EDUCATIONAL PLANNING AND POLICIES IN INDIA

Historical Background:

Origin of Educational planning in India lies with the origin of Planning Committee. After introduction of provincial autonomy in the country under the Government of India Act 1935 and the acceptance of office by the Congress in nine out of eleven provinces in 1937, the National Planning Committee was set up in 1938 under the Chairmanship of Pandit Jawaharlal Nehru. Two committees were set up in the field of education one for general education with Dr. Radhakrishnan as its Chairman and the other for technical education and development of research under Chairmanship of Dr. M.N. Saha. General Secretary of the committee brought out a volume in 1948 with broad outline for educational planning in India. Its main significance is historical, as it was the first organization to think of preparing a plan of educational development.

First comprehensive plan on education in India can be trace back to the year 1944, Sargent then Education Commissioner to the government of India, prepared a comprehensive educational plan covering the different aspects of educational planning. This document, popularly known as the Sargent Plan is the first comprehensive plan of educational development ever to be prepared in the country. India has now record of over 50 years of planning. The first four years of independence witnessed great educational expansion on a year to year budgetary planning till the birth of the National Planning Commission in 1951, the year of launching the First Five Year Plan.
Educational Planning - Nature and Significance:

"Educational Planning, in its broadcast sense, is the application of rational, systematic analysis to the process of educational development with aim of making education more effective and efficient in responding to the needs and goals of its student and society". The following generalization could be made from the above statement. Educational planning is systems-based exercise directed towards achieving certain physical targets and objectives set by a society within certain time frame in education sector. The procedure and practices of goal and target setting emerge from the felt-need of society and constraints before it in terms of the level of development, state of knowledge and its application. The ultimate object of educational planning is to make education a viable effective and efficient proposition so that it could respond to the emerging needs and aspirations of the students in particular and society in general. In education, the planning aspect has been used as an adjustment mechanism for linking human resource development with the economic growth and planning. Blaug has emphasized the need of educational planning by lining manpower requirements with economic growth.

Origin of Educational Planning:

"Educational planning is the application to education itself to instill in students; a rational, scientific approach to problems. Such an approach in identifying objectives and available resources, examining the implications of alternative courses of action and choosing wisely among them, deciding on
specific targets to be met within specific time limits, and finally developing
the best means of systematically implementing the choices thus made. Any
scheme or idea stems from its necessity. Educational planning is no exception
to this testimony. History of educational planning for each country may vary
in structure, design, and implementation. However, there will be certain
common factors, which made a strong case of educational planning. These factors are:

- Tremendous expansion of education to meet social demand;
- Increased share of the government in funding education at all levels;
- Accountability of the government to reduce wasteful imbalances within
  the education system;
- To make education relevant to social and economical needs of the
  country.

The needed shift of emphasis in educational development strategy
from linear expansion has far reaching consequences for the nature and tasks
of educational planning in the future. The new concepts and methodologies of
educational planning have been evolved in recent years and these have
attached much attention in recent years. These concepts and methodologies
have been related to educational development to social demand, manpower
requirements, financial flows, economic growth and future benefits.

**Salient Features of Educational Planning:**

The primary task of educational planning is to produce a blue print
which contains the priorities, approaches, physical targets, financial
allocations and strategies of implementation and achieving the set targets and goals within certain time-frame in education sector. Generally this blue print is known as Draft of Education which contains the past performance and the promises of the future in education sector. Obviously, the contents of the Draft speak about the quantitative expansion of education at different levels, and by type of education. Through quantitative expansion, a society aims at providing educational facilities to its members. It is needless to say that education is a potential force for ensuring quality of life to the members of society.

It would be misconception if the concept of educational planning is regarded as mere quantitative expansion of education. For example enrolment ratios speak about quantitative expansion, but retention rate of students is the qualitative parameters. The concept is broad-based if other parameters are also included along with quantitative indices. Education system should be viable, effective and efficient so as to respond to the emerging needs and aspirations of the society. It would imply that education system takes into account the quantitative expansion as well as qualitative dimension.

**Highlights of Five Year Plans from I to VIII:**

Since independence, Five Year Plans have commanded systematic distribution of resources and planning of human resources. Education was considered as an important subject in all the Five Year Plans. A review of Five Year Plans with special reference to education has been presented here:
First Five Year Plan (1951-52 to 1955-56):

The first Five Year plan 1951-56 considered certain educational targets and aims. (R) These are (i) Re-organization of the educational system and integration of its different stages and branches, (ii) Expansion in various fields, especially in areas of basic, technical and vocational education, (iii) Consideration of the existing secondary and university education and the creation of a system of higher education suited to the needs of rural areas. (iv) Expansion of facilities for women's education, especially for the basic schools and attempting to provide equal opportunities all over the country.

While it was impossible to lay down a strict order of priorities, in view of the closely inter-linked character of the various stages of education, as well as the widely varying conditions in different parts of the country, it was recommended that the highest priority should go to the improvement and remodeling of existing institutions on right lines. During the first five year plan high priority was given to experiments and research in improving educational methods, the training of teachers and the preparation of literature, basic and social education, technical and vocational education at lower level, the development of facilities for training high-grade technicians and improvement in postgraduate research.

The quantitative targets aimed at during the plan were; (i) Provision of educational facilities for 60 per cent of the population within the age group 6-11, (ii) to bring children up the age of 14 into schools, (iii) to bring 15 per cent of the relevant age group to secondary education, (iv) In the field of
social education, attempt to bring 30 per cent of the people of the age group 14-40 within the purview of social education.

**Second Five Year Plan (1956-57 to 1960-61)**

The Second Five Year Plan recognized the determinant influence of education on the rate of economic development. It laid emphasis on (a) basic education (b) expansion of elementary education (c) diversification of curricula at the secondary level (d) improvement of the standard of education at the college and university level (e) development of professional and technical education on development of social education and cultural programme (Planning Department, 1956-57 to 1960-61).

The chapter on 'Education' begins with these remarks. "The system of education has a determining influence on the rate at which economic progress is achieved and the benefits which can be derived from it. Economic development naturally makes growing demands on human resources and in a democratic setup it calls for values and attitudes in the building of which the quality of education is an important element".

Again in the concluding part of the chapter on 'Education' the framers of the II Five Year Plan state that, "For economic development to make its full contribution to the well-being of the mass, programmes of education should be ahead of economic plans. Modern economic development calls for a wide diffusion of the scientific temper of mind, a sense of dignity in labour and disciplines in service and a readiness to adapt new techniques and new knowledge to the needs of the people. These values and attitudes will be
realized in everyday life in the measure in which they are expressed through educational ideals and practice”.

**Main Features are**

1. Emphasis on the basic education.
2. Expansion of elementary education.
4. Improvement in the standards of college and university education.
5. Implementation of social education and cultural development programmes.

