in this context that recently there have been reports of marginal surpluses of certain categories of engineering personnel. While these are by and large, in the nature of frictional unemployment, in the case of civil engineering personnel a problem

*3.7 technicians to one professional in English industry and in France (OECD "Report on Technicians", 1961). In USA, the ratio is approximately 4.2 to 1. ("The role of middle level manpower in social and economic development", by Paul Fisher, Social Development Adviser, A.I.D. assisted by Ealton Nelson, AID—a background paper for the colloquium on Intra-regional Technician Training, New Delhi 1965. According to this, "if the universe of measurement is enlarged from industry to total economy including agriculture, construction, mining and the services, and even higher ratio, nearer Harbinson's 6—9 to 1 or to Clark Kerr's estimate of 10-15 to 1 becomes plausible"). The Vocational Education Division of the U.S. Office of Education has predicted that by 1965, "there may be ten technical specialists, five industrial technicians, and three engineering technicians for one scientist and one engineer in the labour force" ("The challenge of Leadership in Higher Education" by Raymond C. Gibson, W.M.C. Brown Company publishers, 1964; p. 94).

has arisen as a result of the completion of expansion programmes or of the construction phase of some projects such as at Bhilai Steel Plant and Heavy Engineering Corporation, Ranchi. The long-term employment prospects of civil engineers are being studied by a committee set up by the Planning Commission and the Ministry of Home Affairs. The following growth in the number of engineering graduates registered with the employment exchanges may also be cited to indicate current trends :

Year	No. of Engineering Graduates on live Registers of Employ- ment Exchanges as on 31st December	Increase over previous Year
1	2	3
1962. . . .	1,676	..
1963. . . .	1,758	82
1964. . . .	2,175	417
1965. . . .	3,426	1,251

These registrants do not include the number of engineering graduates who are 'surplus' in organisations after completing the construction phase of the projects. There is also a general apathy on the part of engineering graduates to get themselves registered with the employment exchanges. In the circumstances, the rather steep increase in the number of engineering graduates on the live register would require to be studied further.

11. Notwithstanding the above trends, shortages of engineers are being reported by some of the State Governments and Ministries.* In their preliminary memoranda on the fourth Plan, additional facilities for technical education have been proposed by the State Governments in order to meet these acute shortages. From the details of manpower requirements estimated by some of the State Governments there appears to be an element of over-estimation in the demand for the non-State Government sectors. Attempts are made to establish a close balance of demand and supply *within each State* including

*These are not always for fresh graduates and diploma holders from technical institutions.

those for public sector undertakings and private industry. This is neither desirable nor practicable at present. The reasons for local shortages, in the context of overall balance of requirements and availability appear to be lack of mobility on the part of candidates, unattractive terms and conditions of service, lack of experience required by employers or qualitative deficiencies referred to earlier. As an economic policy for planning, it is desirable to offer better service conditions and prospects to attract available personnel rather than expand facilities for training without reference to the availability of surplus personnel both within and outside the State.

12. It may be pointed out that the present balance between outturn and requirements of engineering personnel relates to an annual outturn of 10,280 graduates and 17,700 diploma-holders. The impact of the large-scale expansion carried out during the last 3 years is yet to be felt and it is expected that the annual outturn would almost be doubled within a period of 5-6 years. This aspect needs to be borne in mind while considering new proposals for the expansion of technical education facilities in the fourth Plan.

Perspective Demand and Fourth Plan

13. Studies relating to demand for scientific and technical manpower involve many imponderables and uncertainties. While it is necessary to take measures to expand educational facilities so as to ensure availability in sufficient numbers of properly trained manpower, it is at the same time necessary to see that the number of trained hands does not very much exceed the opportunities for employment even in a growing economy. Further, the goals should not only be reasonable but attainable in terms of available resources including teachers. The problem is so complex and the data available for a reliable study so meagre that one could only make reasonable assumptions about the perspective developments and work out estimates to indicate the broad magnitude of the demand for trained manpower.

14. Engineering manpower being in the category of specialists and the training being expensive, it is essential to ensure the maximum utilisation of the trained personnel. Further, in projecting the future demand, the growth of the engineering pool should be related to realistic targets of industrial progress. That great importance should be attached to this point is emphasised by the performance during the third Plan. As against a desired growth of 11 per cent for industries and allied sectors to which rate the increase in the outturn of engineering personnel was related—the average rate of growth in these sectors has not been more than 7 per cent. Such a situation in the future, with the annual outturn of graduates and diploma-holders more than doubled over the present outturn, needs to be

avoided. The various factors affecting the third Plan, including foreign exchange difficulties for maintenance imports could be examined to see how far these factors would be operative during the fourth and fifth Plans. The estimates of requirement of engineering personnel need to be reviewed continuously to be a useful guide for educational planning on a long-term basis.

15. Applying the desired rate of growth of 11 per cent per annum in industry and other engineering intensive sectors of economy to the total pool of engineering manpower in the country, it is estimated that the number of engineering graduates and diploma-holders (including the engineering practicals) should increase from 153,000 in 1961 to 434,000 in 1971 and 732,000 in 1976. In view of what is stated in the earlier paragraphs, these targets could be taken as the upper limit for growth in the light of the desired rate of growth in industries and other sectors. As mentioned earlier, one of the objectives in the perspective development of facilities is to make better use of the engineering graduates and to change the ratio of diploma-holders to engineering graduates to 3:1. Keeping in view the large-scale expansion of degree courses that has already taken place and as it would take a long time to bring about a change in the pattern of manpower utilisation in industries and other employing sectors, it is proposed to reach this objective in 1986. Accordingly, the growth of engineering manpower during the next 10 years is proposed to be planned as per break-up shown below :

Year	Total	Projected Pool of Engineering Manpower (000's)		
		Graduates	Diploma Holders	Practicals
1	2	3	4	5
1961.	153	58	75	20
1966.	243	93	133	17
1971	434	166	254	14
1976.	732	256	464	12

This provides for a ratio of 1.8 diploma-holders to every graduate in 1976. It also implies that the diploma courses would be reoriented to meet the specific needs of industries and as a result the number of practicals, who perform technician functions without any formal educational preparation and training, would decrease.

Unless timely action is taken to reorganise the diploma courses, it is likely that the number of engineering practicals employed by industries would steadily increase notwithstanding the increase in the outturn of diploma-holders. This would not only impair the productivity of industries but also create large-scale unemployment among diploma-holders.

16. On the basis of the programmes for degree courses already approved in the third Plan, it is expected that there would be a steady annual output of over 22500 graduates in engineering and technology during the fifth and subsequent Plans. This is exclusive of the engineers returning home after education abroad as well as the number successfully completing the professional examinations. This number is understood to be about 1000 graduates in 1965. The likely demand for engineering graduates thus would be largely met during the next 15 years by the facilities already created and there is no need to expand facilities at least during the next five years. This provides a most welcome opportunity to consolidate the existing institutions and improve the quality of education. It would also provide a sounder base for any future expansion of facilities that the demand in the sixth and future Plans might call for. It also allows to plan in advance for the training of teachers required for the future growth of engineering education. In other words, the fourth Plan of technical education at the degree level does not require quantitative expansion but should be a quality-oriented plan for consolidation and improvement of existing courses and institutions.

17. It may, however, happen that the accelerated intensification and diversification of industrial growth might require engineers in some specialised branches, such as petro-chemical industries and electronics. Similarly, improvements in technological processes and additions to building materials would call for engineers trained in automation and control systems and material management. These developments would require careful planning of specialised courses and the Central Government could, more appropriately, be expected to review these aspects and formulate schemes on an all-India basis. A provision of 1300 additional seats is suggested in the fourth Plan for such specialised subjects. Further, most of these additional places could be provided within the existing institutions.

18. At the diploma level, the anticipated outturn from programmes already approved would meet the demand for the fourth Plan. The steady outturn of 37000 diploma-holders every year during the fifth Plan would increase the total number of diploma-holders in the country to 397,000 as against a desired pool of 464,000. In other

words, measures are called for during the fourth Plan and early years of the fifth Plan to ensure an addition of 67,000 diploma-holders, as shown below :

Year	No. of Diploma-Holders in the pool of Engineering Manpower (000's.)		
	Desired	Likely from Approved Programmes	Difference between Col. (2) and Col. (3)
1	2	3	4
1966.	133	133	..
1971.	254	262	(-)12
1976.	464	397	67

If the additional facilities are to be provided in a phased manner, then the annual admission capacity for diploma courses should increase by 14700 during the fourth Plan to about 25000 in 1973-74 as per yearwise phasing given below :

	Additional Admission over and above Programmes approved in the III Plan
1966-67 (Approved in Annual Plan of the States) .	1,800
1967-68	4,600
1968-69	7,600
1969-70	10,600
1970-71	14,700
1971-72	18,000
1972-73	21,000
1973-74	25,000

These additional targets for the fourth Plan assume that the facilities already approved in the State Plans would be provided and that the passes at diploma courses would be maintained at a minimum 65 per cent. It may be noted in this context that every 1 per cent increase in the outturn from existing facilities would ensure the availability of 2600 diploma-holders in a Plan period

which is over 1 per cent of the estimated additional demand in the fifth Plan. One of the efficient and economical ways of increasing the annual outturn is indeed to improve the quality of education at this stage and reduce the failure rates to a reasonable percentage.

19. No attempt has been made in this note to examine the ways and means of achieving the additional target of 14700 seats for diploma courses, as that would require detailed consideration of the state of development of existing institutions, their capacity to expand, need to organise cooperative programmes with industrial establishments, facilities for sandwich courses and regional imbalances *vis-a-vis* demand estimates. On the basis of information available and in the light of the observations made earlier on the question of reorganising the diploma courses, the following programmes are suggested for consideration :

- (i) 20 new centres for part-time courses at existing polytechnics (2000 admissions);
- (ii) establishment of six large-sized institutions primarily for part-time courses (1500 admissions), to be set up in industrial centres;
- (iii) expansion of existing polytechnics for full-time courses (3000 admissions);
- (iv) establishment of new polytechnics comprising
 - (a) 5 large-sized polytechnics in major metropolitan cities (5000 admissions),
 - (b) 10 sandwich polytechnics to be set up (1000 admissions) in association with the major industrial enterprises, and
 - (c) 5—6 polytechnics (1500 admissions) both by the Government and private agencies.

The implementation of these proposals requires immediate action for the formulation of detailed schemes, discussions with industry-groups and arrangements for cooperative courses. It is also for consideration whether the facilities for conventional courses at the diploma level need to be expanded, pending the reorientation of these courses.

Specific Programmes

20. As the emphasis in the fourth Plan of technical education would be on consolidation and providing a base for future growth, it is desirable to consider, in some detail, programmes to be undertaken in advance by the State Governments for this purpose particularly in respect of teachers. If the standards of technical education

have to be sustained and improved, the most important need is to get qualified teachers. In the context of rapidly changing technologies, and the consequent need continually to review and improve the curricula and teaching methods, it is essential to prepare a long-term plan for development of properly qualified teaching personnel for engineering colleges and polytechnics. Annexure V estimates the annual demand for teachers in technical institutions, once the ultimate enrolment capacity is reached. This does not provide for any future growth of facilities in the States because it is not possible at this stage to project the trends among them. Nevertheless, action could be initiated in order to ensure the annual supply of about 1400 teachers, 760 for degree courses and 600 for diploma courses, keeping this figure as a minimum target. For this purpose the following programmes proposed to be included in the fourth Plan deserve consideration :

(i) POSTGRADUATE ENGINEERING EDUCATION

There are at present 42 centres for postgraduates studies and research in engineering and technology and schemes have been approved for providing 2100 places for these courses. Keeping in view the demand for specialists for design, research and development as well as for teaching in colleges, it is proposed to expand these facilities subject to the availability of qualified professors and the necessary physical facilities. While these facilities would be organised at selected centres, the States could avail of these facilities according to their needs in order to enable their teachers to improve their qualifications.

(ii) SENIOR TEACHER TRAINING FELLOWSHIPS

Over 100 fellowships are offered by the Ministry of Education to fresh brilliant engineering graduates to prepare them ultimately for teaching positions. It is proposed to increase these fellowships and to provide 1300 fellowships during the fourth Plan. These fellowships are at present tenable at 12 selected institutions. It is expected that additional centres would be started in the fourth Plan. Suitable candidates could be sponsored for the award of fellowships against identified future teaching positions in different States.

