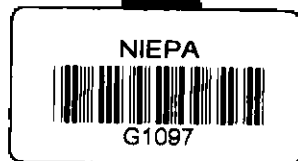


# PLANNING COMMISSION

GOVERNMENT OF INDIA

Recommendations made by the Panel on Education at their second meeting held at Poona on the 15th & 16th July, 1957



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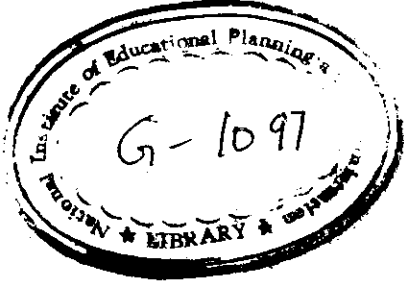
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5. Shri C. D. Deshmukh,  
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6. Mrs. Durgabai Deshmukh,  
Chairman, Central Social Welfare  
Board, 10, Kitchner Road, New  
Delhi.
7. Shri R. A. Gopaldaswami,  
Secretary to the Government of  
Madras, Madras.
8. Prof. M. Mujeeb,  
Vice-Chancellor, Jamia Milia,  
P.O. Jamianagar, Delhi.
9. Prof. Humayun Kabir,  
Minister for Civil Aviation,  
Ministry of Communication, New  
Delhi.
10. Shri A. N. Khosla,  
Vice-Chancellor, Roorkee En-  
gineering University, Roorkee.
11. Shrimati Laxmi Menon,  
Deputy Minister, Ministry of  
External Affairs, New Delhi.
12. Dr. A. L. Mudaliar,  
Vice-Chancellor, Madras Univer-  
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13. Prof. H. N. Mukerjee,  
Member, Parliament, 130-B, North  
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14. Dr. J. N. Mukerjee,  
Member, U.P.S.C., New Delhi.
15. Shri Shriman Narayan,  
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16. Shri J. P. Naik,  
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18. Shri G. Ramchandran,  
Director, Ghandhigram, Distt.  
Madurai, Madras.
19. Dr. V. K. R. V. Rao,  
Vice-Chancellor, Delhi University,  
Delhi.
20. Shri K. G. Saiyidain,  
Secretary, Ministry of Education  
& Scientific Research, New Delhi.
21. Shri D. K. Sanyal,  
Director, All India Institute of  
Social Welfare & Business  
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Calcutta.
22. Prof. N. K. Sidhanta,  
Vice-Chancellor, Calcutta Uni-  
versity, Calcutta.
23. Shri Sri Ram,  
22, Curzon Road, New Delhi.
24. Prof. M. S. Thacker,  
Secretary, Ministry of Education  
& Scientific Research, New Delhi.
25. Shri M. Sengupta,  
Principal & Provost, Engineering  
College, Banaras Hindu Univer-  
sity, Banaras.
26. Shri K. L. Joshi,  
Director (Education),  
Planning Commission—*Secretary*.
27. Shri R. V. Parulekar, (Co-optd.  
Member) C/O Balmohan Vidya-  
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bay-28.

▼ Sh. D. P. Nayar

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# PLANNING COMMISSION

## Education Division

### 1. ELEMENTARY EDUCATION

#### Sub-Committee On Elementary Education

(15-16 July, 1957)

#### MEMBERS PRESENT

1. Shri G. Ramchandran .....*Chairman*
2. Shri K. G. Saiyidain
3. Shri R. A. Gopaldaswami
4. Shri S. S. Bhandarkar
5. Shri J. N. Ugra
6. Shri M. Mujeeb
7. Shri A. N. Basu
8. Shri R. V. Parulekar
9. Shri J. P. Naik
10. Shri D. P. Nayar .....*Secretary.*

#### RECOMMENDATIONS

1. The target laid down in Article 45 of the Constitution *viz.* the provision of universal, free and compulsory education upto 14 years of age before 26th January, 1960 already seems to be unattainable. But what is even worse, it has not been possible as yet to draw up a practicable programme which would achieve it within the foreseeable future. This is a very unsatisfactory state of affairs and we, therefore, recommend that:

- (i) the provision of universal, free and compulsory education upto 14 years should be regarded as the *ultimate* objective and an attempt should be made to realise it in a period of 15 to 20 years at the latest; and
- (ii) the immediate objective before the country should be the introduction of universal, free and compulsory education for all children upto age of 11. This target must be reached by 1965-66 at the latest.