**Third Five Year Plan (1961-62 to 1965-66):**

Educational planning in the Third Five Year Plan stated that in the field of general education, as distinguished from technical education, the government laid major emphasis on the provision of facilities for education of all children in the age group of 6 to 11. The emphasis is also on extension and improvement of teaching of science at the secondary and university stages, development of vocational and technical education at all levels, expansion and improvement of facilities for the teachers to teach at each stage of education, education of girls, and substantial reduction in existing disparities in levels of development in education between boys and girls. All elementary schools were to be organized according to the basic pattern. Reorganization of university education along the line of third year degree course was to be completed, and facilities for postgraduate studies and research work was to be further expanded and improved (Planning Department, 1961-62 to 1965-66).
During the Third Plan, NCRRT was constituted (in 1962) for improving the quality at the school level. Soon after, NCERT conducted an educational survey in 1965-66. Greater emphasis was laid on science education during the Third Plan.

Main emphasis during the third plan was on:

1. Provision of facilities for universal education for the age group 6-11.
2. Improvement of science education at the secondary and university stages.
3. Training of teachers at all grades.
4. Expansion of technical education.

**Fourth Five Year Plan (1969-74)**

The Fourth Plan attempted to face three major tasks in the field of education: (Planning Department, 1969-74)

a) Removal of deficiencies in the existing educational system and linking it more effectively with the increasing demand of social and economic development,

b) Removal of internal stresses and strains in the educational system which had developed as a consequence of rapid extension during the first three plans and

c) Extension of the system in response to social urges and economic needs to give priority to the training of technical personnel.

It is observed that the ambiguity of approach, vagueness of objectives and inconsistent priorities could not provide a clear cut theoretical background for methodology of planning. Commenting on the educational
planning, J.P. Naik in his book "Education in Fourth Plan", comments that it is a pity that we did not make full use of opportunities that we had in the last eighteen years. It would not have mattered very much if we had not adopted planning in education in 1950".

Priority was given to the expansion of elementary education and the emphasis was made on the provision of facilities for backward communities and for girls. A survey of the deficiencies in respect of buildings and equipment of educational institutions was made with a view to removing them according to a phase programme. Other programme of importance were:

- Improvement of teacher education;
- Expansion and improvement of science education;
- raising standards of postgraduate education and research;
- Development of Indian languages
- Consolidation of technical education including reorganisation of polytechnic education and its closer linking with the needs of industry and its orientation towards self-employment;
- Increased efforts were suggested to involve people in educational programmes and to mobilize public support.

**Fifth Five Year Plan (1974-78)**

Broadly speaking, the Fifth Plan has laid emphasis on (i) ensuring equality of educational opportunities as a part of the overall plan of ensuring social justice; (ii) establishing closer links between the pattern of education, on the one hand, and the needs of development and the employment market, on
the other; (iii) improvement of the quality of education imparted; and
(iv) involvement of the academic community including students, in the tasks
of social and economic development.

The Fifth Five Year plan 1974-79 emphasized four issues in educational
development. These are: (Planning Department, 1974-79)

1. Equalization of educational opportunities for social justice.
2. Coordination between various educational levels with employment
and economic development.
3. Quality improvement
4. Co-operation of intelligentsia, including students, in social and
economic development. It also stressed on professionalization of
education at secondary level and reorganization of curricula.

Sixth Five Year Plan (1980-85)

The Sixth Five Year Plan for 1980 to 1985 has laid emphasis on:
(i) programmes of adult education including eradication of adult illiteracy;
(ii) universalisation of elementary education; (iii) vocationalisation at the
secondary stage and improvement of quality in secondary stage and higher
education; (iv) better and more effective utilization on non-plan government
expenditure for meeting developmental goals; (v) ensuring a rural bias in the
educational programmes, to develop science education and a scientific
attitude and to provide a system of non-formal education and training at all
stages.
In the three decades of planned development since 1951, the number of educational institutions has been more than doubled. The number of teachers and students has gone up by about four times. Expenditure on education also went up from Rs. 153 crores in the first Plan to Rs. 901 crores in four years of the Fifth Plan. The proposed outlay for the Sixth Plan 1980-95 is Rs. 1,986 crores.

A working group of Education and Culture was set up by the Government of India in July, 1980 to suggest perspective of development for the decade. As enunciated in the Report, the important goals and tasks suggested were:

(a) To guarantee equality of opportunity in their educational planning to which the educational system and programmes need to be redirected

(b) To afford to all young people and adults, irrespective of age, the means for ample self-fulfillment within the framework of a harmonious development which reflects the needs of the community to which they belong.

(c) To provide for a continuous process of lifelong education for their physical, intellectual and cultural development and for inculcating capabilities to cope with and influence social change.

(d) To establish dynamic and beneficial links between education, employment and development with due regard for the economic and social aims of the community; and

(e) To promote values of national integration, secularism, democracy and dignity of labour.
The Sixth Five Year Plan, 1980-85 emphasized eradication of illiteracy, universal primary education, and introduction of job orientation. There is greater emphasis on the expansion of primary and secondary education and adult education. The emphasis is on the development and consolidation of facilities within the twisting higher educational institutions and also on organizing an information system for technical man power (Aggrawal, J.C., 1996).

In all the previous Five Year Plans, education was considered as a social service, rather than an input in the development process. P.N. Haksar say that "Unless we get rid of the idea that education is some kind of social service performed by the welfare state, and substitute it with the idea that education is the most critical input into the entire process of social, economic, political and cultural transformation of India, the so called educational reforms would predictably produce explosive social tensions in our country".

It seems there is an apparent change in emphasis from the Sixth Five Year Plan onwards. Education as an instrument for the development of human resources is now considered to be pivotal in the social and economic development of the country. The approach paper to the Seventh Five Year Plan for education has recognized that the existing education system requires certain radical changes (Bhaskar, V.V., 1982).

**Seventh Plan (1985-86 to 1989-90)**

The Seventh Plan has given overriding priority for the realization of the objective of UEE by 1990. It was estimated that for achieving the goal, over
5 crores additional children would have to be enrolled. The new thrust in elementary education emphasized substantially on improvement in the quality of education. In 1987-88, a centrally sponsored scheme (CSS) for restructuring and reorganization of teacher education was started as a part of NPE, New CSS for vocationalisation of higher secondary stage, improvement of science education and environmental orientation to school education were started. Improvement of quality and consolidation were main concerns in the field of higher education. Consolidation and optimum utilization of existing infrastructural facilities, their upgradation, modernization, identification of critical areas and creation of infrastructure in new area of emerging technology, effective management of the overall system and institutional linkage between technical education and other development sectors were important aspects during the Seventh Plan.

The Seventh Five Year Plan assigned Human Resources Development in the development strategy. It suggested a new design of education, which is flexible, varying, relevant and linked to widely diverse local cultures and social environments. There has been laid on innovation, on low cost alternatives and social involvement, all aimed at linking education effectively to the needs of pupil to employment and to development. The major programmes in the Seventh Plan for education are: (Jossoy Bass, 1978)

a. Universal elementary education by 1990,

b. Eradication of illiteracy in age group of 15-35;
c. Qualitative improvements and reorientation of education at all stages, with special emphasis on vocationalisation of higher secondary education, improvements in science and technology at secondary stage, improvements in the standards of education, restructuring courses in higher education, extension of applied research facilities at University stage; and,

d. Modernizing technical education.