(iii) REVISION OF STATE STRUCTURE AND IMPROVEMENTS OF SALARY—
SCALES AND PROSPECTS OF TEACHERS

The All India Council for Technical Education has recommended that the number of posts at the level of professors and assistant professors should be in the ratio of 1:1 to the number of lecturers and associate lecturers. The implementation of this recommendation

would call for employment of a progressively increasing number of teachers as assistant professors and professors. In view of the shortage of properly qualified personnel at these levels, the State Governments could prepare a plan of action so as to implement this scheme over a period of time working out yearwise targets for deputing suitable teachers for the necessary courses of advanced studies, refresher courses or industrial experience. The postgraduate courses, offered in India, to which a reference has been made already as well as the technical aid programmes for training abroad could be utilised for this purpose.

(iv) AMENITIES TO TEACHERS

The provision of staff quarters and other amenities needs to be included in the fourth Plan as an integral part of developing the existing institutions and a definite percentage of staff housing could be included in the cost estimates of the development scheme.

21. At the diploma level also, it is necessary to examine the problem of teachers required for these courses on a long-term basis. Four regional centres are being set up to train technical teachers for polytechnics in addition to similar centres set up by the Governments of Andhra Pradesh and Maharashtra. These facilities need to be increased with reference to the demand in each of the States and additional centres could be set up in those States where a large number of polytechnics have been set up and there is a sizeable demand for teachers year after year. It would be necessary to ensure an adequate level of industrial experience for these teachers.

22. It has been suggested that the diploma courses could be made more effective if these are organised in association with industries. This would call for locating the new polytechnics in industrial complexes. The regional imbalances within the States could be made good by making suitable reservation of seats for the backward regions and by providing these students with financial assistance, if necessary. This would require a careful survey of existing and developing industrial complexes which would offer suitable facilities for cooperative programmes of instruction and the formulation of suitable training programmes keeping in view the types of technicians required and their educational preparation.

23. To sum up, the main points in the note are:

- (i) The rapid expansion of technical education facilities has resulted in shortages of buildings, equipment, hostel accommodation and teachers. These shortages need to be made good without delay to improve the standards of instruction in the existing institutions. (para 4)

- (ii) The progress of part-time degree courses has not been in accordance with the planned targets. The relevant scheme requires to be implemented as early as possible. (para 3)
- (iii) Consolidation of existing institutions should be first charge on the available resources for technical education in the fourth Plan. (para 4)
- (iv) There is an urgent need to modify the diploma-level courses and to organise practical training for graduates. Unless the outturn of the technical institutions is able to meet the demand, appropriate to their level of training and responsibility, the large-scale in technical education would not yield its full benefits. The Ministry of Education is examining this question. (para 5)
- (v) The pattern of manpower utilization offers scope for improvement. The present ratio of 1.4 diploma-holders to every graduate does not compare well to about 3—4 technicians to every professional engineer abroad. In a developing country, the ratio should be larger rather than smaller. The Plan targets would be so set as to change the ratio to 3:1 in about 15—20 years. (para 8)
- (vi) The demand for graduates and diploma-holders in the fourth Plan is likely to be met fully by the outturn from programmes under implementation. This provides an opportunity for concentration of efforts on bringing about qualitative improvements in existing programmes and institutions. (para 16)
- (vii) There are reports of marginal surpluses of engineering personnel. The problem of civil engineers working in projects nearing completion is under study by a committee. This is in the present context of an annual outturn of 10280 graduates and 17700 diploma holders. These outturn figures are expected to be double within the next five years. This has to be taken note of in formulating future programmes of expansion of technical education. (paras 10—12)
- (viii) There is a steep increase in the number of engineering graduates registered with employment exchanges during the third Plan period. At the same time there are reports of acute shortages in some States. The reasons for local shortages need to be examined with reference to mobility of candidates, terms and conditions of service, requirements of experience for jobs and qualitative deficiencies. Unless these aspects are looked into, a mere increase in the facilities is not likely to solve the problem of shortages. (para 11)

- (ix) Engineering education is expensive and specialised in nature. Future growth of facilities should be based on realistic growth in the engineering employing sectors rather than on desired rate of growth. (para 14)
- (x) Assuming a 11 per cent rate to be the upper limit for growth, and with a view to ensuring optimum utilisation of available personnel, it is considered necessary to increase the total pool of engineering manpower from 153,000 in 1961 to 434,000 in 1971 and 732,000 in 1976. The number of diploma holders in the pool would increase from 1.3 to every graduate in 1961 to 1.8 to 1 in 1976 in a perspective of 3 to 1 in 1986. (para 15)
- (xi) The outturn of graduates from programmes already approved in the third Plan is expected to ensure the above growth for the next 15 years. The fourth Plan would not call for any quantitative expansion and could be a quality oriented plan of action for consolidation. There might, however, be a need to provide for about 1300 seats for specialised branches of studies. Programmes for these branches could more appropriately be formulated by the Central Government on an all-India basis. (paras 16—17)
- (xii) To meet the requirement of technicians in the V Plan, the annual admission capacity at the diploma level needs to be increased by 14700 seats, in the fourth Plan. Most of the additional facilities should be for part-time and sandwich courses. The details of achieving these targets need to be worked out. (para 18)
- (xiii) Keeping in view the likely annual demand for teachers for the approved programmes, the States could prepare a plan of action for advance recruitment and training of their teacher requirements under the various programmes proposed in the fourth Plan. (para 20—21)
- (xiv) New polytechnics should be set up in industrial areas for co-operative teaching. This would require a careful survey of the industrial complexes and preparation of plans for organising the facilities, in the light of the industry's manpower needs. (para 21)

ANNEXURE R

**ANNUAL ADMISSION CAPACITY APPROVED IN THE THIRD PLAN VIS-A-VIS FACILITIES PROVIDED
IN THE STATES BY 1965-66 : DIPLOMA COURSES**

Planning Commission Education Division

States	Full-Time Courses		Part-Time Courses		Total		To be Implemented in the IV Plan		
	Approved in the III Plan	Provided in 1965-66	Approved in the III Plan	Provided in 1965-66	Approved in the III Plan	Provided in 1965-66	Full-Time Courses	Part-Time Courses	Total
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh .	1,760	1,730	280	80	2,040	1,810	30 ^a	200	230
Assam . . .	640	390	200	..	840	390	250 ^a	200	450
Bihar . . .	1,495	1,435	200	..	1,695	1,435	60 ^a	200	260
Gujarat . . .	1,601	1,601	200	..	1,801	1,601 ¹	..	200	200
Jammu & Kashmir .	250	250	..	..	250	250	..	..	..
Kerala . . .	1,300	1,240	200	..	1,500	1,240	60 ^b	200	260
Madhya Pradesh .	1,700	1,700	200	..	1,900	1,700	..	200	200
Madras . . .	2,315	2,245	200	..	2,515	2,245	70 ^c	200	270
Maharashtra . .	2,230	2,230	260	60	2,490	2,290	..	200	200
Mysore . . .	2,540	2,380	200	..	2,740	2,380	160 ⁷	200	360
Orissa . . .	490	490	200	..	690	490	..	200	200

Punjab	1,265	1,145	200	..	1,465	1,145	120 ⁸	200	320
Rajasthan . . .	1,010	950	200	..	1,210	950	60 ⁹	200	260
Uttar Pradesh . .	1,500	1,380	200	..	1,700	1,380	120 ¹⁰	200	320
West Bengal . . .	1,658	1,558	320	120	1,978	1,678	100 ¹¹	200	300
Union Territories .	490	370	120	120	610	490	120 ¹²	..	120
Central Institutions .	3,119	3,069	30	30	3,149	3,099	50 ¹³	..	50
Total	25,363	24,163	3,210	410	28,573	24,573¹	1,200	2,800	4,000

¹Excludes 120 seats provided in 1965-66 for introduction of the 5-year integrated degree courses; these would be merged with the admission capacity at present provided for the 3-year degree courses.

²Three-year degree course at post-B.Sc. level, approved at the Department of Technology, Andhra University, Waltair.

³Regional Engineering College.

⁴Three-year degree course at post-B.Sc. level, approved at Bihar Institute of Technology, Sindri.

⁵Three-year degree course at post-B.Sc. level, approved at the College of Engineering, Trichur.

⁶Three-year degree courses at post-B.Sc. level, approved at (a) A.C. College of Engineering and Technology, Karaikudi (40 seats) and (b) A.C. College of Technology, Madras (30 seats).

⁷Three-year degree courses at post-B.Sc. level, approved at (a) B.M.S. College of Engineering, Bangalore (60 seats); (b) University College of Engineering, Bangalore (60 seats) and (c) National Institute of Engineering, Mysore (40 seats).

⁸Private engineering college at Faridabad to be set up by Kothari Foundation.

⁹Three-year degree course at post-B.Sc. level, approved at the Faculty of Engineering, Jodhpur University, Jodhpur.

¹⁰Pant Memorial Engineering College, agreed to in principle, by the Ministry of Education.

¹¹Three-year degree courses at post-B.Sc. level, approved at (a) Bengal Engineering College, Howrah, (50 seats); (b) Institute of Radio Physics and Electronics, Calcutta (20 seats); and (c) Department of Applied Chemistry (30 seats). The admission capacity for these courses is estimated. These courses are to be organised after the reorganisation of existing courses.

¹²College of Engineering, Goa.

¹³Indian Institute of Technology, Delhi. The ultimate admission capacity is assumed to be 320 students as against 270 in 1965-66.

ANNEXURE S

**ANNUAL ADMISSION CAPACITY APPROVED IN THE THIRD PLAN VIS-A-VIS FACILITIES PROVIDED
IN THE STATES BY 1965 66 : DIPLOMA COURSES***

States	Full-Time Courses				Part-Time Courses		Total		To be Implemented in the IV Plan			
	General Polytechnics		Girls Polytechnics		Approved	Provided	Approved	Provided	Full-Time		Part-Time	Total
	Approved	Provided	Approved	Provided					General Polytechnics	Girls Polytechnics		
	1	2	3	4	5	6	7	8	9	10	11	12	13
Andhra Pradesh	3,105	3,105	350	350	240	240	3,695	3,695	..	..	..	..
Assam . .	1,290	890	60	60	100	100	1,450	1,050	400 ^a	..	..	400
Bihar . .	2,915	2,515	200	..	240	40	3,355	2,555	400 ^a	200 ^a	200	800
Gujarat . .	2,755	2,755	180	180	200	200	3,135	3,135	..	..	..	..
Jammu and Kashmir	240	240	—	..	..	..	240	240	..	..	..	..
Kerala . .	2,420	2,420	270	270	320	320	3,010	3,010	..	..	..	..

Madhya Pradesh	3,352	3,352	60	60	480	480	3,892	3,892	..	..	..	..
Madras . . .	4,365	4,365	230	230	235	235	4,830	4,830	..	..	..	..
Maharashtra . .	4,401	4,401	..	..	250	50	4,651	4,451	..	..	200	200
Mysore . . .	4,135	4,135	240	240	100	..	4,475	4,375	..	..	100	100
Orissa . . .	1,555	1,375	..	..	..	..	1,555	1,375	180 ⁴	..	..	180
Punjab . . .	3,300	3,160	150	150	160	160	3,610	3,470	140 ⁵	..	..	140
Rajasthan . . .	1,550	1,280	..	..	..	..	1,150	1,280	270 ⁶	..	..	270
Uttar Pradesh	5,510	5,030	80	80	260	160	5,850	5,270	480 ⁷	..	100	580
West Bengal . .	5,220	4,680	260	60	885	885	6,365	5,625	540 ⁸	200 ⁹	..	740
Union Territo- ries	1,475	1,475	175	175	..	..	1,650	1,650	..	..	..	..
Total .	47,588	45,178	2,255	1,855¹	3,470	2,870	53,313	49,903	2,410	400	600	3,410

*Source : Planning Commission Education Division.

¹Includes 1,230 seats for courses in secretarial/commercial practice ; library science ; interior decoration and display ; costume design and dress-making ; catering and food technology and pharmacy.

²Polytechnics at Shillong (180). Dibrugarh (180) and Assam Textile Institute, Gauhati (40).

³Two polytechnics (location not finalised) and Leather Institute, Bettiah (40).

⁴School of Engineering, Bolangir or Khunda (location not finalised).

⁵Two sandwich polytechnics (one at Faridabad) (100) and Training Institute, Rewari (40).

⁶Polytechnics at Jaipur (150) and Bharatpur (120).

⁷Polytechnics at Azamgarh (120), Srinagar-Garhwal (120), Ferozabad (120) and Ghaziabad (120).

⁸Polytechnics at Tindhoria (180), South Howrah (180) and Haldia (180).

⁹Annual admission capacity is assumed as 100 students in each of the girls' polytechnics yet to be started.