2. It is felt that it will not be possible to attain even this limited objective if the cost per pupil is not reduced to a level consistent with the taxable capacity of the people. The only way to do so, without depriving the teachers of a decent wage, is to adopt a larger pupil-teacher ratio as a transitional measure until the financial condition of the country improves. We therefore, recommend that:

- (i) All State Governments should be requested to raise the average pupil-teacher ratio to a minimum of 40 without delay and that, if necessary, it should be raised still higher upto a maximum of 50; and that,
- (ii) all plans of expansion of primary education should be revised on the basis of the above pupil-teacher ratio without any delay.

How to raise the pupil-teacher ratio to 40 or 50 is a matter of detail in which State Governments and local bodies should have freedom. It may be done (a) by adoption of larger classes, (b) by introduction of the shift system in a few or all classes, (c) by adopting the system of monitors, or (d) by any other suitable method.

3. We are emphatically of the opinion that it would not be possible to achieve that target or universal education or to raise the pupil-teacher ratio adequately unless and until statutory compulsion is introduced as a first step in the campaign to bring all children into schools. We do recognise that mere introduction of compulsion is not enough; but this should not obscure the importance of the fact that it is essential. We, therefore, recommend that a phased programme of introduction of compulsion should be drawn up and linked with the phased programme of introduction of the National Extension Service Scheme in Development Blocks. In our view, this programme should ensure that statutory compulsion is introduced in every Development Block within a period not exceeding 3 years from the date of introduction of the National Extension Service Scheme.

4. In view of the above suggestions, we recommend that the State plans of expansion of primary education during the Second Five Year Plan be reviewed without delay. In finalising State Plans, care should be taken to see that no State is below the level of 50 per cent enrolment by 1960-61.

5. The adequacy of the existing legislation to give effect to the foregoing recommendations should be reviewed, and where necessary, fresh legislation should be undertaken to ensure adequate statutory funds for financing the expansion of primary education.

6. We welcome the move to orientate all primary schools towards the basic pattern without any considerable additional expenditure. We feel that the most practicable steps in this direction would be generally on the lines recommended in the pamphlet "Orientating Primary Schools Towards the Basic Pattern" issued by the Ministry of Education. We recommend that such orientation should be completed for all primary schools by 1960-61.

7. We also recommend that the programme of converting the primary schools to the basic pattern should go on concurrently with the programmes of expansion and orientation outlined above. We suggest that each State should set up a special committee to draw up a phased programme of such conversion, the ultimate target being that the date for the fulfilment of Article 45 of the Constitution should also be the date for the complete conversion to the basic pattern.

8. We recommend that all primary teacher-training institutions be converted to the basic pattern by 1960-61.

9. We feel that the conversion process may well proceed through three stages, viz.

- (i) the setting up of at least one model basic school in every block as soon as the N.E.S. scheme is introduced;
- (ii) the conversion of all centrally situated full-fledged primary schools to the basic pattern; and
- (iii) the conversion of all other schools to the basic pattern.

10. It is also essential to start planning for the third plan right from now. From this point of view, it is recommended that in addition to the expansion of facilities of normal education for children of 11-14 age group, experiments should be undertaken to provide facilities for continuation education also for children of this age-group. We recommend that the Ministry of Education should set up a Committee to examine this issue.

## II. EDUCATION OF GIRLS AND WOMEN

REPORT OF THE SUB-COMMITTEE APPOINTED BY THE EDUCATION PANEL  
TO CONSIDER THE PROBLEMS RELATING TO THE EDUCATION OF GIRLS  
AND WOMEN.

The Sub-committee met on 16-7-1957 at 8-30 A.M. The following members were present.

1. Mrs. Durgabai Deshmukh.....*Chairman.*
2. Mr. K. G. Saiyidain
3. Lala Shri Ram
4. Principal A. N. Basu
5. Prof. M. Mujeeb
6. Miss S. Panandikar
7. Miss Karnatakī
8. Mr. Somnath Saraf.....*Secretary.*

1. The Sub-committee took up for discussion the paper on Girls and Women Education prepared and circulated by Mrs. Durgabai Deshmukh. After some discussions of the scheme of the Ministry of Education "Education of Girls and Training of Women Teachers" with a provision of Rs. 2.5 crores, the Committee considered the proposals included in the scheme. The Committee agreed with the following proposals:—

- (a) provision of free accommodation for women teachers;
- (b) appointment of school mothers in rural areas;
- (c) award of stipends to women teachers for teacher training at under-graduate level.