**Eighth Plan (1992-93 to 1996-97)**

Universalisation of elementary education, eradication of illiteracy in the age group 15 to 35 and strengthening of vocational education (VE) so as to realize to the emerging needs and urban and rural setting are the major thrust areas of Eight Plan. Early childhood education (ECE) was expanded by attaching pre-primary classes to selected primary school. Statutory status will be accorded to the national council for teacher education NCTE to lay down and maintain standards in institutions and courses. The expansion of secondary schools was regulated and new schools were opened on selective basis to cater to the needs of deprived sections like girls and SC/ST and rural areas in general. Other salient features are (i) Integrated approach to higher education. (ii) Excellence in higher education. (iii) Making higher education relevant in the context of exchanging socio-economic scenario. (iv) Promotion of value education.

The review of all Five Year Plans describes the trend of identification of priority areas in education. It may be remembered here that, adult education has been able to get focus in all Five Year Plans. Similarly primary education, vocational education and to some extent secondary education have drawn the
attention of planners. Higher education especially research and investment on innovative practices for quality improvement seems to have relegated to backseat.

Realizing the crucial importance of rapid physical and mental growth during early childhood, the Government started a number of programmes of early childhood care and education (ECCE), Declaration of a National Policy for Children (1974) shows the commitment of the Government for the development of children. The existing ECCE programmes include: (F.E. Keay, 1972)

(i) Integrated Child Development Services (ICDS);

(ii) Scheme of assistance to voluntary organizations for conducting early childhood education centres (ECE);

(iii) Balwadis and day-care centres run by voluntary agencies with Government’s assistance;

(iv) Pre-primary schools run by the State Governments, Municipal Corporations and other agencies; and

(v) Maternal and child health services through primary health centres and sub-centres and other agencies.

The integrated Child Development Services is currently the biggest programme of early childhood development. This programme over the years has demonstrated that even a modest investment in child development goes a long way in developing human resources. It needs to be fully integrated with the universal immunization programme started with effect from 19th November, 1985 (I.P. Naik, 1975).
National Policy on Education:

The National Policy of Education has given a great deal of importance or ECCE. It views ECCE as an important input in the strategy of human resource development, as a feeder and support programme for primary education and as a support service for working women of the disadvantaged sections of society. It has also taken into account the holistic nature of ECCE and has pointed out the need for organizing programmes for the all-round development of the child. The significance of play and activity approach and the need for child-centredness in the programmes of ECCE as well as in primary school education have been spelt out, and it cautions against the dangers of using formal methods of teaching and early introduction of the three Rs. The importance of community involvement has also been highlighted. The need to establish a linkage between ICDS and ECCE programmes has been pointed out. The desirability of a modular development so as to upgrade the former into the latter institution on a full-blown basis has been mentioned. In addition, there is also a commitment to taking up other diverse kinds of day-care centres. The policy specifically focuses on the need for early care and stimulation of children belonging to the poverty groups (P. Naik and Syed Nurullah, 1972).

The Strategy of Implementation

The ECCE involves the total development of child, i.e., physical, motor, cognitive, language, emotional, social and moral. The age span under consideration in ECCE is from conception to about six years. Even a modest
development process during pregnancy (antenatal health check-up, nutritional support, control of anaemia, immunization for prevention of tetanus following delivery, etc.), hygienic and skilled birth attendance, nutritional care of mother during lactation, correct infant feeding practices, immunization of infant from communicable diseases, mothers’ education in child care, early childhood stimulation, and health and nutritional support throughout. Thus, ECCE is a complex integral function. It requires workers with integrated ECCE training, integrated worksites of ECCE centres where the essential services flow to young children through the period of their growth and preparation for formal education, and coordinated functioning of various agencies, governmental and non-governmental, striving to meet different needs of young children (Aparna Basu, 1982).

Efforts will be made to strengthen the programmes and make them developmental instead of providing mere custodial care, the worker force would need to be suitably augmented. The site and personnel of the centre would be so chosen that it would take care of the diverse items of the programmes fully within a given population.

Adequate remuneration to the workers is an important factor in successful implementation of any programme. Effort are being will be made with immediate effect to see that in the case of day-care centres, the remuneration of full-time workers is not less than the wages earned by unskilled workers. However, the long term goal should be to bring the trained full-time child care workers on par with primary school teachers. Part-
time child care workers should be paid not less than minimum wages proportionate to their hours of work. To ensure proper supervision, ration of supervisors to the number of ECCE centres should be improved. Considering the nature of work, which requires rapport with mothers and tenderness to children, ECCE workers and their supervisors, should invariably be women (I.P. Naik and Syed Nuillah, 1982).

Keeping in mind the role of ECCE as a support service in universalization of elementary education, as well as for human resource development, ECCE will be, in the first instance, directed to the most underprivileged groups, those who are still outside the mainstream of formal education. Some of these can be defined as follows:

(i) very poor urban slum communities;
(ii) ecologically deprived areas where children are required to fetch fuel, fodder, water and do other household chores;
(iii) family labour and household chores in rural areas and artisan households;
(iv) working children in the unorganized sector;
(v) Itinerant, or seasonal labour, who have a mobile and transient lifestyle, like road workers;
(vi) Construction workers in urban and rural areas;
(vii) Landless agriculture labour;
(viii) Nomadic communities and pastoralists;
(ix) Forest dwellers and tribals in remote areas; and
Residents of remote isolated hamlets.

Girls in these groups may require support services like child care, sometimes in very small units. Special attention should be given to Scheduled Castes and Schedule Tribes in all the above defined categories.

Ethically speaking, every child should be assured access to the fulfillment of all basic needs. Yet, facing the existing realities of outreach and utilization, it is suggested that 70 percent of the target groups (children 0-6 years) should be covered by all services by 2000 AD, whereas health and nutrition services should be extended to all the needy groups as early as possible. By the end of the Seventh Plan, a modest network of ECCE facilities should be established in all tribal development blocks, blocks having substantial Scheduled Caste population and slums in large cities. A minimum of 2.5 lakh centres were to have been established by 1990. Though various schemes need to be improved and expanded, this coverage will be predominately achieved by expansion of ICDS, ECCE will soon be expanded to a level of 10 lakh centres and 20 lakh by the year 2000, most of the coverage will be through ICDS but diverse kinds of pre-primary education centres and day-care centres will also be encouraged and supported.