ANNEXURE T

STATEWISE ANALYSIS OF SHORTAGES OF TEACHERS IN ENGINEERING COLLEGES AND POLYTECHNICS
REPORTED BY TECHNICAL INSTITUTIONS AS ON 31-12-1963*

States	Engineering Colleges				Polytechnics			
	No. of reporting Colleges	Sanctioned Posts after 1956-57	Vacancies	Col (4) as % of Col. (3)	No. of Reporting Polytechnics	Sanctioned Posts after 1956-57	Vacancies	Col (8) as % of Col. (7)
1	2	3	4	5	6	7	8	9
Andhra Pradesh	8	351	85	24.2	19	570	98	17.2
Assam	2	115	61	53.0	4	110	62	56.3
Bihar	6	602	224	37.2	11	282	115	40.8
Gujarat	5	223	88	39.4	11	413	88	21.3
Jammu & Kashmir	N.A.	N.A.	N.A.	N.A.	1	15	6	40.0
Kerala	6	40	157	38.6	14	428	106	24.7
Madhya Pradesh	7	459	192	41.8	13	420	180	43.0
Madras	9	549	167	30.4	25	625	179	28.6
Maharashtra	8	296	86	29.5	21	568	173	30.4
Mysore	8	516	164	31.8	25	536	108	20.1
Orissa	2	190	100	52.6	6	144	66	45.8
Punjab	5	68	..	..	10	155	83	53.5
Rajasthan	2	188	129	68.6	6	114	19	16.7
Uttar Pradesh	3	281	157	56.0	30	489	200	40.9
West Bengal	11	552	260	47.1	21	572	205	35.8
Union Territories	1	12	2	16.7	4	88	25	28.4
Total	83	4,808	1,872	38.9	221	5,529	1,726	31.2

*Source—Planning Commission Education Division.

ANNEXURE U

DEVELOPMENT OF TECHNICAL EDUCATION IN INDIA—A BRIEF REPORT ON THE DISCUSSIONS WITH SIR WILLIS JACKSON HELD IN THE PLANNING COMMISSION ON JANUARY 29, 1966

*(Planning Commission—Education Division)***I. Introduction**

During the recent visit to India of Sir Willis Jackson, Professor of Electrical Engineering, Imperial College of Science and Technology, London, and a consultant to the Education Commission, discussions were held in the Planning Commission between him and Prof. V.K.R.V. Rao, Member (Education) at 3 p.m. on January 19, 1966 regarding development of technical education in India in the five-year Plans. Dr. A. C. Joshi, Adviser (Education) and Shri A. Mitra, Additional Secretary in the Planning Commission, Dr. T. Sen, Member and Shri J. F. McDougall, Associate Secretary of the Education Commission and Shri G. K. Chandiramani, Educational Adviser, and Shri L. S. Chandrakant, Joint Educational Adviser in the Ministry of Education were among those who were present at the meeting.* Discussions had to be limited to a few aspects of the problem for want of time. A brief resume of the discussions is given in the following paragraphs.

2. Sir Willis Jackson was later interviewed by Prof. Rao for an All India Radio broadcast on the role of industry in technical education. A transcript of the interview is placed at Statement II.

II. Role of engineers vis-a-vis technicians

3. Prof. Rao stated that the Planning Commission had generally held that, with a view to ensuring optimum utilisation of technical personnel, the number of diploma technicians in engineering should not be less than three for every graduate engineer. The Task Force on Technical Education of the Education Commission had also been considering a similar ratio. On the other hand, the present ratio was about 1.6 diploma-holders to 1 graduate. In a memorandum of the joint project of the planning unit of Indian Statistical Unit and the unit for economic and statistical studies on higher education of the London School of Economics in collaboration with Perspective Planning Division, it was understood that a ratio of 1.5 to 1 had been assumed for projecting engineering personnel requirements up to 1986. This did not seem to take into account the under-utilisation of some of the engineering graduates or the possible changes in the manpower utilisation patterns during the next two decades. Sir Willis Jackson was requested to offer his comments in regard to the correct proportions to be aimed under the conditions obtaining in India.

4. Referring to the memorandum of the joint project, Sir Willis Jackson stated that he found himself in conflict with the conclusions drawn in the memorandum and therefore he had made enquiries about the basis for the assumption of a ratio of 1.5 diploma holders to 1 graduate. He had been informed that the projections were only in the nature of extrapolation of existing trends and not the results of any detailed study of the engineering activities involved in different industries. It is inconceivable that the present ratios of engineering manpower would not change during the next 20 years or so.

*A list of those present at the meeting is appended to the report (Statement I that follows).

5. There can be no correct definition of the term "technicians" which could apply to all the countries. In the United Kingdom, it has been realised that the technical manpower for development should consist of four broad categories, viz., professional engineer, technician engineer, technician and craftsmen and artisan. In view of the many methods available in UK for entry into these categories, it might be better to consider the German system which was more clear cut as an example. The Dip. Engineer could be taken as professional engineer, the engineer corresponding to the UK technician engineer, and technician and craftsmen forming the lower categories. The ratio between the first two categories is at present 1 to 3-4.

6. Compared with the German example, a large proportion of graduates in India do not conform to the Dip. Engineers in as much as the present system in India does not provide for sufficient industrial training for the engineering graduates. A number of them are not real professional engineers and have been engaged in doing technician functions, even though they have not been trained or prepared for these functions. The situation in regard to the diploma courses is also the same and needs immediate attention. The diploma courses need to be brought to much closer relationship with the needs of public services and industry. At present these were diluted degree courses and not oriented objectively to needs of technician functions. Resources and efforts should be concentrated to this problem of technician courses, if necessary by freeing, relatively speaking, the entry to degree courses for some years to come.

7. Regarding the optimum ratios between engineers and technicians, he stated that in India the ratio could be very different from that in England, keeping in view the fact that for some time to come most of the development activities would be in the form of incorporating and applying the products of technology developed in other countries. This would mean that there would be a larger demand for practical rather than theoretical jobs. It would call for courses which are neither narrowly vocational nor purely academic and analytical in character. The emphasis has to be on experiments and practical work.

8. In terms of British or German pattern, it is noted that there would be for every professional engineer, three to five technician engineers and technicians. In India, the ratio could be larger rather than smaller. This is closely related to the question of self-sustaining economy *vis-a-vis* local technological development. India may have to take technology from other countries for some more time so much so that attention should be focussed on improving diploma courses directly related to employment situation. This would be done by introducing part-time courses and sandwich courses. The graduate system can be halted partly because it is more expensive and partly because it is not easy otherwise to prepare the students sociologically and psychologically for the diploma courses. This is not peculiar to India. A similar situation is being faced in the UK in the implementation of the Robbins Report. In Africa, where the technicians' cadre is sociologically unattractive, there is virtually, a vacuum between the professional engineer and the craftsmen.

9. Technician engineers could be distinguished from technicians in terms of the levels of responsibility and of educational qualifications. These non-graduate engineers would be performing functions such as designing, organisation and supervision of manufacturing processes, inspection, draftsmanship, testing, installation and maintenance of equipment. Shri Chandiramani said that technician engineers are those who assisted the professional engineers directly while the technicians were engaged in production processes, manufacturing processes and supervision. Sir Willis Jackson pointed out that while technician engineers would work under the supervision of professional engineers, the technicians would work under technician engineers.

10. Dr. Sen stated that if our diploma courses were geared to the training of technician engineers, then the trainees from the industrial training institutes (ITI) would have to meet the need for technicians.

11. Relating the categories of engineering personnel to the educational opportunities in the UK, Sir Willis Jackson said that the graduates of the universities, holders of external degrees of London University, the graduates of the Colleges of Advanced Technology and the holders of corresponding awards of the National Advisory Council of Academic Awards could be taken to represent professional engineers. For technician engineers, the facilities were the higher national diploma courses and higher national certificate courses. Technicians pass the appropriate technician certificate courses of the City & Guilds (London) Institute, while craftsmen take the crafts certificate of the same Institute. These certificates are taken by the boys who are engaged in industries as craft apprentices, attending part-time technical colleges—usually one day in a week. In Metropolitan Vickers*, for example, about 400 craft apprentices are recruited every year for a 5-year period of apprenticeship. If some of the craft apprentices show promise, they are transferred to the technician courses and enabled to take the appropriate examination of the C & G Institute. Similarly technicians are transferred to the national certificate courses. A few of them go further for sandwich courses leading to a professional qualification. The Metropolitan Vickers have a well-established works school for training purposes and allow one day a week release to their craft and technician apprentices to attend technical colleges.

12. In this connection, a reference was made to the Industrial Training Act under which all the engineering firms are subject to a levy of 2½ per cent on salaries and wages for training purposes. This would provide about £ 70 million per year to ensure facilities for training at all levels within the engineering industries. Similar arrangements, but with varying amounts of levy, apply to other industries.

13. It has been stated earlier that the diploma courses should be revised in the direction of making them more closely related to industrial functions. Along with that, it would be necessary to consider the question of salaries available for technicians. At present, the maximum salary for a diploma-holder in India is not very much higher than the average minimum for graduates. On the other hand in the UK, a holder of HNC, or C & G Institute technicians' certificate can reach a salary more than the average of graduate engineers. Unless this question is settled, it would be difficult to draw students to technician diploma courses.

14. Prof. Rao wanted to know what should be the content, duration and method of training for diploma courses. He was not sure if the Task Force of the Education Commission, had discussed these details. In view of its importance, he said, the Planning Commission was considering the setting up of a Working Group on this subject. Sir Willis Jackson suggested that the academic preparation in diploma courses should be related to actual situation in industries and services. This is done through part-time and sandwich courses in the UK.

15. At the professional level, the academic preparation and analytical faculties of the Indian students were comparable to those in advanced countries but they lacked industrial practice. Undergraduate courses needed to be supplemented so that the graduates would be prepared to carry professional responsibility. This could be done under a programme of planned practical training in industries either informally or formally. How this is to be arranged during the present period of transition, when industrial units have not yet fully developed needs to be further examined. Prof. Rao pointed out that the progress made in the

*Now Associated Electrical Industries (Manchester) Ltd.

industrial sector in India is enormous in absolute terms though in terms of the vastness of the country and its population it is not adequate. It should not therefore be difficult to organise practical training on a large scale. Shri Chandramani explained that some of the institutions have already established the inter-link with the industry for training programmes.

16. If the present output of engineering graduates could be supplemented with properly identified industrial experience, they could be brought to the level of professional engineers, comparable to the Dip. Engineers in Germany. Then, there would be enough professional engineers in India to meet the demand for some more years to come, and emphasis could be laid on improving the efficiency of the existing institutions. According to Dr. Sen, the industries in India felt that the training of engineering graduates should be completed within the institutions. The Education Commission is seized of this problem of supplementary inplant training of engineers. Dr. Rao pointed out that the nation was spending a lot of money on the training of engineers and we should therefore aim at making them really useful for doing professional duties. With an annual admission of 24,000 students for degree courses in engineering, there would be large numbers of graduates to be provided with supplementary training. It is important to give some thought as to the kind of supplementary instruction we have to give, keeping in view the type of industries and facilities available for this purpose. This will have to be considered both for the graduates who have already completed their academic course and for the steady output of 20-24 thousand graduates expected every year.

17. In this connection Sir Willis Jackson stressed the importance of the willingness of employers to identify themselves with the educational programmes. Industries should consider themselves as a part of the system of training engineers. In the United Kingdom this has been provided for under the Industrial Training Act passed recently which covers all levels of personnel including junior managerial manpower. Even the nationalised industries accept the obligations under the Act except to the extent that are not subject to the levy for the purpose. In India, a beginning should be made with the enterprisers in public sector. The practising engineers should consider it an integral part of their professional duties to sponsor and initiate new graduates to the profession. They should take up the responsibility for training the fresh graduates in employment. The scheme for the purpose which was implemented by the Heavy Electricals Project, Bhopal, proved to be successful and needed to be extended. Shri Chandrakant pointed out that the Heavy Electricals were training engineers for meeting their own demand. On the other hand, our aim should be to take over such facilities for training engineering graduates on a national basis.

III. Technical Teachers

18. In the UK, training centres are being set up in existing technical colleges and colleges of education for the training of industrial training officers required under the Industrial Training Act. The longest of the courses are at present of 2 months' duration. According to Sir Willis Jackson, industrial training officers should be employees of the enterprises offering the training rather than their being appointed or supported by the Government.

19. As the bulk of teachers for technical colleges came from industry, there was no need for arranging practical training for them. Recently however, in the context of expansion programmes for implementation of Robbins' Committee recommendations, difficulties are being experienced to draw enough teachers from industries. Even in the technical teachers training colleges, admission is limited to national certificate holders or their equivalent who are over 25 years of age and with industrial experience. Sir Willis Jackson would not suggest graduate engineers for teaching in diploma-level institutions. In view of the greater demand for teachers, these colleges are not able to provide trained teachers on a 100

per cent basis. For those who enter teaching jobs directly, there are in-service courses offered at these colleges. It was noted that at present there were 1,500 seats for technical teachers at these colleges.