The Sub-committee recommended to the Planning Commission through the Panel on Education, that stipends awarded under (c) should be adequate to cover the essential expenses of the women under training;

- (d) organisation of condensed or special courses of general education and teacher training for adult women;
- (e) organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment; and
- (f) award of stipends for classes VIII to XI provided the recipients undertake to take up teaching for the period of five years at least.

2. The Sub-committee next took up for discussion the problems connected with the education of adult women, particularly with reference to the need of providing an adequate number of teachers and other trained workers. The age-group of 18-35 is very important from the point of view of meeting the trained personnel requirements such as teachers, Gram Sevikas, Midwives and Health visitors etc. under the plan. The Sub-committee felt that greater attention needs to be paid to enable women of this age-group to offer themselves for training in various fields. It has been estimated that the requirements of such personnel would be about 2 lakhs during the Second Plan period. In this connection the following specific recommendations are made by the sub-committee.

(a) Facilities should be provided to enable women to have the basic minimum qualification of the VIII standard or the vernacular final, to make them eligible for further training as teachers, Gram Sevikas, Midwives etc. etc.

(b) The Sub-committee was informed that many voluntary organisations for women, with which Central Social Welfare Board has been in close touch, had been already conducting such courses for adult women upto the vernacular final or the VIII standard but they had usually very meagre resources for the purpose. To enable these institutions to expand the existing facilities, suitable financial assistance should be provided to cover the stipends for the students and the cost of teaching.

(c) The Chairman stated that a sum of about Rs. 25 lakhs may be required to implement this programme during the plan period. The Committee recommends to the Planning Commission that they should take up with the appropriate Ministries (Ministry of Community Development and/or Ministry of Education) the question of providing the requisite amount. It was felt that for the Community Development Blocks and N.E.S. areas the expenditure to be incurred on this programme may be provided by the Ministry of Community Development out of the provision of Rs. 12 crores for Social Education and for the rest of the areas, the funds may be found out from the plan of the Ministry of Education. In any case, this programme should be given a high priority in schemes of social education.

(d) To expedite the early implementation of this programme it was considered necessary to have a simpler and less complicated procedure of giving assistance to these voluntary institutions. The



Committee recommends that both the Central Government and the State Governments should endeavour to make use of the Central Social Welfare Board and the State Welfare Boards, where the officials at the Central and the State levels respectively are represented, to scrutinise the plans of the voluntary organisations for this purpose and to make recommendations for grant.

3. The Committee then took up for discussion the subjects relating to the education of women in the age-group 11-17. The Committee felt that since many girls, after passing the primary or middle stages of education were unable to prosecute their studies further, other opportunities for giving them suitable training in various trades and vocations should be provided to enable them to have some gainful employment. For this purpose, the Sub-committee recommends to the Planning Commission that the possibility of providing vocational and trade schools may be explored especially adapted for girls of these age-groups.

4. The Sub-committee next took up for the discussion the question relating to the nature of education for girls at the elementary, secondary, and adult stages and whether the present system of education was helping them to lead a happier and more useful life. The Sub-committee felt that some issues in this connection require careful study and investigation. It was, therefore, strongly recommended that a suitable committee should be appointed by the Planning Commission to go into various aspects of these questions and submit a report. The Committee felt that, at this stage, the question relating to college and university education of women be left out of the purview of the proposed committee and it should concentrate on elementary and secondary stages of education and more particularly on the education of adult women. So far as the question of establishing proper trade and vocational schools was concerned, the proposed committee could at a later stage, examine this matter in cooperation with experts in this field.

### III. SUB-COMMITTEE ON SECONDARY, TECHNICAL AND UNIVERSITY EDUCATION

#### III. SUB-COMMITTEE ON SECONDARY, TECHNICAL AND UNIVERSITY EDUCATION

##### MEMBERS PRESENT:

1. Dr. J. C. Ghosh—*Chairman*
2. Mr. K. G. Saiyidain,
3. Mr. M. S. Thacker
4. Shri Kailash Chander,  
Dy. Minister, U.P. Govt.
5. Prof. Humayun Kabir
6. Mr. C. D. Deshmukh
7. Prof. J. N. Mukerjee
8. Prof. N. K. Sidhanta
9. Dr. V. K. R. V. Rao.
10. Lala Shri Ram
11. Dr. A. L. Mudaliar
12. Mr. A. N. Khosla
13. Mr. M. Sengupta
14. Mr. R. A. Gopaldaswami
15. Prof. M. Mujeeb.
16. Dr. E. A. Pires
17. Prof. A. N. Basu
18. Mr. B. N. Datar
19. Mr. Pitambar Pant
20. Dr. K. P. Basu
21. Dr. B. V. Iyengar
22. Shri K. L. Joshi .....*Secretary.*
23. Mr. S. N. Saraf
24. Dr. J. N. Kaul