The emphasis in the short term would be on up-gradation, expansion and strengthening of the existing programmes. Efforts will also be made to extend these programmes to area and target groups unserved by them so far. The programme of action in this behalf will consist of development of the following modular packages: (Aparna Basu, 1982)
(a) Integrated Child Development Services

Pre-school education component needs to be strengthened in ICDS. For this, the following steps will be taken;

(i) Each Anganwadi Workers’ Training Centre should be given the responsibility of running at least 25 anganwadi centres so as to provide the trainees with adequate field practice areas.

(ii) The trainees should be placed for a minimum of one month in the anganwadis for practical training.

(iii) Instructional materials for use of trainers and the trainees should be developed.

(iv) Materials for children-picture books, pictures, posters, minimum essential play materials—should be made available to all anganwadi and replenished periodically.

(v) The trainers, supervisors and CDPOs should be oriented through Refresher course in pre-school education component and given field training so that it is strengthened both at pre-service and in-service levels.

(vi) The CDPO’s office should be developed into a Resource Centre and be well equipped with training materials.

A beginning will be made in ICDS by developing a small percentage of anganwadisa day-care centres and effort will be made to coordinate the work of ICDS anganwadis with the primary schools.
(b) **ECE Centres Department of Education**

The ECE scheme as it stands does not have components of health and nutrition. Neither does it have any provision for the training of teachers. The following measures will, therefore, be taken with immediate effect:

(Yeehuri Sitaram, 1986)

(i) Adding health and nutrition components;

(ii) Provision the personnel;

(iii) Supply of educational materials for children;

(iv) Using play-way method and discouraging teaching of three Rs; and

(v) System of monitoring to be developed and linked with the renewal of grants.

(c) **Balwadis Run by Voluntary Agencies**

There are varieties of patterns in the Balwadis. Each scheme has its own history and background. All programmes of child development implemented through voluntary agencies will have an integrated approach, offering a comprehensive package and avoiding duplication. Where this does not happen, the existing activities will be merged in some comprehensive and integrated programme. Most of the programmes run by voluntary agencies do not have all the components of health, nutrition and education. They need to be converted into total child development centres.

(d) **Pre-Primary Schools of the State Government and Municipalities**

They essentially focus on education. Therefore they require;

(i) Adding components of health and nutrition;
(ii) Discouraging the early introduction of the three Rs;

(iii) Using play-way method; and

(iv) Developing a relationship between home and community.

(e) Day-Care Centres

The crèche and day-care centres being run with CSWK support need to be reviewed and strengthened on an immediate basis. The following requirements must be ensured: (Government of India, 1950)

(i) Timing co-terminous with school working hours or mothers’ working hours;

(ii) Adequate, safe and hygienic space;

(iii) Adequate child-worker ratio;

(iv) Drinking water;

(v) Supplementary nutrition;

(vi) Paramedical care under medical supervision;

(vii) Minimum equipment including linen, cradles;

(viii) Toys and play materials; and

(ix) Training and supervision of workers.

A further emphasis during the Seventh and Eighth Plans will be on experimentation for evolving low cost and content-specific models. The models which are in experimentation stages at the moment would be encouraged and expanded. Appropriate agencies will undertake a survey of such models. Some of the models which are already being experimented and which have much promise are as follows;
(a) **Home-based Model (from conception to 6 years):** This model involves developing techniques of stimulation that can be taught to and done by parents or other members of the family to foster child development. It requires; (i) training of local women who will play the leadership role in conducting home visits and encouraging family members to conduct stimulation programmes for their children, (ii) development of low cost play materials to be used by the family, (iii) development of audio and video programmes for the mass media for wide implementation, and (iv) creation of a mobile supervisory cadre (Government of India, 1952).

(b) **Day-Care Centres (From birth to 6 years):** This model is a support service to free older children and working women. Some voluntary organizations are successfully implementing these programmes. Such day-care centres should be established at all construction sites and other work centres where women are employed in substantial numbers. While support for voluntary agencies should be provided on a liberal scale by Government, the expenditure of the centres run on work sites should be the responsibility of the employers.

(c) **Family Day-Care Centre:** This is best suited for areas where the target group is very small and day-care centre may or may not viable. In this model, a suitable women from the same group is identified as the home care worker, and given the necessary materials, training, supervision and infrastructural support, including food, to take care of
five or six children in her own home. It is envisaged that every cluster of about 10 home care units would be supervised, guided and supported by a supervisory worker who is competent to give the necessary support.

**Policy and Targets**

NPE gives an unqualified priority to universalization of elementary education (UEE). The thrust in elementary education emphasizes; (i) universal enrolment and universal retention of children upto 14 years of age, and (ii) a substantial improvement in the quality of education (J.P Naik, 1982).

The child-centred approach commended in NPE attempts to build the academic programme and school activities around the child. The policy also recognizes that unattractive, school environment, unsatisfactory condition of buildings and insufficiently of instructional material function as demotivating factors for children and their parents. The Policy, therefore, calls for a drive for a substantial improvement of primary schools and provision of support services. A variety of measures have been proposed for securing participating of girls and of children from the Scheduled Castes and Scheduled Tribes families, other educationally backward sections and minorities.

Conclusive data are not available regarding the number of working children. However, it has been assumed in the Policy that a large number of out-of-school children are unable to avail of the benefits of schooling because they have to work to supplement family income or otherwise assist the family. The NPE proposes taking up of a large-scale and systematic
programme of non-formal education for these children and for children of habitations without schools. The emphasis in NPE is on organization of flexible programmes which are relevant to the needs of the learners and the quality of which is comparable with the corresponding stages of formal education.

The measures proposed to improve quality of elementary education include reform of the content and process of education, improvement in school buildings and other facilities, provision of additional teachers and the comprehensive programme of teacher education. Minimum levels of learning are to be laid down for each stage, which would naturally include laying down such norms for the primary and upper stages.

In addition to UEE, NPE also envisages a common school structure throughout the country. Acknowledging that the 10+2+3 structure has now been accepted in all parts of the country, a suggestion has been made that the primary stage should consist of five years, followed by three years of upper primary (Government of India, 1969).

In the past, the targets set for UEE have not corresponded to the investment required for achievement of the goal, nor has it been possible to create the mobilization which is essential for the purpose. Taking a more practical view of the matter, NPE limits itself to proposing that all children by the time they attain the age equivalent through the non-formal stream, and likewise it will be ensured that free and compulsory education upto 14 years of age is provided to all children by 1995.
Implementation Strategies:

The Central features of the implementation strategy will be area specific and population-specific planning. About 75 percent of the out-of-school children are in nine States; Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. While these States have been paid in the past to educationally backward, enough attention has not been paid in the past to educationally backward States. Even within the educationally backward States there are wide disparities which requires special treatment. Sustained efforts will be made to revitalize the educational system of the backward areas and population pockets make progress to keep in step with others in their milieu. The other elements of strategy will consist of the following: (Government of India, 1979)

(a) Children of all families in the country will be provided access to elementary education of good quality.

(b) In view of the role of education in removal of disparities, special measures will be taken to ensure that whatever the socio-economic background of the children, they get opportunity to achieve success of a level which approximates to the level of children from comparatively better-off sections of society, and the country moves apace in the direction of the Common School System as spelt out in the 1968 Policy.