20. One way of strengthening the faculties at the degree level was to encourage consultancy work by the teachers. In Imperial College of Science and Technology, London, the teachers would ordinarily have 40% of time for doing research or consultation work. While allowing teachers to do consultancy work, it is ensured that they fulfil their teaching obligations in full. There is no limit to the fees that may be earned through consultation work. In case the laboratory, technical staff and other facilities of the institutions are used for this purpose, 50 per cent of the fees would be paid to the institution. Any such assignment is covered under a contract. It was mentioned that in the USA, faculty members were allowed to do consultancy work for one day per week. In India also, consultancy by teachers could be encouraged though in the context of shortage of teachers, it would be difficult to make much progress.

IV. Engineering Research

21. In the developing countries, efforts are being made to ensure economic allocation and utilisation of resources for maximum results. In such cases, it would not be possible to allocate large amounts for research. A suggestion had been made by Prof. P.M.S. Blackett at the Science Congress in Chandigarh that developing countries should endeavour to buy over technologies from foreign countries and develop them further for local adoption. Sir Willis Jackson supported this suggestion and stated that in India, a few fields should be selected for development of such technologies which are of value to the country's development and related to the indigenous natural resources. This could be done keeping in view international priorities and export possibilities. In such fields, there should be no delay because the country cannot afford to wait. Such a consideration should guide research topics for Indian students abroad; otherwise the results of their research work would have no relevance to Indian problems. His view therefore was that we should identify a limited field such as atomic energy, biology, etc. and concentrate efforts so as to develop growth potentiality in these sectors in a shorter period of time.

V. Non-formal Courses

22. Referring to correspondence courses in engineering, Sir Willis Jackson said that one could not produce an engineer by correspondence instruction alone. employed persons could be given opportunities to avail of these courses for improving their professional competence. There was scope to try this experiment in India on a limited scale. Prof. Rao explained that correspondence courses, contemplated in India, were not postal instruction but would include at personal contact programme for specified period in a year. Emphasis is also being laid on other forms of non-formal courses such as part-time and evening courses. Shri Asok Mitra stated that at present educational courses were salary-oriented and did not provide for mobility from one level to the next higher level. According to Prof. Rao, this was a sociological problem. Shri Chandrakant explained the scheme of part-time courses at diploma and degree levels. Sir Willis Jackson referred to the practice of Metropolitan Vickers, as already explained, which permits, holders of ordinary or higher national certificates to avail of national scholarships and go to the university or more frequently to the Colleges of Advanced Technology.

23. Prof. Rao pointed to the need to make the polytechnics courses terminal in character so that the students would not be tempted to join higher education rather than join employment. The non-formal facilities should be availed of by them after they have gained practical experience for a minimum period, Sir Willis Jackson agreed with this view but, he said, this should not amount to the "trapping of talent".

STATEMENT I

A LIST OF THOSE WHO WERE PRESENT AT THE MEETING OF
SIR WILLIS JACKSON WITH PROF. V.K.R.V. RAO ON 19-1-1966

PLANNING COMMISSION

- Dr. A. C. Joshi,
Adviser (Education).
- Shri A. Mitra,
Additional Secretary.
- Shri K. R. Sivaramakrishnan,
Senior Research Officer.

EDUCATION COMMISSION

- Dr. T. Sen,
Member.
- Mr. J. F. McDought,
Associate Secretary.
- Shri S. Venkatesh,
Deputy Education Adviser.

MINISTRY OF EDUCATION

- Shri G. K. Chandiramani,
Additional Secretary.
- Shri L. S. Chandrakant,
Joint Education Adviser.
- Shri Biman Sen,
Deputy Education Adviser.
- Shri T. C. Ajmani,
Deputy Education Adviser.
- Shri D. V. Narasimham,
Deputy Education Adviser.

STATEMENT II

TRANSCRIPT OF THE INTERVIEW BETWEEN PROF. V.K.R.V. RAO
AND SIR WILLIS JACKSON ON THE ROLE OF INDUSTRY IN
TECHNICAL EDUCATION

Prof. Rao : I am glad, Sir Willis, you have found it possible to spare a few minutes during the course of your very brief stay in this country. You know, as Member dealing with Education in the Planning Commission, I have been very much bothered by the subject of practical training for our engineers

and diploma-holders. I am always told by employers that the kind of technical education that we are giving in this country is very academic and theoretical and when the engineers or diploma-holders go to their institutions, they do not know enough about the job. At the same time when asked what should be done about it, I have not been able to get satisfactory answers from them. But I wonder if you could tell us something about your own experience in this field and, may be, advise us what we could do in this matter.

Sir Jackson : Well, Dr. Rao, I think what I would like to say, to begin with, is that in my opinion the most important raw material of industry is its young people and there are many sectors of industry in my country, no doubt as in yours, which have not yet recognised this and have not given effect to the responsibility which it imposes. There is too great an assumption, I find, that the preparation of professional engineers—and technicians and craftsmen, for that matter,—is something which can be dealt with inside educational institutions. In my opinion this is fallacious. The adequate preparation of the young people whether it be of the craft, technician, professional or executive level, is a joint responsibility of educational institution and of industry. Each has a part to play and playing of these two parts is a partnership, which requires a clear definition of the respective contributions and the carrying out of these two contributions in a collaborative way. In other words, what I am saying is that the planning of the curricula within universities and inside polytechnics is not wholly a responsibility of the teachers in these institutions; equally responsible are those who are to employ the young people who come out of these institutions. Also, industry must formulate the supplementary educational process, which we call training within the domain of employment and it must fulfil this as an integral part of its industrial responsibility. Now, as I said coming in the car, I would not wish to claim that we in England have fully satisfied these pre-requirements. But the Government of UK, about two years ago passed an industrial training act which imposes on industry an obligation to provide good training facilities at the craft, technician and professional levels. And, if I may illustrate this with reference to the Engineering Training Board, this Board is to impose a levy of 2½% on the whole of the engineering industries in UK, 2½% of the composite salary and wage bill. This money which will amount annually to about £70 million will be fed back into industry to finance approved schemes of training and it may well be, that a firm which is willing and able to provide training not only for its own recruits, but for those who, in due course, will be employed in other organisations will receive more “backing grant” than it has paid in levy. Those firms which are not either willing or competent to afford adequate approved practical training, will contribute through the levy to the provision of training facilities elsewhere. Now, this, I hope, is going to create through the guidance of the Industrial Training Boards, the kind of partnership to which I was referring. One would wish naturally that this could have happened voluntarily without the entry of Government into the situation. But this did not happen; Government has now taken action and we had, I think, a most gratifying response from industry under this kind of pressure which was not present before.

Prof. Rao : Yes.

Sir Jackson : So, this perhaps, is the first statement.

Prof. Rao : Thank you very much indeed. I think this is going to be most useful for us here. When you say that the forming of the curricula in these engineering and other allied institutions, one should not regard it as the sole responsibility of the universities. Did you find any opposition on the part of the university teachers to people from industry participating in these academic matters ?

Sir Jackson : There is a considerable willingness in the UK on the part of industrialists to help the formulation of curricula and there is an increasing willingness on the part of significant people in industry to participate in the teaching itself. Perhaps I can illustrate this by my own department at Imperial College. I have a full-time staff of between 30 and 40 and I have, what I call, special lecturers and I have a special professor. These are industrialists who spend a day a week in my department to participate in the teaching work; but more particularly they discuss with my staff what should be taught, how it ought to be taught and how what is taught should be related to what is happening in industry. In other words, the job of the full-time teacher is to ensure an understanding of principles. But these principles must be properly related to the situation for which the young men are being prepared and the danger is that the full-time teacher is in divorce from this real situation and unless he is helped by the industrialist it is very difficult for him to keep in touch with the outside.

Prof. Rao : Tell me, do your teachers also get a chance to get some acquaintance with practical work by doing consulting work or going to work on deputation in industry and so on ?

Sir Jackson : A very considerable proportion of my staff are acting as consultants for small or large industrial organisations or for Government establishments. And I encourage them to do this because I don't see how otherwise they can keep in close enough touch better. But I don't regard this as sufficient. I have tried to persuade them to be willing to go back to the industry for some months or for a year at intervals. Not all of them wish to do this. I must say. But I am gradually applying little pressures here and there and at the moment two of my full-time staff are away from my department in industry.

Prof. Rao : You think, I suppose, it is essential in addition to that, to have the industrialists themselves, industrial, executives or managerial or technical personnel spending short periods in institutions.....

Sir Jackson :participating, yes. I think, otherwise you see, just as the full-time teacher has difficulty in understanding the problems of industry, so the full-time industrialist has difficulty in understanding the problems of academic involvement and what is wanted is a sufficient understanding of these two sets of problems and to regard them as parts of a single problem.

Prof. Rao : You mean it is not merely a question of partnership but of mutual education.

Sir Jackson : It is a question of mutual respect and mutual education.

Prof. Rao : One thing, Sir Willis, which I was very much interested in what you said, and perhaps I hope this might have some bearing on our own problem in India. You said under your Industrial Training Act, your Engineering Board is levying a fee of 2½% on the industry, and something like £ 70 million will be collected from which the Government will finance the training programmes of the industry. And you also said a few minutes back, that these training programmes have to be related to the academic programmes so that, taken together they form an integrated whole. I am sure, our listeners here in this country, would be very much interested to get from you some brief account as to how these industrial training programmes in the industry operate and how they are linked with the academic programmes.

Sir Jackson : Yes. Well, industry is being recommended by the industrial training boards to recruit training officers. Clearly, a training programme cannot be operated, cannot be organised and supervised without the presence in the company concerned, of a man whose responsibility it is to do this and who

is given a proper status by his employers. And there is at present being organised courses of training for training officers. In other words, we are in the process of creating a body of industrial training officers. Then there are going to be under and employed by the industrial training boards a number of inspectors who will have the right to investigate what is happening inside industrial concerns and finally to approve or not to approve the training. Now the Industrial Training Act is concerned not only with the formulation and implementation of proper training programmes in industry but it is responsible for ensuring a proper co-ordination of these training programmes with what is happening in the technical colleges. And, therefore, the implementation of the Act is a joint responsibility of the Ministry of Labour and of our Department of Education and Science and therefore, there are associated with each board committees which are jointly representative of education and of industry to formulate the programmes and formulate the courses which should go with these programmes. Now this may sound, you know, rather perfection. I am not claiming that we have achieved all this. But this is what we are determined to achieve.

Prof. Rao : But it sounds most impressive. With one more illustration of the partnership we have been talking about, it almost sounds to me, as a university man, that these training schools started by industrial establishments are almost academic institutions, subject to inspection and having trained staff who are to possess certain qualifications and so on. I think this is most interesting, Sir Willis. Before we conclude I wonder if you would like to make any additional remarks. I know you have been in this country for a short while. But you have been here before and you are now currently advising the Education Commission on problems of technical education. You must have had a look at our technical education; we are very keen that our technical education should play a most important part in our programmes of industrial and economic development and we have spent a lot of money for the purpose in the last fifteen years. Now, is there anything generally you would like to say on the whole subject before we conclude ?

Sir Jackson : Yes. I think, Dr. Rao, I would like to say this; that we in the UK, like you in India, are living in a rapidly changing situation, a situation where the nature of industry and the nature of individual employment is changing quite rapidly. And therefore, it will not suffice to terminate your educational processes at the point where a boy achieves a diploma or a degree. What he learns inside the courses leading to his qualification will probably be out of date within a decade. Therefore you must assume if you can begin, to introduce schemes of re-education and re-training at appropriate points within a career so that selected people may be brought back to short courses run jointly by educational institutions and by industrial units and formulated, I believe largely, by industry. Thus they may be helped to achieve adaptability which the situation is going to require. And finally, I think I would like to say this, that there is a tendency for industry to fail to recognise that it also is a part of the educational system, that the problems of education cannot be resolved by educationists by themselves. In other words, that industry has an education part to play at a different level and at a different stage in a career, that it is an integral part of the educational process and if it does not fulfil, nothing that the educationist can do by himself will achieve the desired result.

Prof. Rao : It is most refreshing to hear you say that. Well, I am most grateful to you, Sir, Willis, for the time that you have spent and for the very fresh light that you have thrown on the problems of the relationship between technical education and industry and the responsibility of industry in the matter of technical training. Thank you, Sir.

Sir Jackson : Thank you very much.