### III. SECONDARY EDUCATION

In view of the fact that requirements for technical personnel at all levels will increase with the increased tempo of industrial & agricultural development of the country and also in view of the fact that secondary education should provide an adequate preparation for life for a majority of the students, it is recommended that vocational and technical education be promoted in appropriate schools in adequate numbers at the middle school and post-middle school stage in the light of the recommendations of the Secondary

Education Commission. The question needs detailed consideration including the problem of phased conversion of high schools into higher secondary schools and multi-purpose schools, and the Panel recommends the appointment of the following Committee to examine the problem in details:

- (1) Shri Lakshmanaswami Mudaliar—*Chairman* .
- (2) Shri M. S. Thacker
- (3) Shri Shri Ram
- (4) Shri Chandiramani/Shri Chandrakant
- (5) Representative of Planning Commission (Education Division)
- (6) Representative of the Ministry of Labour & Employment
- (7) Dr. E. A. Pires
- (8) Shri Tolani
- (9) Shri Pitamber Pant, (Planning Commission)—*Member Secretary*.

#### IV, UNIVERSITY EDUCATION

(1) The Panel on Education of the Planning Commission is of the opinion that the conclusions which have been arrived at by the Central Advisory Board of Education, the Inter-University Board and the other committees appointed by the Government of India as regards the reorganisation of the education, should be adhered and given effect to in respect of the three-year degree course of university education;

(2) that higher secondary schools should be started, wherever possible as multi-purpose schools, with technical courses as an important stream of diversification in a phased manner as soon as possible;

(3) that as recommended by the Central Advisory Board of Education and as a purely transitional measure, the pre-university courses be started followed by a three-year degree course and the transition should be phased and should not exceed beyond 1965. The position should be examined and reviewed once every three years to note the progress made.

(4) The Panel notes that several universities have already started the pre-university and three-year degree course and commends generally the recommendations of the Deshmukh Commit-

tee in this respect with particular reference to para 11 of the summary of the recommendations. In special cases, however, where the University Grants Commission is satisfied with reference to the number of students to be admitted in a college, this condition may be relaxed subject to a maximum of 1,500 students being permitted.

(5) The Panel recognises, however, that there are special difficulties in certain universities in some States in implementing these recommendations and recommends that the following Committee be appointed to consider the question and report on the best methods of implementing the decisions taking due note of the various difficulties into consideration:—

1. Shri C. D. Deshmukh—*Chairman*
2. Dr. Lakshmanaswami Mudaliar
3. Prof. N. K. Sidhanta
4. Dr. V. K. R. Rao
5. Shri S. S. Bhandarkar
6. Representative of U. P. Government
7. Do Ministry of Education
8. Do Planning Commission.

(6) The Panel on Education appreciates that the standard of teaching in affiliated colleges cannot be raised unless the salaries of teachers are comparable with similar responsibilities in other professions. They are, however, of the view that with limited funds reforms in this respect cannot be easily introduced. They, therefore, recommend to the U.G.C. that they may consider various possibilities of raising funds for the purpose, including the possibility of raising fees for students and make recommendations to the Government in this behalf.

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\*Para 11 of the summary of recommendations of the Deshmukh Committee is as follows: "The number of students should be restricted to 800—1000 per college. Colleges with larger enrolment but with no suitable accommodation should stabilize as a ceiling the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The U.G.C. should prepare a brochure for the guidance of such colleges indicating how this may be done without undue hardship to students or the colleges".

(7) The Panel on Education of the Planning Commission considered item B(I) of the Agenda suggested by Dr. V. K. R. V. Rao regarding "The problem of National and Emotional Integration in relation to Education in India" and recommended that the question needed to be discussed fully in relation to its implications for our universities and colleges. It was, therefore, recommended that the University Grants Commission be requested to invite a seminar of persons representing universities and colleges in India to discuss the subject and make recommendations to the Government.

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