(c) A nation-wide programme of school improvement, with required multi-level and multi-dimensional planning, will be launched to alter the present situation of institutional stagnation and social apathy.
Reference has been made elsewhere about reform of the teacher education system for improvement of the quality of education.

(d) The country’s faith and its future generations will be exemplified in the system of elementary education, which will get geared around the centrality of the child.

(e) For their health development and to ensure that they enjoy conditions of freedom and dignity, the education system will strive to have all children in whole-time schools of good quality, and till that becomes possible they will be provided opportunities of part-time non-formal education.

(f) Since NPE lays down that children who complete a stage of education would have achieved certain prescribed skills and competencies, the emphasis will now shift from sheer enrolment to retention and quality of education.

(g) Keeping in view the fact that the situation regarding elementary education varies from one part of the country to another, and sometimes within one district, and even one block, the process of planning will be decentralized and the teachers as well as the local community fully involved in this process (J.P Naik, 1982).

Mobilization for UEE: A Prerequisite of Success:

An analysis of the achievements and failures in UEE shows that we have tended to excessively rely on opining of schools, appointment of teachers and launching of enrolment drives. The above mentioned strategies
will make a qualitative change in the implementation of the UEE programme in the coming years. These strategies will, however, succeed only if a genuine mobilization, based on participatory involvement of teachers and the community, can be ensured. In specific terms, the per-requisites for the proposed programme of UEE are as follows:

(1) UEE can come about only as a result of an upsurge involving all the people concerned. The political parties, particularly their local level constructive workers, will have to play an important role in this regard.

(2) Involvement of teachers at all stages of planning and implementation of the new strategy will be ensured. This will take the form of systematic consultations with their unions and associations, ensuring that they are fully involved in micro-level planning for UEE.

(3) As indicated in the section on Management of Education, the local community will be involved in all aspects of UEE. For all practical purposes, the primary schools and non formal education centres will be accountable to it. Due care will be taken to ensure that women, youth, and the sections of society who have remained deprived of educational opportunities have an effective voice.

(4) All agencies and individuals who have earned the confidence of the community and who can make a positive contribution to UEE will be involved. These would include youth clubs, Mahila Mandals,
voluntary agencies and social activist groups, as well as local development workers, retired teachers, ex-servicemen, etc.

(5) Making the system work is of the greatest importance, Hardly any change can take place unless the schools and NPE centres are properly run, teachers/instructors provide instruction, and other processes of education are followed.

**Universal Provision of Facilities:**

The Fourth All India Education Survey (1978-79) revealed that 1,90,000 habitations were without schooling facilities. Since then several new schools have been opened, but habitations have also come into existence. Considering the whole situation it would be correct to say that the number of habitations without schools is still very large and that many of them are likely to be fairly large habitations. All State Governments will ensure that all habitations with a population of 300 (200 in the case of tribal, hilly and desert areas) will be provided a primary school within the Seventh Plan. Effort will also be made, on the lines of Mobile Creches, to set up special schools for specific duration for building and construction workers and other categories of people who shift their residence. Detailed school mapping exercises will be initiated forthwith, and completed as soon as possible, in order to prepare a Master Plan of Universal Provision of Facilities for UEE. NIEPA has already initiated some exercise in this regard. The basis of school mapping would be to ensure that every habitation with can potentially have 50 children in the primary school should be provided one and an upper primary school opened on
primary school catchment basis. For persons belonging to SC/ST and other deprived sections, residential schools and hostels will be provided on a much larger scale. The programme of Ashram Schools will also be improved and enlarged. Effort will be made towards creation of an inexpensive system of hostels, using the school building and providing a kitchen room, where local villagers would be engaged on part-time basis to assist with cooking and supervision. Possibility of providing free food grains to the students in those hostels out of the accumulated stocks in the country will be explored (Brahama Prakash, 1986).

**Enrolment and Retention:**

According to the Expert Committee on Population Projections, set up by the Planning Commission, the estimated population in 6-11 age-groups in 1989-90 will be about 9.61 crores. The present population estimate for the age-group can be taken to be 12 crores. Against this the enrolment figures for 1984-85 are 8.54 crores. However, nearly 22 percent of the enrolled are outside 6-11 age-group, mostly over-age. The first aspect of new programme of universalization is that for some years to come we should have no objection so long as children complete five years of education, or its equivalent through the non-formal stream, by the time they complete about 14 years of age.

Enrolment by itself is of little importance if children do not continue education beyond even one year, many of them not seeing the school for more than a few days. Emphasis will, therefore, now shift from enrolment to retention and completion by all children of at least five years of education,
enrolment drives will be replaced by systematic house-to-house survey in which the teachers, in cooperation with the village community, will discuss with the parents the relevance of schooling and regularity of attendance. Children, for whom it is just not possible to participate in whole-day schools, will be enrolled in the non-formal education centres, but it will be ensured that every child in every family receives instruction. It is also important that all children regularly attend school or non-formal education centres. In the event of a child not coming for two or three days at a stretch the teacher and/or members of the Village Education Committee will approach the family of the child and persuade them to make the child resume regular attendance. This family-wise and child-wise design of action to ensure that every child regularly attends school or non-formal education centre, continues his/her education at a pace suitable to him/her, and complete at least five years of schooling, or its equivalent at the non-formal education centre, is what is intended by micro-planning at para 5.12 of NPE.

By making elementary education child-centred, we would be introducing a long-awaited reform in the system. The most important aspect of this reform will be to make education a joyful, inventive and satisfying learning activity, rather than a system of rote and cheerless, authoritarian instruction. Much of it would depend on reform of the curriculum and co-curricular activities. Considering that children in rural primary schools are subjected to all kinds of manual tasks, it needs to be clarified that while manual work by children is not to be shunned, it should be an educational
activity rather than an irksome task. Practically all States have already banned corporal punishment. But it is still widely prevalent. Through programmes of teacher education and strict supervision this practice will be effectively prevented. Each District Board of Education will have the power to determine the days of vacation and they would be asked to relate them to agricultural seasons, ensuring at the same time that the number of instructional days does not fall below 220. The non-detention policy has also been accepted in principle for quite some time. In practice, however, for one reason or other, a large percentage of children still repeat their classes. Non-detention policy will be effectively implemented up to Class VIII, while also ensuring that the minimum learning competencies are reached. For this purpose various measures referred to in the section on examination reform will be taken.

A comprehensive system of incentives and support services will be provided for girls and children of the economically weaker sections of society. A reference to these has been made in the sections on the Scheduled Castes, Scheduled Tribes, Minorities, Education for Women’s Equality, etc. The following items have special relevance to the new strategy of emphasis on retention:

(a) Establishment of day-care centres for pre-school children and infants, as part of strengthening of ICDS, provision of adequate support to the on-going programmes, and by establishment of a network of new centres;
(b) Provision to the girls of all families below the poverty line two sets of free uniforms, free textbooks and stationary, as attendance incentives;

(c) Free transportation in State Roadways buses to children attending elementary schools.