ANNEXURE V

**ESTIMATED ANNUAL DEMAND FOR TEACHERS IN THE STATES FOR ENGINEERING COLLEGES
AND POLYTECHNICS DURING THE FIFTH PLAN FOR MEETING REPLACEMENT NEEDS* 1**

States	Desirable Position	No. of Teachers in Position			Annual Demand for Replacement and Retirement ^a		
	Colleges ^b	Polytechnics ^b	Total	Colleges	Polytechnics	Total	
1	2	3	4	5	6	7	
Andhra Pradesh	180	620	1,500	51	37	88	
Assam	320	260	580	18	16	34	
Bihar	750	580	1,330	45	34	79	
Gujarat	800	550	1,350	48	33	81	
Jammu & Kashmir	125	50	175	6	30	36	
Kerala	650	480	1,130	39	29	68	
Madhya Pradesh	850	670	1,520	51	40	91	

Madras	1,160	870	2,030	69	52	121
Maharashtra	1,115	880	1,995	66	53	119
Mysore	1,270	830	2,100	75	50	125
Orissa	245	310	555	15	19	34
Punjab	635	660	1,295	39	40	79
Rajasthan	505	310	815	30	19	49
Uttar Pradesh	750	1,100	1,850	45	66	111
West Bengal	830	1,040	1,870	51	62	113
Union Territories	245	300	545	15	18	33
Central Institutions	1,560	..	1,560	93	..	93
Total	12,690	9,510	22,200	756	598	1,354

*Source : Planning Commission Education Division.

¹This does not include the demand for further expansion of facilities in the fifth and subsequent Plans, estimated to be 9 per cent per annum for degree courses and 13 per cent for diploma courses.

²Based on an annual admission of 25,363 students for the 5-year integrated courses and a teacher-pupil ratio of 1 to 10.

³Based on an annual admission of 47,588 students for the 3-year diploma courses and a teacher-pupil ratio of 1 to 15.

⁴Replacement needs due to death, retirement etc. are assumed at 3 per cent per annum and an additional 3 per cent allowance is made for "turnover", arising from teachers leaving the profession to join industry and other sectors of employment.

MEMORANDUM

ITEM No. 8 : Development of Games and Sports in the Country

Due to paucity of funds it has not been possible to make any substantial allocation under the fourth Five-Year Plan for the development of games and sports in the country. The meagre allocation of about Rs. 11 crore made under the Plan for schemes connected with physical education, games and sports and youth welfare, both under the Central and State sectors, is a fraction of the amount being spent by other countries smaller in size in this important field. However, within the resources available every effort is being made to make as rapid development as possible in this field. Following important steps have been taken in recent times in this behalf :

(1) All India Council of Sports

The All India Council of Sports has been reconstituted under the chairmanship of General K. M. Cariappa and includes persons who have knowledge, standing and experience of sports. The Council has formulated schemes for the establishment of about 10,000 rural sports centres in the country during the fourth Plan period and is also taking steps to organise zonal coaching camps for youngsters in the age-group 12—16, to achieve the aim of 'Catch 'em Young'. Another important scheme prepared by the Council is for organisation of mountaineering camps for the university boys and girls. Some of the universities have already taken advantage under the Scheme and it is hoped that more and more universities will be coming forward in the coming years to set up training camps and undertake training of the students.

The country is also participating in a number of international events with a view to give experience to our best players in international spheres. At the same time, events held in India, e.g., National Championships etc., are given all encouragement.

(2) Society for the Administration of Central Physical Education and Sports

With a view to achieve better coordination and increase efficiency of the Central Institutes in the field of Physical Education and Sports including the Lakshmibai College of Physical Education, Gwalior, and the National Institute of Sports, Patiala, the existing Societies governing these institutes have been dissolved and a new Society has been set up for the administration of the National Institutions. In years to come, the activities of these institutions are likely to expand and the quality of their output improved.

(3) Working of State Sports Councils

Almost every State has now a State Sport Council. However, while some of the State Sport Councils are quite active, most of them are not functioning at all. The main hurdle in the way of their active functioning appears to be lack of funds at the disposal of the State Sport Councils. It is high time that the State Governments reviewed the position and placed adequate funds at the disposal of the State Sport Councils. It is also important that persons nominated on the State Sport Councils are nominated by the State Governments on the basis of their knowledge and standing in the field of sports and on no other considerations.

MEMORANDUM

ITEM No. 9 : Review of Implementation of the National Schemes of Scholarships

(Note by Ministry of Education—Bureau of Scholarships)

A significant improvement was discernible in the implementation of the various schemes of National Scholarships during 1965-66. Most of the new procedures and innovations introduced worked well.

I. The Entitlement Card

The plan of issuing entitlement cards, introduced for the first time in 1965-66, whereby the selected scholars are enabled to seek admission without payment of registration, admission and tuition fees, worked very smoothly. It is satisfying to note that all concerned, *viz.*, the student community, the State Governments and the educational authorities welcomed this step. In fact, the Maharashtra Government has informed the Education Ministry that the new system has worked so well that they have decided to adopt it for their own schemes of scholarships also.

2. It is intended to extend this system during 1966-67 to the scheme of National Loan Scholarships and the Scheme of Scholarships for the Children of Primary and Secondary School Teachers, though in a modified form. Last year the entitlement card helped students only at the admission time and they were expected to pay the fees regularly thereafter even if the scholarship money was delayed. This year it has been provided that the entitlement card will enable a scholar to be exempted from payment of tuition fees thereafter also till such time that the scholarship amount was received from the State Government. The amount payable to the institution will be adjusted on receipt of the scholarship money. This will give a further help to the scholars.

II. The Revised Payment Procedure

A revised payment procedure was worked out in 1965, in consultation with the Comptroller and Auditor General, and the State/Union Territories were requested in July, 1965 to adopt the same immediately. Some of the State Governments and Union Administrations were not able to adopt this procedure in 1965-66 and efforts

were being made by them to sort out the procedural issues. It is hoped that the revised procedure will be in force in all States/Union Territories in 1966-67.

III. The National Loan Scholarships Scheme

This scheme benefits the largest number of students. Because of a number of measures introduced, it was for the first time in 1965-66 that the entire quota of 26,500 scholarships was fully utilised. However, a good deal still remains to be done to streamline the administration of this particular scheme. Our ideal is that—

- (i) Selection of the scholar for a loan to be communicated to him sufficiently before he is to decide about his course of further studies, and
- (ii) Payment of the scholarship to be made to him regularly and in advance in the beginning of each month.

Accordingly, a number of *additional* measures have been introduced for this particular scheme since 1966-67. These include the following :

- (i) A handout and a poster have been prepared and copies sent to the States/Territories for publicity purposes in the examination centres, universities and other institutions.
- (ii) A new method of selection has been formulated and communicated to the State Governments and Territory Administrations. Under this, the concerned official can decide, as soon as the loan-application is received by him, whether the applicant is to be sanctioned a loan, and therefore to inform him accordingly. Under this method, he need not now wait till the last date for receipt of all the applications before a selection of the most meritorious can be made.
- (iii) A time schedule for the various stages involved has been laid down for both the Central and the State Governments/Union Administrations. This was discussed first in the last meeting of the Education Secretaries and Directors of Education at Chandigarh.

IV. Strengthening of Administrative Machinery in the States

The size of the various schemes of National Scholarships has been expanding. So has been the work under them. The experience of their working has led to the conclusion that in order to ensure efficient administration of the schemes, it is most essential that the

States/Administrations have adequate administrative machinery for that purpose by the appointment of the required additional staff. A small beginning was made during 1965-66 when the States were given Central assistance to appoint, wherever not possible, some additional staff out of the funds for Advance Action for the Fourth Plan. A few State Governments, viz., Gujarat, Kerala, Mysore and Punjab appointed some extra staff. The question of further grants to the State Governments to continue the staff appointed in 1965-66 and to appoint additional essential staff is under consideration.

V. Fourth Plan and Programme for 1966-67

An allocation of Rs. 45 crore has been made in the fourth Plan for National Scholarships. However, in view of the limited funds available in the first year of the Plan (1966-67) only Rs. 5.47 have been allocated for the 3 important schemes. As a consequence, it has not been possible to award as many scholarships as it was originally proposed. The position in respect of these schemes in 1966-67 is as under :

(i) *National Scholarships Scheme*

4000 fresh awards will be made against 2650 during 1965-66.

(ii) *National Loan Scholarships Scheme*

Only 18,500 fresh awards will be made against 26,500 during 1965-66.

(iii) *National Scholarships for Children of School Teachers*

750 awards will be made against 500 during 1965-66.

This note is for the information of the Conference which may like to offer suggestions for further improvement in the implementation of the various Schemes of National Scholarships.

MEMORANDUM

ITEM NO. 10 : Terminology Approved by the Commission for Scientific and Technical Terminology—Use in Regional Languages and Production of Standard Works

The Commission for Scientific and Technical Terminology, which was set up under the Presidential Order dated the 27th April, 1960 was *inter alia*, charged with the responsibility of coordination and supervision of work in the field of technical terminology and to issue authoritative glossaries for use in all Indian languages. Based on the principles enunciated in this behalf, the Commission decided to finalise the terminology in Hindi in the first instance. "Science Glossary" (Vol. I) containing finalised terms in Hindi up to first degree standard, besides the "Administrative Glossary" and the glossary of "Designational Terms" has been published. Time is, therefore, now opportune that the terminology so far finalised is adopted/ adapted in all the other modern Indian languages and necessary steps taken in this behalf.

2. The question of evolution, coordination and standardisation of terminology was also considered at the meeting of the Central Advisory Board for Scientific and Technical Terminology, held at Bangalore in 1964. On the recommendation of the Board, the Commission for Scientific and Technical Terminology decided that "for the adoption of the approved terminology in regional languages other than Hindi, the versions of the terminology should be prepared and published in the scripts of the regional languages concerned with only such minimum modifications as may be necessary to suit the genius of the regional language". It was further decided that in the matter of terminology, the Commission should function as an Academy and in the interest of bringing about uniformity in terminology, it should arrange to establish its own committees in the States for the purpose of rendering the terminology in the script of the regional languages. The main object of setting up these centres in the respective linguistic regions is that the terminology should be acceptable to those regions and that the various linguistic groups should have a feeling of participation in the work of terminology.

3. The Commission has accordingly drawn up a plan, brief details of which are indicated below :

- (a) Terminological centres may be set up in the States representing the territory of each of the regional language.
- (b) At each centre, the Commission will set up, in consultation with the State Government concerned, an Expert Advisory Committee for all subjects. Each Committee would comprise one university or college teacher in each subject. Besides, there would be two linguistic experts of the regional language, one of whom would also be proficient in Hindi and Sanskrit.
- (c) There will be a nucleus whole-time staff at the centre consisting of one assistant director, one research assistant and the necessary ministerial staff.
- (d) Each State Committee will meet periodically, review the terminology and get it prepared in the script of the regional language with minimum changes to suit the grammar and genius of the language concerned.

4. It may be stated that the States are launching schemes to switch over to the regional languages as the medium of instruction. Further, the Government of India has also a proposal under consideration that regional languages be introduced as medium of examination for entry to Public Services. As a consequence, production of literature in the regional languages is likely to be on the increase to meet this need. In the absence of a standard terminology for the regional language concerned, the regions are likely to adopt their own course and use whatever terminology becomes available to them within the region. Further, the authors who may take up the work of writing or translating books may make their own choice in the matter of terminology. The result would be that not only different terminologies will be used in different linguistic regions, but a particular region may go on using more than one set of terminologies. It is feared that the goal as envisaged in the Presidential Order dated the 27th April, 1960, viz., the maximum possible identity in evolving terminology for all Indian languages would not be achieved. It may be further added that once a particular terminology, whether standard or not, is introduced in a particular language, it becomes a difficult task to replace it. It would, therefore, defeat our objective if the proposal is not carried out without the least delay.

5. The scheme was circulated to the various State Governments. The Commission had recommended that the entire cost of setting up of the regional centres should be borne by the Central Government, but unfortunately, due to emergency, no funds have been provided in the current financial year for taking up any new scheme. In the fourth Five-Year Plan, however, a provision of Rs. 130 lakh has also been made in the State sector for preparation, translation and production of standard works in different Indian Languages under the Head 'Development of Modern Indian Languages'.

6. The Commission for Scientific and Technical Terminology is also implementing with the help of universities, academic institutions of the State Governments and other recognised literary institutions of all-India level, a scheme for the production of standard books of university level in Hindi and other regional languages. The scheme provides for translation of books as well as original writing. Financial assistance is given on 100 per cent basis by the Government of India for this purpose. At present six agencies for regional languages—two in Gujarati and one each in Kannada, Marathi, Punjabi and Tamil are engaged in this work. So far, seven books (six in Gujarati and one in Punjabi) have been published, 11 books (all in Gujarati) are in the press and 52 books (4 in Gujarati, 14 in Marathi, 10 in Kannada, 9 in Punjabi and 15 in Tamil) are under translation. In addition, 4 original books in Gujarati and one book in Marathi are under preparation.