A comprehensive system of rewards and recognition will be created for individuals and institutions who contribute in a significant manner. These rewards may be given to the villages, schools/NFE centres, and to the teachers/instructors concerned. The amount of reward will be enough to ensure that it serves as motivation (C.B. Padmanabhan, 1986).

**Enrolment in 11-14 Age-Group:**

Keeping in view the high transition rate form primary to upper primary stage, enrolment in the 11-14 age-group will automatically increase after universalization of primary education. This would be further strengthened as a result of universal provision of upper primary school facilities in the Eights Plan, and by creation of mechanisms for testing the children of non-formal stream for lateral entry into the formal. These measures will be supplemented by a system of compulsory education legislation. The States which have not enacted such law would be advised to do so and the existing laws in this behalf will be reviewed and modified on the following lines:

(a) Requiring employers of working children to provide rest and nutrition as well as arrangements for part-time education of good quality, with provision for exemplary punitive action against employers who fail to do so;
(b) Involving the local community and the parents in implantation of UEE and in ensuring that educational facilities are provided to their satisfaction;

(c) Establishing schools and/or non-formal education centres of satisfactory quality within an easy reach of all children;

(d) Creating necessary machinery for implementing of the Acts, emphasizing the facilitating aspects rather than the punitive ones.

**Operational Blackboard (OB):**

The purpose of OB is to ensure provision of minimum essential facilities in primary schools-material facilities as well as learning equipment. Use of the work ‘Operation’ implies that there is urgency in this programme, that goals are clear and well-defined, and that government and the people are determined to achieve those goals within a predetermined timeframe.

OB envisages: (i) two reasonably large rooms that are usable in all weather; (ii) necessary toys and games material; (iii) black-boards; (iv) maps; (v) charts; and (vi) other learning materials. The specific items to be provided in each school under OB are given in the Annexure. In regard to the buildings to be constructed the following points need to be mentioned: (Yeehuri Sitaram, 1986)

- Construction of essential buildings for primary schools will be the first charge on NREP and RLEGP funds. Those resources will be supplementary by other appropriate schemes.
• Village Education Committees will be required to give undertaking for
  maintenance and upkeep of buildings and other structure;
• Primary school-wise inventories of available structure will be prepared
  for systematic planning;
• Inexpensive building designs will be prepared keeping in view the
  agro-climatic conditions and utilizing locally available materials.
• Steps will be taken for obtaining land for playgrounds.

It is proposed to take the CD block/municipal area as the unit and to
prepare a project for it on the basis of survey of these facilities in each school
in that block/municipal area. Although the Fifth Educational Survey is soon
being taken up by the NCERT, its data will not become available for some
months, and compilation and analysis will take still longer. Empowered
Committees will be set up at the district level to consider and approve the
block/municipal area projects. The funds for Operation Blackboard would be
provided by the Government of India to the State Governments on
advance/reimbursement basis. The results of Fifth Educational Survey would
from the basis for blocks/municipal area projects for the remaining 30 per
cent blocks/municipal area in 1988-89 and 40 per cent blocks/municipal area
in 1989-90.

Procedures for procurement, supply and use of equipment envisaged
under OB will have to be evolved keeping in view the special needs of
primary schools and also ensuring that the costs are kept low. For this
purpose specific norms will be laid down. The first thing will be to specify the
various items so as to ensure quality. This work will be done by NCERT, in association with State agencies. Particular attention will be paid to procurement procedures because the general system of purchase by tenders tends to lead to purchase of sub-standard materials. The capacity available in polytechnics, it is, secondary and higher secondary schools will be geared to produce the materials required by the school system, particularly under OB. Since unimaginative and rigid provision of audit and supervision have deterred teachers in many places from using teaching aids at all, amendment of accounting procedures will also require to be worked out. Lastly, the teachers will have to be oriented and encouraged to use this material in day-to-day teaching. The mass training of teachers in the summer will include this aspect. This will be reinforced by supervision by District Boards of Education and DIETs (Aparna Basil, 1982).

There is a very large number of single teacher schools in the rural areas. It is obvious that a programme of quality improvement must include provision of at least one more teacher in these schools. This was attempted during the Seventh Plan and a detailed programme will be prepared for providing one teacher per class during the Eight Plan. Every effort will be made to ensure that one of the two teachers in every school is a women, and for this purpose, depending on circumstances obtaining in different areas, local educated women may be selected, provided special training and opportunities for improving their qualifications. Such a strategy may also become necessary for male teachers in remote rural areas.
Non-Formal Education:

This programme assumes the NFE can result in provision of education comparable in quality with formal schooling. Modern technological tools, such as solar packs for provision of power in NFE centres, audio-visual side, radio-cassette player will be used to improve the learning environment of NFE centres, and learning material of high quality will be developed taking into account the fact that children who work have several assets on which their education should be built. The essential characteristics of NFE are organizational flexibility, relevance of curriculum, diversity in learning activities to relate them to the learner’s needs, and decentralization of management. Efforts will be made to evolve different models of non-formal education programmes and agencies implementing the programme will be encouraged to evolve and adopt the most suitable model depending upon the requirements of target groups (Bhaskar, V.V., 1982).

Special features of NFE; In addition to these characteristics, NFE will have certain features which will help in maintenance of quality of the programme. These features include.

(a) A learner-concerned approach with the instructor as a facilitator;
(b) Emphasis on learning rather than teaching, and for this purpose the capability of the children to learn from each other would be highlighted;
(c) Organization of activities so as to enable learners to progress at their own pace;

(d) Use of efficient techniques to ensure fast pace of learning and provision of proper lighting arrangements of the NFE centres and necessary equipment.

(e) Stress on continuous learner evaluation and establishment of evaluation centres for evaluation and certification of learner.

(f) In terms of scholastic achievements (particularly language and maths), following the norms set in the formal system, both because of the desirability per se and because it is essential for entry into the formal structures;

(g) Creation of participatory learning environment and treating the children with the regard they deserve as persons engaged in productive activities;

(h) Organization of joyful extra-curricular activities including singing and dancing, plays and skills, games and sports, excursions, etc.;

(i) Ensuring that all facilities and incentives given to girls, children of SC/ST, and others in the formal system, are made available in the non-formal system as well, in addition to provision of free textbooks and stationery to all pupils.
Prerequisites and Board Parameters of Strategy:

Secondary and higher secondary education is on the one hand terminal for those who enter the world of work after this stage. For such people a strengthened vocational scheme should form the main plank of strategy. For the rest it is preparatory to higher education and, therefore, a good grounding in the subject area should be provided along with learning orientation. The improvement in management system of which perhaps the school complex system and improved supervisory system are the most important should be the main programmes during every Plan period. A flexible and interactive teaching programme supported by adequate laboratories and libraries would be a pre-requisite for learning-oriented education. A programme of curricular reform and examination/evaluation reform would provide condition for a good grounding in subject areas.

The policy relating to secondary education implies extension of the school system in the unserved areas consolidating the existing facilities and providing special arrangements for the gifted children and the high achievers. This would mean that it would require.

(a) Programme to ensure access to secondary education being widened to cover unserved areas;

(b) Programme of consolidation in other areas/schools; and

(c) Programme of setting up Navodaya Vidyalayas.
Programmes and implementation:

As a short-term measure the State Government would be persuaded to open secondary schools in unserved areas taking blocks as a unit having a lower ratio than 1:2.5 duly considering the present distance of habitation from the nearest secondary school and population in the unserved habitations. As a medium and long-term measure a programme of school mapping in each state for locating schools to cover all areas will be taken up. The technique of school mapping will be followed both for planning and implementation for location of secondary schools on the basis of clearly defined norms and standards. Special emphasis will be laid in this study on backward areas, areas predominantly inhabited by SC/ST and schooling facilities for girls. School clusters will be established with secondary school as its lead school and upper primary schools will be attempted to be kept at 1:3 as recommended by the Kothari Commission. This programme would be taken up by NIEPA in cooperation with SCERTs. By 2000 the unserved areas will be fully served. The funds required for this purpose which cannot be established now will be fully met by the State Governments only. For the products of non-formal education at elementary stage many of whom will continue to find it difficult to attend full time school and for the working people who have missed the secondary school and others of this type, a flexible, non-formal arrangement is needed at secondary and higher secondary level.

This requirement is proposed to be met by open schools. Open schools would be established in a phased manner by 1990 with a resource centre in
each district. These resources centres should be located in or linked to the selected secondary teacher training institutions or the district institutes of education.

It is known that the secondary and higher secondary schools area under-provided particularly in the rural areas in terms of buildings, teachers and school facilities but the extent of these shortages have not been surveyed in all aspects. The programme of consolidation envisaged in the policy will have the following components of which the cost cannot be precisely estimated:

(a) Adequate playground facilities where needed will have to be provided by making available nearby vacant land and in other places by arranging for sharing of such facility with neighbouring school as a priority programme during the Plans.

(b) A programme for construction of additional classrooms and laboratory facilities in schools to the extent they are deficient will be taken up.

School education is mainly looked after by the State Governments and local bodies. If possible the Central Government may consider supplementation of resources.

(c) Every school must have laboratories and other facilities as specified in the terms of recognition of the Board of Secondary/Higher secondary education to which it is affiliated. These norms have been developed by the NCERT and KVS also. Taking into consideration the past experience that the equipment once given is not replaced and even
maintained, it is suggested that community participation by way of student contribution at the rate of Rs. 10 to 15 per month should be levied, except from girls and others exempt from payment of tuition fee. This collection should remain in the schools for replacement and maintenance purposes.

(d) The teacher competencies would be improved by attracting better qualified people to the profession as envisaged in the policy and by improving the pre-service and in-service training programmes through strengthened secondary teacher training institutions. The process will being straightaway and will be continued for consistently upgrading teacher’s competencies.

(e) An envisaged in the Policy the core curriculum will play an important role in education consolidation. This will be followed by overall improvement in curriculum, the textual material, teaching practices and examination/evaluation methods.

(f) The Kothari Commission suggested that the ratio of higher secondary and secondary schools should be 1:3. This should be ensured. A large number of higher secondary schools have only one or two streams out of humanities, science and commerce and most do not have vocational stream. As an important programme in the process of consolidation, schools should be helped to have all the three streams and a vocational stream in selected schools. This will be the responsibility of the State
Government concerned. Vocational stream would be set up with the assistance of the Government of India as may be determined.

The programme for bright children has two parts- one is for potentially high achievers particularly in the areas that are substantially left uncovered by the present system and the other is the programme for the gifted students who can be expected to make original contribution in their subject areas if properly nurtured.

Under the scheme of Navodaya Vidyalayas for catering to the category of high achievers one such Vidyalayas was set up in each district during the Seventh Five Year Plan Period. These schools ensured good quality education irrespective of the parents’ capacity to pay and their socio-economic background. In these schools there was 75 percent reservation for children from rural areas. There also was reservation for SC and ST as per their actual population in the district subject to a minimum of nationally prescribed figure of 15 and 7½ for SC and ST respectively. An effort will be made to cover girls to the extent of 1:3 in a school. Education will be free including boarding.

The gifted students frequently have pronounced competence in a limited subject area accompanied by indifference in certain other areas. Therefore, arrangements for such students cannot be fitted into regular courses of study. Special arrangements for such students will have to provide teaching/learning on modular basis for every small group of students in the small number of subjects of interest to them. Such arrangements will be characterized by large facilities, higher teacher-student ratio and regular
participation by professionals in teaching programmes. A detailed project for this purpose should be worked out by a specially constituted group within one year. Arrangements will be designed for implementation within the present system for such students.

In 1976, the National Council of Education Research and Training (NCERT) document “Higher Secondary Education and its Vocationalisation” was presented to the country setting out a model conceptual framework for implementation. The programme for vocationalisation of higher secondary education was initiated in 1976. Since then it has been implemented in 10 States and five Union Territories. A number of other States also would have introduced vocationalisation in the academic year 1986-87. The current intake in the vocational stream is of order of 72,000. Only about 2.5 per cent of student population entering higher secondary stage is covered by vocationalisation so far.

Being aware of the importance and need for diversification of secondary education –its vocationalisation –the Ministry of Human Resource Development, Government of India and NCERT have initiated many actions and made many proposals. Evaluation studies of vocational programmes in most of the States were conducted to provide the findings to the States for improving implementation.

In spite of all these efforts, the scheme of vocationalisation of education has not yet picked up. There have been many uncoordinated management systems, unemployability of vocational pass-outs, mismatch between demand
and supply, absence of proper provisions for professional growth and career advancement for the vocational pass-outs, etc. Renewed efforts are being made in many States to accelerate progress. Urgent steps to strengthen the vocational education system are therefore imperative.

**Management of Vocational Education:**

While the factors contributing to the rather unsatisfactory progress on the vocationalisation front may be many, the single most important aspect is the inadequate organizational structure and its consequent inability to implement the accepted policies.

At present the management system for various sectors of vocational education work in isolation and with hardly any coordination either at the national, regional or state level.

At the national level, the post-secondary vocational education (vocationalisation) and vocational education for the out-of-school population are being looked after by many organizations under different ministers (like Agriculture, Health, Rural Development, Human Resource Development, etc.) without having proper coordination and linkages. Vocational programmes cover a wide range of disciplines. These include agriculture, business and commerce, engineering and technology, health and paramedical services, home science, humanities and others.