7. The progress in the production of standard books in regional languages has rather been slow. This is partly due to limited funds and partly due to lack of cooperation from the various regions. As Hindi and regional languages begin to be used as media of instruction in colleges and universities, there will be great demand for textbooks in Hindi and regional languages. It is, therefore, necessary that textbooks in Hindi and regional languages should be made available in advance so that there may be no difficulty in switching over from English to Hindi/regional languages as media of instruction and examination in universities.

8. The Conference may consider ways and means for adopting the terminology finalised by the Commission and accelerating the pace of production of books in Hindi and regional languages.

MEMORANDUM

ITEM No. 11 : Vijnan Mandirs

(Note by Ministry of Education—Scientific Research Division)

Vijnan Mandirs were set up with a view to stimulating interest in science amongst people in rural areas and also to help them to an intelligent appreciation of the scientific principles underlying problems of vital interest affecting their daily life. It is obvious, therefore, that if the Vijnan Mandirs are to fulfil the objects for which they are being set up, there should be a reasonably large number of Vijnan Mandirs in the country. With this in view, it was planned that by the end of the third Five-Year Plan period, there should be 320 Vijnan Mandirs so that there is at least one Vijnan Mandir in each district. Unfortunately, however, only 52 Vijnan Mandirs have been set up so far. Of these, 38 were set up upto the end of the second Plan period and 14 during the third Plan period.

2. One of the reasons for the slow progress in the setting up of Vijnan Mandirs is that suitable accommodation and other facilities, which were to be provided by the State Governments, did not become available. The Committee appointed by the Government (Balvantray Mehta Committee) to go into the question of Vijnan Mandirs in detail expressed the view that it would improve matters if the Vijnan Mandirs were placed under the administrative control of the State Governments. In pursuance of this recommendation, the administrative control of Vijnan Mandirs was transferred to the State Governments in the beginning of 1963-64 in consultation with the Chief Ministers. It was hoped that with the transfer of administrative control of Vijnan Mandirs to the State Governments, a large number of Vijnan Mandirs would be set up more rapidly. Unfortunately not much progress has been made in regard to the establishment of more Vijnan Mandirs. So far as we are aware, only three Vijnan Mandirs in Mysore State have been set up since the administrative control of Vijnan Mandirs was transferred to the State Governments.

3. In transferring the administrative control of Vijnan Mandirs to the State Governments we agreed to continue to meet the entire expenditure in respect of the then existing Vijnan Mandirs and also offered to meet the entire recurring expenditure and 75 per cent of the non-recurring expenditure in respect of any new Vijnan Mandirs

which might be set up by the State Governments during the third Plan period. This did not, however, bring about any improvement in the matter of opening more Vijnan Mandirs. In December 1964, the Deputy Minister in charge of Vijnan Mandirs made a personal appeal in a demi-official letter addressed to the Chief Ministers to send proposals for the establishment of more Vijnan Mandirs during the remaining period of the third Plan. In response to this, proposals for the establishment of 22 new Vijnan Mandirs, including 4 in Gujarat to be run by private agencies, were received. Sanction was issued for the establishment of 18 Vijnan Mandirs to be run by the State Governments but only two have been set up so far, both in Mysore. The fact that there has been practically no increase in the number of Vijnan Mandirs since the administrative control was transferred to the State Governments, in spite of the fact that the Central Government agreed to bear the bulk of the financial burden during the third Plan period shows that the scheme of Vijnan Mandirs has not received the due attention of the State Governments.

4. Since the liability for committed expenditure on the maintenance and upkeep of the Plan schemes completed during the third Plan period has been taken care of in the grants to be paid to the State Governments according to the recommendations of the Fourth Finance Commission, no provision has been made in the Central budget 1966-67 for the existing Vijnan Mandirs. The State Governments have accordingly been informed that the expenditure on the existing Vijnan Mandirs will become their responsibility from 1966-67. On this, some of State Governments have stated that unless direct financial assistance is given to them, it would be very difficult for them to run the Vijnan Mandir scheme.

5. The question of pattern of Central assistance during the fourth Five-Year Plan period has not yet been decided. The scheme of Vijnan Mandirs was considered by the Central Advisory Board of Education at its meeting held at Bangalore in October, 1964. A statement showing the recommendations of the Board is placed as Annexure W. The Board felt that the scheme was a useful one and should be continued. The Board also recommended that during the fourth Plan period the scheme of Vijnan Mandirs should be on 100% Centrally sponsored basis as in the case of existing Vijnan Mandirs under the third Plan period. The consideration of this question was deferred until financial allocation for Vijnan Mandirs in the fourth Plan was decided upon.

6. The planning Commission have now expressed the view that the utility of the Vijnan Mandirs is doubtful, especially when the scheme is not getting proper support of the State Governments to

whom the scheme was transferred for implementation. The Ministry of Education do not share this view and feel that if the State Governments take adequate interest and establish a large number of Vijnan Mandirs the objectives of the scheme can be achieved.

7. The Conference is, therefore, requested to consider the question and let us have the benefit of their advice as to how the scheme of Vijnan Mandirs can be revitalized and properly implemented by the State Governments.

ANNEXURE W

EXTRACTS FROM RECOMMENDATIONS MADE BY THE 31ST SESSION OF THE
CENTRAL ADVISORY BOARD OF EDUCATION HELD AT BANGALORE ON 11TH
AND 12TH OCTOBER, 1964

Scheme of Vijnan Mandirs

39. The Board felt that the scheme of Vijnan Mandirs was a useful one and should be continued. It should also be regarded as an educational scheme and implemented under the general guidance of the Ministry of Education at the Centre. For this purpose the administration of the scheme in the States should be uniformly under the State Education Departments. The Board further recommended as follows:

- (1) During the fourth Plan period, also, the scheme of Vijnan Mandirs should be on 100% Centrally sponsored basis as in the case of existing Vijnan Mandirs under the third Plan period. Lands and buildings for the Vijnan Mandirs should, however, be assured by the State Governments as hitherto.
- (2) Vijnan Mandirs should be established not in isolation but along with established institutions like secondary schools, extension departments of training colleges and community centres so that maximum use of the facilities may be available to the rural people.
- (3) State Governments should endeavour to achieve the target of at least one Vijnan Mandir per district during the fourth Plan.
- (4) As the number of Vijnan Mandirs in each State increases, State Governments should take steps to have a Coordinating Committee at the State level to guide and supervise the function of Vijnan Mandirs in the State. These Coordinating Committees should work in close collaboration with and guidance from the Central Coordinating Committee which should be established by the Government of India.

- (5) There should be no rigidity about the pattern of the functions of the Vijnan Mandirs and State Governments should have free scope for initiative in developing their Vijnan Mandirs according to the requirements in their respective areas.
- (6) The Vijnan Mandirs should also serve the purpose of science education for school students and adults alike but they should not be regarded as substitute for school laboratories.
- (7) The educational aspects of the Vijnan Mandirs should be given wide publicity in the rural areas and for this purpose it was felt that a mobile unit to the Vijnan Mandirs may be necessary.
- (8) In organising the exhibits and programmes of Vijnan Mandirs, the State Governments may be advised to take the assistance of bodies like the Association of Scientific Workers in India and other specialists qualified to promote the development of science education etc, in the country.
- (9) State Governments can make additional financial provision over and above the financial pattern agreed to by the Centre for the successful functioning of Vijnan Mandirs. The qualifications of Vijnan Mandirs staff as laid down in the report of the Assessment committee on Vijnan Mandirs by Balwantray G. Mehta should be carefully adhered to.
- (10) The State Coordinating Committees in consultation with the Central Coordinating Committee should evolve suitable training programme for the workers of Vijnan Mandirs and also for periodical refresher courses.

MEMORANDUM

ITEM No. 12 : Teachers Emoluments—Improvement of and Central Assistance towards.

[Notes on this item have been received from Education Ministers of West Bengal, Nagaland and Punjab. These notes are placed as Annexure X.]

The main issues that have been raised are :

- (i) Central assistance towards improvement of teachers' salaries.
- (ii) Increase in the pay scales of teachers.

It will be recalled that the question was discussed at the last Conference and the following decision was arrived at on this point :

“The Conference was unanimously of the opinion that there was urgent need for raising the emoluments of the teachers and that it would not be possible to meet the additional expenditure involved from resources of the States alone. It was also agreed that the efforts made so far, by making small, almost token, provisions in the Plan for this purpose had proved to be utterly inadequate, and that the increase in the emoluments of the teachers (not related to any specific new programme of reorientation etc. to improve efficiency as a teacher) should be treated as normal expenditure in the non-Plan sector. The money required for this programme will have to be found by the resources of the States and by special Central aid as non-plan expenditure”.

This decision was taken in the light of experience gained over the three Plan periods, and after considering a memorandum on the subject (Annexure Y).

While the note from the West Bengal Government indicates the necessity of formulating a scheme of substantial special Central assistance for this purpose, in the non-Plan sector, the note from the Punjab Government seeks a review of the earlier decision, to permit improvement of pay scales of teachers as Plan expenditure.

Provision has not been made in the fourth National Plan for General Education to meet these requirements. A small provision of Rs. 11 crore has been made for incentive payments to elementary and secondary school teachers for improving their professional competence. But this does not meet the point in question.*

The Conference may reconsider the position and decide whether the earlier decision quoted above is to be modified and, if so, to what extent? In case, it is not to be altered, the Conference may suggest as to what procedures should be devised for making non-Plan Central assistance available to the States for improving the salaries of teachers. Article 282 referred to in the West Bengal Note reads as under :—

“The Union or a State may make any grants for any public purpose, notwithstanding that the purpose is not one with respect to which Parliament or the Legislature of the State, as the case may be, may make laws”.

Regarding the point raised in the note from Government of Nagaland, it may be stated that for various reasons (particularly, availability of teachers and the correlation of teachers' salaries with those of other employees) State Governments have not in the past agreed to have a uniform pay scale throughout the country. The financial implications of the suggestion also need fuller examination. The Conference may consider the position and indicate its views, on this note.

ANNEXURE X

NOTE FROM THE GOVERNMENT OF WEST BENGAL REGARDING CENTRAL ASSISTANCE TOWARDS THE IMPROVEMENT OF TEACHERS' SALARIES

The subject of improvement of teachers' salaries was discussed at the Srinagar Conference but the question of Central assistance to the State Governments for this purpose was left undecided. It is obvious that any appreciable increase in the salaries of primary and secondary teachers will involve very large amounts of money which the State Governments will not generally be in a position to provide. If the expenditure for this purpose does not qualify for Plan assistance from the Union Government, the only alternatives are either developmental assistance outside

The position regarding teachers at the collegiate stage is explained in a separate note from the Higher Education Division of the Ministry of Education.

the Plan ceilings, or special assistance on the non-Plan account. The non-Plan budgets of the State Governments are always framed on the basis of the minimum commitments. The Finance Commission awards are also based on actual commitments and do not provide for any expenditure of any type. Any surpluses that may be expected to accrue in non-Plan budgets are fully taken into account in estimating the States' resources for Plan expenditure and, therefore, there is no cushion left for meeting any substantial increase in non-Plan expenditure. If improvement of teachers' salaries is not to be included in the Plan and not to qualify for Plan assistance from the Centre and if the States' own non-Plan budgets do not have any margin of surplus, the only alternative left is a scheme of substantial special assistance from the Union Government. Such Central assistance to the States can be given under Article 282 of the Constitution.

NOTE FROM THE GOVERNMENT OF NAGALAND REGARDING IMPROVEMENT OF TEACHERS' PAYS AND ALLOWANCES

Persons who join the administrative services and other executive services get much more pay and allowances with better scales of pay and allowances than persons who join the teaching profession though they have equal academic qualifications and even when the one who goes into teaching profession has higher academic qualification also he gets less than the person with lesser qualifications who goes into administrative and other allied services. Moreover, persons who go into administrative and other allied services have more chances of getting promotion, more pay and allowances due to better scales of pay and allowances but most of the persons who go into the teaching profession are likely to have no promotion and no change of pay scales to higher or better ones than the scales of pay entitled to them while joining the service.

It is only reasonable that teachers also should be entitled to the same scale of pay and allowances as other persons with equal qualifications as the teachers but serving in administrative services as officers.

Be it, therefore, resolved to pay all qualified teachers same with officers of first gazetted rank in the administrative service of the respective State where they serve.

Few teachers get promotion in their whole tenure of service. Most teachers retire, as assistant teachers. Very few of them get promotion to headmasters and retire. Their whole life becomes devoid of hopes for promotion. Something must be created so that each teacher will have something to hope for. Teacher's hope cannot and should not be confined to success of their students only. They must have also hope for improvement of their lot. For example, if there were three pay scales, i.e.,

- (1) Rs. 300-25-800 p.m. for junior teachers,
- (2) Rs. 600-30-900-50-1,000 p.m. for senior teachers, and
- (3) Rs. 900-50-1,200 p.m. for selection grade,

so as to start with (1) and to get (2) after rendering seven to ten years of service and to get (3) after rendering twenty to twenty-two years of service and other necessary conditions as may be required for them to attain teachers will not run short of hope throughout their whole length of service.

Be it therefore, resolved that several scales of pay of teachers to be controlled by length of services rendered by them to the Government be laid for teachers.

NOTE FROM THE GOVERNMENT OF PUNJAB REGARDING PAY REVISION OF
TEACHING PERSONNEL AT ALL LEVELS

The teacher has to play the key role in the educational development. Without improving the quality of teachers, it is not possible to effect any improvement in the standard of education. The need for improving the pay scale of teaching staff at all levels has been felt since long throughout the entire country. The pay scales of teachers are very unfavourable as compared with other services. There is a general tendency for brilliant people to quit the educational pyramid as soon as better opportunities offer themselves in other fields. The jobs in other fields are more remunerative.

The teacher community has all along been fed with the hope that something will be done for them in the fourth Five-Year Plan. Keeping in view the basic need to improve the standard of education, the Punjab Government proposed to cover the programme in the fourth Five-Year Plan. However, during the last Conference of the State Education Ministers, held at Srinagar, it was decided that the charge on account of revision of salary scales of teachers should go on non-Plan side and should not form part of the fourth Plan unless it was linked with the improvement in qualification. The Planning Commission, too, have all along taken this line of argument.

Keeping in view this directive/recommendation, the State Government was obliged to scrap this programme from its draft fourth Five-Year Plan. The State Government has been considering the question of effecting the revision on the non-Plan side. It is estimated that the Punjab State will require an amount of Rs. 9.00 crore for this purpose during the IV Plan period. It is not possible to find this money on the non-Plan side. The funds of non-Plan side already stand earmarked. The other States must also be facing a similar situation. The enforcement of the present decision will mean that the much-needed revision of pay scales of teachers will never come about.

Since the improvement of pay scales of teachers forms the core of educational development, it is necessary that the earlier decision taken by the State Education Ministers' Conference is reviewed and the charge is allowed to be debited on the Plan side.

NOTE FROM GOVERNMENT OF MAHARASHTRA REGARDING MEASURES TO
PROMOTE BETTER MOTIVATION FOR EFFECTIVE TEACHING

It is now an everyday experience that in the matter of various educational schemes that are in operation in our country today, the teacher is a pivotal point on which the very success of these schemes ultimately depends. Many projects go away if the right teacher is not there to operate them, and on the other hand, a good teacher can implement through his initiative and effective participation many projects that may not be completely financed or organised in their detail. Much hinges on the motivation of the teacher and this cannot be totally dependent upon the salary scale that he is given, although salary is an important component in teacher's life and work. The Conference may consider whether it would be feasible to separate the two questions of salary scales and right motivation, pursuing both of them vigorously but independently, as improving the wage structure alone cannot possibly motivate in a complete manner the teaching efficiency. It would be desirable to explore other avenues of motivation and see how far we can promote action. The right lead in public life for a mass movement to honour and respect the teacher is indicated. Quite apart from his salary, the teacher expects his status in society to be respected and that his stability in work is assured without constant threat of transfers. He also expects fairplay in matters such as postings, promotions and public recognition of his merit. Perhaps, time has now come for actively encouraging academic interests

of teachers through teachers' associations, particularly subject-teachers' associations. It is perhaps desirable that such associations are not only recognised by the authorities, but are actively supported in their academic work by constant encouragement, official technical guidance, and even giving grant-in-aid for their academic pursuits. It should be possible to offer them advisory service through the Education Directorate's channels on matters connected with their teaching problems and academic prospects. This should build up professional confidence in them. Holding of academic conferences and encouraging teachers to participate in them through reading of papers and discussion and giving such conference a grant-in-aid, particularly for their publications would be another way to motivate them. Granting incentive increments to those who attain better qualifications while in service would be yet another way. Giving Honour or Merit Cards and publicly honouring the teachers on as many suitable occasions as possible should also form an important part of this process. This would be a further extension on a fairly large scale at the district and the block level of the present scheme of National and State awards for meritorious teachers. Several Zila Parishads have started this in a small way and have reported a very encouraging response. The Conference might consider this question both as regards its basic approach and working details.

Observations by the School Education Division—Ministry of Education

In these suggestions, the main stress has been laid on what can or should be done to give the teacher his place in society and also to make it possible to keep him abreast with modern developments in the art of teaching. We support the proposals made. Actually, we ourselves have advised State Governments on certain matters brought forth in the note. In so far as public recognition of merit is concerned, the note itself recognises the existence of National and State awards for meritorious teachers. There is no gain saying the fact that if this type of recognition of merit is given at all the districts and State levels in increasing manner, the effect of it will be to raise the status of teachers in the eyes of the general public.

The note also mentions granting of incentive increments to those who better their qualifications. The National Plan already has built into it provisions of the order of Rs. 11 crore (Rs. 5 crore for elementary and Rs. 6 crore for secondary). In order to offer incentives to teachers to equip themselves better economically. It is our hope that the State Governments will also recognise the importance of this scheme and make adequate provisions in their Plans.

Mention has also been made in the note under consideration regarding the forming of teachers' associations, particularly subject teachers' associations. On this point we have perhaps to be a little more wary since such associations tend to become political in character. If one could prevent the seepage of politics into bodies which should be of a purely academic nature, the idea propounded is all to the good.

The note does not mention some other steps which the State Governments have taken, largely at our initiative, and which all work towards making the teaching profession one not to be cavilled at. These are touched upon very briefly :

1. Triple Benefit Scheme

The Ministry has been urging the State Governments to give benefits of pension-cum-gratuity, provident fund and insurance to aided school teachers. This scheme is known as Triple Benefit Scheme. Nine of the State Governments have already introduced the scheme. It is hoped that the remaining States will adopt the scheme thus ensuring terminal benefits to its teachers, who cannot at present look forward to retiring benefits.

2. Teachers Foundation

The Government of India established in June, 1962 the National Foundation for Teachers' Welfare, to promote the welfare of the teachers generally, and in particular alleviate distress amongst them and their dependents. This fund now amounts to Rs. 54.50 lakh in fixed deposits, Rs. 29.50 lakh in Defence Bonds and Rs. 10.40 lakh available for release. State Governments have been permitted to spend up to 80 per cent of their collections for teachers' welfare in their areas.

3. Rail Concessions to Teachers for Education Tours

Rail concession formerly granted to the teachers of primary/secondary/high and higher secondary schools has again been revived for journeys in parties of not less than four for bonafide educational tours only, on production of the requisite certificate.

4. Educational Facilities for Teachers' Children

The question of providing free education to teachers' children has also been under consideration of the Central and the State Governments. Government of India has made education free for all school teachers' children up to secondary stage in all the Union Territories. A few States have made education free for children of primary and secondary teachers up to the higher secondary classes. It is hoped it will be possible for all the State Governments to extend the benefit of free education up to secondary stage, especially for teachers' children.

Observations by the Higher Education Division—Ministry of Education

The proposal of the Nagaland Government that teachers should be entitled to the same pay scales and allowances as officers in administrative services, does not seem to be feasible. It is, however, reasonable that there should be certain amount of uniformity in the pay scales of different categories of college teachers in all parts of the country, based on qualifications and the nature of their teaching assignments.

The University Grants Commission had, with this objective, recommended revision of pay scales of university teachers during the 2nd and 3rd Plan periods and of college teachers during the 2nd Plan period. In 1965, the University Grants Commission recommended further revision of pay scales for both university and the college teachers on a national basis, for implementation during the 4th Plan period.

The Government of India have accepted the recommendations made by the University Grants Commission in respect of revision of pay scales of university and college teachers during the 4th Plan period which include the proposal that the Central Government should contribute 80% of the expenditure involved in the implementation of these recommendations for the Plan period.

The revised pay scales for different categories of university and college/teachers as recommended by the University Grants Commission and accepted by the Government of India, are given in the statement that follows.

The Government of India have also agreed that the revised pay scale may be effective from the first year of the 4th Plan i.e. from April, 1966.

**STATEMENT SHOWING SCALES OF PAY OF UNIVERSITY AND
COLLEGE TEACHERS RECOMMENDED BY THE UNIVERSITY
GRANTS COMMISSION**

UNIVERSITY TEACHERS

Category of Post	Revised Scale of Pay Recommended
Professor	Rs. 1100—50—1300—60—1600.
Reader	Rs. 700—50—1250.
Lecturer	Rs. 400—40—800—50—950.

NOTE.—1/3rd of the total number of professors in a university may be appointed as professor in the Senior Scale of Rs. 1600—100—1800.

COLLEGE TEACHERS

1. Postgraduate Colleges

Principal	Rs. 800—50—1,250/1,000—50—1,500.
Sr. Lecturer/Reader	Rs. 700—40—1,100 (Not to exceed 25% of total number of posts of Sr. Lecturers, Readers and Lecturers.)
Lecturer (Sr. Scale)	Rs. 400—30—640—40—800. Ditto.
Lecturer (Jr. Scale)	Rs. 300—25—600.
Demonstrator/Tutor	Rs. 250—15—400.

NOTE.—The existing heads of departments, sr. lecturers and readers will be eligible for appointment as sr. lecturers/readers in the new set-up if they possess necessary qualifications and experience.

2. Undergraduate Colleges

Principal	Rs. 700—40—1,100.
Lecturer (Sr. Scale)	Rs. 400—30—640—40—800. (Not to exceed 25% of the total number of posts of lecturers.)
Lecturer (Jr. Scale)	Rs. 300—25—600.
Demonstrator/Tutor	Rs. 250—15—400.

ANNEXURE Y

EMOLUMENTS OF SCHOOL TEACHERS

Memorandum submitted at Srinagar Conference

The question of emoluments and service conditions of teachers at all stages has been receiving attention from the State Governments and the Central and various steps have been taken in this regard, such as,

- (i) Improvement of salaries (with Central assistance) ;
- (ii) Introduction of the Triple Benefit Scheme (with Central assistance);
- (iii) Reduction of disparity in the emoluments of teachers of Government and aided schools ;
- (iv) Educational facilities like exemption from tuition fees for teachers' children ;
- (v) Merit scholarships earmarked for children of school teachers ;
- (vi) National Awards for Teachers ;
- (vii) National Foundation for Teachers' Welfare.

During the recent past it has been noticed that teachers and their associations, in certain parts of the country, have taken recourse to representations, agitations etc. for increasing the pay scales or removing the disparities between the teachers of Government schools and those of private schools or the introduction of terminal benefits like the Triple Benefit Scheme. It has been found that although there is a scheme for improvement of salary and service conditions of teachers on 50% Central assistance basis the provision that can be made for this in the Plan is not adequate to the needs of the situation. It has also been noticed that while the States take into consideration the increased cost of living and allow an increase in the dearness allowance to their other employees from their revenue budget the increase in respect of teachers is considered as part of development expenditure and therefore limited to funds available. In some instances, this has led to curtailment of other development schemes because the amount required for improvement in salaries of teachers was irreducible. In some cases while the State Governments increased the dearness allowance for the teachers in Government schools the same increase has not been given to teachers of aided schools.

There has also been a suggestion that there should be a Central Wage Board or Pay Commission to determine uniform pay scales of teachers with various qualifications at all the stages. Some of the teachers' associations have asked for a Secondary Education Grants Commission with a view *inter alia* to secure increase in the emoluments of teachers throughout the country in the same manner as the standard pay scales for university staff laid down by the UGC.

In this connection the following points may be considered by the Education Ministers' Conference.

- (i) Any general rise in the emoluments of teachers consequent on a general revision of pay scales or dearness allowance etc. of other employees of the State/Central Government should be provided for as revenue expenditure as some States have done and not as development expenditure.
- (ii) Whenever such general revisions take place teachers in aided schools should invariably receive the same benefits as teachers employed in Government schools at the same stage.

- (iii) It may not be practicable to lay down uniform pay scales for teachers all over the country but the salaries in States where teachers are receiving very low emoluments should be brought up to a reasonable level. In this sense there should be a minimum scale assured to teachers throughout the country.
- (iv) The Triple Benefit Scheme (and wherever possible, pension scheme) should be extended to teachers of aided schools throughout the country from non-Plan funds.
- (v) Development schemes of the 4th Five-Year Plan should provide only the funds required for additional emoluments/allowance payable to teachers who acquire increased proficiency in teaching by undertaking specially approved courses.

MEMORANDUM

ITEM No. 13 :

Indian Educational Service

The question of constitution of the Indian Educational Service was discussed in the Education Ministers' Conference held in June 1965 at Srinagar. Subsequently a draft memorandum (Annexure Z) containing the essential features of the proposed Service was circulated to the State Governments who were requested to furnish their comments on the draft memorandum and to supply details of the posts to be encadred in the Service. The comments on the draft memorandum have so far been received only from eight State Governments, seven of which have furnished details of the posts to be included in the Service. Information from other State Governments is still awaited.

2. The Government of India is very anxious to constitute the Indian Educational Service as early as possible. Progress in the constitution of the Service has been slow mainly because the State Governments have either not furnished their comments and the details of the posts to be encadred or those which have supplied the information have expressed divergent views on important issues like, (i) encadrement of administrative posts at the district level, (ii) inclusion of teaching and research posts in the Service, and (iii) percentage of promotion quota for the State Service officers, etc.

3. The Government of India have given careful consideration to the views expressed by the various State Governments and have reached the following tentative conclusions on these issues and other cognate matters :

- (i) *Encadrement of Posts* : In the draft memorandum circulated to the State Governments in May 1965, it was suggested that the Service should include all posts of and above the level of district inspectors of schools. Some of the State Governments have opposed the encadrement of District level posts and have offered for encadrement only top administrative posts, while others are in favour of encadring only posts of senior professors in the collegiate branch of the State Education Service.

It is felt that in order to achieve the objective of making a significant impact on the quality of educational administration, it would be advisable to encadre all administrative

posts of and above the level of district inspectors of schools as suggested in the draft memorandum. Unanimity on this point is also desirable. In addition, some of the posts of principals of larger higher secondary schools having an enrolment of above 1000 or so should be equated to district inspectors of schools and their posts should be encadred in the Service. During the training period the officers in the junior scale, in addition to having a turn as deputy inspectors of schools, may also work, for a couple of years, as head-masters of high schools and comparatively smaller higher secondary school.

- (ii) *Inclusion of Teaching and Research Posts* : It had been suggested in the draft memorandum that the State Governments would have the option to include or not to include teaching and research posts in the Service. While this option remains, it is felt that in order to speed up the constitution of the Service, those State Governments who may decide later to include their teaching and research posts in the Service may be permitted to do so. It is therefore proposed to go ahead with the fixation of a broad framework and early constitution of the Service, leaving the door open to the State Governments to send additional proposals for encadrement. While the Service should be constituted as early as possible, the date of final encadrement may be deferred so that the officers whose posts are encadred later do not suffer in seniority.
- (iii) *Promotion Quota* : In the draft memorandum it was suggested that 25% of the senior posts will be filled by promotion from amongst the State Education Service officers in accordance with the rules and regulations to be framed in this behalf. After reconsideration of the matter in the light of the views expressed by the State Governments, it is proposed to raise the promotion quota from 25% to 33½% on the analogy of the promotion quota fixed for other technical all-India Services.
- (iv) *Pay-structure* : It is felt that there is no need for the present to revise the pay-structure given in the draft memorandum.
- (v) *Direct Recruitment at Senior Levels of the Service* : In the draft memorandum it was provided that recruitment to the Service will be made at the lowest rung of the Service through all-India competitive examinations to be conducted by the Union Public Service Commission. It is felt that in order to infuse fresh blood at higher levels of the Service and to achieve higher efficiency, it would be advisable to allow

entry to the Service at senior levels also and a certain percentage—say 20% of higher posts in the Service may be filled by direct recruitment.

4. The Chief Secretaries of all the State Governments have been informed of the above tentative conclusions by the Ministry of Home Affairs and have been requested to re-examine the position. These issues may be discussed at the meeting of the Education Ministers to be held at Madras on the 18th and 19th June, 1966, so that the Service may be constituted expeditiously.

ANNEXURE Z

DRAFT MEMORANDUM ON THE INDIAN EDUCATIONAL SERVICE

1. *Constitutional Position* : 1.1. The State Governments having agreed in principle to the constitution of an all-India Service in the field of 'Education' the Rajya Sabha in the fifty-first session has adopted a Resolution in pursuance of article 312(i) of the Constitution for the constitution of "Indian Educational Service". (A copy of the Resolution is annexed.*)

[*Explanatory Note* : Before moving the resolution in the Rajya Sabha, concurrence of all the State Governments to the constitution of the service in principle had been obtained.]

2. *Organisation and Structure* : 2.1. The Service will comprise two branches, namely, (1) The General Education Branch, and (2) the Technical Education Branch. The date of constitution of the Service will be notified by the Government of India.

2.2. As in the two existing All India Services, viz., I.A.S. and I.P.S. each State Government will have a cadre for each branch of the Service.

2.3. The Service will include :

- (i) All educational posts with essentially administrative duties like joint Educational Advisers/Deputy Educational Advisers etc. at the Centre and the Director/Additional Director/Joint Director etc. and District Inspector of Schools and equivalent posts in the States ;
- (ii) Posts of Principals of Government Colleges in the different branches which may be included in the Service. The cadre authority may also at their discretion fill up one or two of the senior administrative posts by borrowing for a specific period an officer from the teaching or research institutions (including universities);

*It follows this memorandum.

- (iii) Teaching and research posts may also be treated as duty posts in those State cadres where the State Governments concerned agree to such inclusion.

2.4. A fixed proportion of the posts, say, 20% may constitute the junior scale posts.

2.5. Since the Indian Educational Service is an All India Service it is necessary that uniform principles be followed in encadring posts. It is suggested that the following principle may be adopted in recommending posts for encadrement:

- (a) All permanent posts equivalent and above the level of District Inspector of Schools should be encadred.
- (b) All temporary posts which have been in existence for a minimum period of three years and which are likely to continue more or less indefinitely should also be encadred.

2.6. Where the cadre authorities consider it necessary—there may be no objection to having a separate women's branch according to requirements. Where a separate branch for women is created, it may, however, be integrated with the general branch at the stage of Joint/Deputy Directors of Public Instruction or equivalent posts with common seniority lists for the purpose.

Explanatory Notes : (i) A specific item which may be considered is the question of having an integrated scale of Rs. 400—1250 like some of the non-technical Class I posts and as has been proposed in the Indian Agricultural Service, in place of the suggested provision of Rs. 400—950 and a senior scale of Rs. 700—1250 compared to the total number of posts in the proposed junior scale of Rs. 400—950 and the reasonable prospects of ensuring for the officers in the junior scale, promotion to the senior scale of Rs. 700—1250 from the 6th year of service will have to be borne in mind.

(ii) A separate women's branch has been proposed as there may be legal objections in making specific reservation of a percentage of recruitment for women. The size of the women's branch will depend upon the requirements of each cadre.

3. *Composition of Cadre :* The composition of each cadre of the service will be as follows :

1. Senior post under the State Government (e.g.) Director of Public Instruction/Education,

Additional /Joint/Senior Deputy/Deputy Directors of Public Instruction/Education, Principals of Government Colleges, Assistant Directors of Public Instruction/Education, District Inspectors of Schools, and equivalent posts of these categories.* X

2. Senior posts under the Central Government (e.g. Joint Educational Adviser, Deputy Educational Adviser, etc. and equivalent posts) Y

TOTAL X+Y

*Teaching and Research posts will also be included where the State Governments concerned agree to such inclusion.

3. Posts to be filled by promotion of State Service Officers	25% of X plus Y
4. Posts to be filled by direct recruitment	(X plus Y) — 3 above
5. Deputation Reserve	20% of 4 above
6. Leave reserve	11% of 4 above
7. Junior posts	20% of 4 above
8. Training Reserve	5% of 4 above
<hr/>	
TOTAL	Add 3 to 8 above

3.2. The total number of posts under the Central Government which will be manned by officers from State Cadre on deputation basis will be distributed between the various State Cadres on a pro-rata basis.

Explanatory Note : It has been suggested that in a service like the Indian Educational Service the provision of training reserve at 5% is inadequate because if the members of the service are to keep abreast of up-to-date developments grant of study leave, provision of refresher training, advance training and various other inducements to encourage individuals to take up specialised courses of study will have to be made. This will mean that the various reserves will have to be increased.

The present provision has been made more or less on the pattern of the existing all India Services which is based on actuarial calculations. There may be no objection to upward revision of the reserves if the actual needs justify it. Again the actual needs will depend upon the different types of posts encadred by the various cadre authorities, their attitude towards study leave etc. Any revision suggested will therefore have to bear in mind the different considerations suggested above.

4. *Promotion Quota :* 25 per cent of the senior posts will be filled by promotion from amongst State Educational Service officers in accordance with the rules and regulations to be framed in this behalf.

Explanatory Note : In considering the exact quantum of the promotion quota it will have to be seen that there is an adequate base of Class II officers who alone would be eligible for promotion to the I.E.S.

5. *Direct Recruitment :* 5.1. Direct Recruitment to the Service will be made through an all-India Competitive Examination conducted by the Union Public Service Commission in accordance with regulations to be framed in this behalf.

5.2. Selected candidates will be appointed on probation for two years. The Central Government may in consultation with the State Governments, provide training facilities for the direct recruits for a specified period.

6. *Initial Constitution :* 6.1. For appointment to the senior scale of the Service at the initial constitution stage, all those who hold substantive lien on posts to be encadred in the service will be considered by the Special Selection Board. In addition, State Educational Service officers who—

- (a) hold substantive posts in Class II (Gazetted) of the State Educational Service ;
- (b) have put in a minimum of 8 years of service (including officiating service) ; and
- (c) have officiated in a post equivalent to senior scale posts of I.E.S. for a minimum period of 3 years,

will also be considered for appointment against the senior scale posts by the Special Selection Board,

6.2. On the recommendation of a State Government the Special Selection Board may select even junior State Educational Service officers with four years service for appointment against the junior scale posts in the Service.

6.3. To avoid any large scale disturbance in the existing position, the officers who have a substantive lien on any of the posts which are encadred in the Indian Educational Service and who could not be selected for the Indian Educational Service at the time of initial constitution will be allowed to continue in their present posts by temporarily excluding these posts from the cadre till the particular individual retires under the State Government rules.

Explanatory Note: The Ministry of Education have agreed to give up the demand for a separate central cadre and are willing to meet their needs by drawing upon various State cadres. The cases of Education Officers, Assistant Education Officers etc. who are at present serving in the Ministry of Education will be considered like the cases of State Government officers whose posts are encadred at the initial constitution stage. The individuals who are selected for the I.E.S. will be allotted to different State cadres.

7. *Rates of Remuneration:* 7.1 The rates of remuneration for the various grades may be as follows:

Joint Educational Adviser, Director of Public Instruction/Education and equivalent posts	2,000—125—2,250
Additional Director of Public Instruction/ Education and equivalent posts.	1,800—100—2,000
Joint Director of Public Instruction/ Education and equivalent posts.	1,600—100—1,800.
Deputy Director of Public Instruction/ Education and equivalent posts.	1,300—60—1,600
Assistant Director of Public Instruction/ Education, District Inspector of Schools and equivalent posts.	Senior Scale : Rs. 700—40—1,100—50/2—1,250 Junior Scale: Rs. 400—400—450—30—600— 35—670—EB—35—950

7.2. Details of Special pay, deputation allowance, etc. to be granted to officers on deputation to the Centre or a State may be settled later.

8. *Special Selection Board:* 8.1. The Special Selection Board referred to in para 6 will be composed of:

- (a) Chairman/Member of Union Public Service Commission. (President).
- (b) Two representatives of Central Government not below the rank of Joint Secretary.
- (c) Two representatives of the State Government concerned.

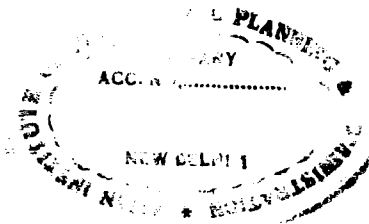
9. *Disciplinary Control:* 9.1 The pattern will be the same as for the existing all-India Services (e.g. I.A.S./I.P.S.)

COPY OF THE RESOLUTION UNDER ARTICLE 312(1) OF THE CONSTITUTION
 PASSED BY THE RAJYA SABHA ON MARCH 30, 1965.

"This House do resolve in pursuance of clause (1) of article 312 of the Constitution that it is necessary and expedient in the national interest that Parliament should by law provide for the creation of the following All-India Services common to the Union and the States and regulate the recruitment, and the conditions of service of persons appointed, to each of these Services, namely:

- (i) the Indian Agricultural Service; and
- (ii) the Indian Educational Service (General Education, Technical Education)."

Sub. Education Systems Dept.
 National Institute of Educational
 Planning and Administration
 17-A, Sector 11, Connaught Place, Delhi-110016
 DOC. No. D-6231
 Date.....8/7/91



NIEPA DC



D06231