At the state level, the system is still fragmented and inadequate. A few stages have a full time Directorate; the others have a middle level official looking after the vocationalisation programme in addition to his other
responsibilities. No mechanism is available to coordinate the vocational programme at district levels and to undertake activities like, surveys for identification of manpower requirements, for developing need-based vocational courses, etc. In addition, provision made for activities like curriculum design, resource material preparation, training of vocational teachers, etc., are inadequate considering the massive nature of the task.

Keeping in view the variety of functions to be performed in planning and implementing programmes of vocational education and the scale of operations commensurate with the desired changes at post-primary, post-secondary and post-higher secondary stages, it is necessary to organize an effective management system.

**Vocational Education Programmes:**

**Work Experience in General Education:**

At the primary stage of education from Classes I to V Socially Useful Productive Work (SUPW) Work Experience (WE) forms an integral part of the curriculum in many states. In spite of its good intensions of developing proper attitudes, the actual implementation both in coverage and quality leaves much to be desired.

At the middle school stage SUPW/WE programmes aim at developing confidence and sufficient psychomotor skills to students to enter the world of work directly or through certain occupational training courses.
Secondary Stage (Classes IX, X):

The SUPW/WE programmes for the secondary stage are viewed as a linear extension of that for the middle stage. These activities at secondary stage are also expected to enable students to opt for vocational programmes at the +2 level with better appreciation and undertaking. It may also be mentioned that a significant number of students drop out after this stage. Hence, the programmes of SUPW/WE are expected to ensure to modest preparation for students before they leave the school, to enable them to choose an occupation. Such pre-vocational courses are to be handled by teachers with specific skills and competence. These programmes also need proper resources within the school.

Higher Secondary Stage:

The vocational courses at higher secondary stage are to be regarded not as a preparation for the college, but as a period for preparing an increasingly large number of school-leavers for different secondary education has been conceded by all, but the problems in its implementation may be appreciated by the fact that only a small percentage of the student population has been covered by vocationalisation in the past nine years (1976-85). The estimated number of students seeking admission to +2 in 1985 is of the order of 25 lakhs. Even if 10 percent of this population was to be diverted for vocational courses, the number should have been over 2.50 lakhs, against the present intake of 0.73 lakhs. The problem can be further appreciated, if this data is
seen against the Kothari Commission’s recommendation, expecting a diversion of 50 per cent of the 10+ students for vocational education.

**Vocational Education: Other Formal Programmes:**

The country has developed over the years, a network of vocational schools, vocational institutes and polytechnics. Nearly 2 per cent to 3 per cent of the school-going children enter such institutes – like Industrial Training Institute (It is), Junior Technical Schools, etc. These institutions handle essentially full time students who meet the need of organized sector. The annual intake is of the order of five lakhs.

The Kothari Commission has visualized that at 8+ about 20 percent of the students will step off the general stream and enter schools of vocational education. Similarly, a large percentage of 10+ students are to be diverted to such vocational institutions. However, the present vocational institutions are not able to cater to this large number of students after 8+ and 10+ stage. There is, therefore, a need for expansion of the regular vocational education programmes, in terms of opening more institutions and introduction of new vocational areas.

**Vocational Education at Tertiary Level:**

One of the factors responsible for the slow progress of vocationalisation of secondary education is lack of opportunities for the vocational pass-outs for their professional growth and career advancement.

The current prejudice against vocational education will not disappear unless a reasonable chance of worthwhile employment or an advantage in
moving upwards into a professional or general programme of education is provided to the students of vocational courses at the secondary level.

Such programmes could include Diploma, special degree courses, general degree courses, professional degree courses. At present opportunities for further education for students of vocational stream in +2 are almost non-existent. Hence, suitable strategies are to be evolved for providing opportunities for the vocational products to enter appropriate ‘Tertiary level’ programmes.

Higher Education

We have a large system of higher education. But the developments in this field have been extremely uneven. The facilities provided in universities and colleges vary widely. Research in the universities are cost effective, but large inputs have to go to laboratories outside the universities. The courses offered by the universities have not been reorganized to meet the demands of the times. Their relevance and utility are constantly questioned. The credibility of the evaluation system is being eroded.

The university system should be enabled to move centre-stage. It should have the freedom and responsibility to innovate in teaching and research. The emphasis on autonomy of colleges and departments, provision of means to interact across boundaries of institutions and funding agencies, better infrastructure, more rationalized funding for research, integration of teaching, search and evaluation, all these reflect this major concern.
Policy, Programmes and Strategies for Implementation:

The National Policy on Education (NPE) visualizes that higher education should become dynamic as never before. The main features of the programmes and strategies to impart the necessary dynamism to the higher education system will consist of the following:

(i) Consolidation and Expansion of Institutions,
(ii) Development of Autonomous Colleges and Departments,
(iii) Redesigning Courses,
(iv) Training of Teachers,
(v) Strengthening Research
(vi) Improvements in Efficiency,
(vii) Creation of structures for coordination at the State and National levels, and
(viii) Mobility.

Consolidation and Expansion:

Many of the 150 universities and 5,000 colleges have not been provided with a minimum level of infrastructure for the maintenance of quality and standards. Provision of these facilities is essential to protect the system from deterioration.

It will not be possible to eliminate all the accumulated deficiencies immediately. A beginning was made to improve the facilities in these institutions in the Seventh Plan which will continue in the Eighth and subsequent Plans. To achieve these objectives, it is proposed:
(a) to provide appropriate funding to universities and colleges according to the norms to be evolved by the University Grant Commission for each specified course and intake;

(b) to prepare a plan to equip the existing institutions in phased manner on the basis of the norms prescribed,

(c) to establish institutions within the university system which will have close ties with National Laboratories and other agencies; a Task Force will be appointed by the UGC to evolve guidelines for setting up such institutions and their management structure.

(d) to formulate a scheme by the UGC to provide financial assistance and other incentives, including model statures for promotion and development of autonomous departments within the universities;

(e) to review the management patterns including the structure, roles and responsibilities of various universities/bodies in the light of the new demands on the university system. The UGC will take steps to promote the evolution of new, efficient and more effective management systems and organize wide discussions on them so that they may become the basis of new legislations.

(f) to take effective steps to ensure that no new institutions are established without careful planning and the provision of the necessary physical facilities;

(g) to formulate guidelines for granting affiliation to new colleges which should provide, among others, the minimum facilities required in each
institution including new teaching aids such as audio-visual systems, VCRs, computers, etc., and

(h) to regulate admission on the basis of physical facilities and to develop entrance examinations for admission to institutions of higher education.

The State Council of Higher Education will prepare coordinated programmes of development of higher education in each State for consolidation of the existing institutions and their infrastructure, programme of strengthening non-viable colleges including alternate forms of their utilization (vocationalisation and diversification of courses), special programmes for strengthening colleges located in rural areas, etc. Such State level plans will be considered by the UGC and progress of their implementation monitored by it.

**Development of Autonomous Colleges:**

The system of affiliated colleges does not provide autonomy to deserving colleges to frame curricula, courses of studies, or their own system of evaluation. Although the UGC has been supporting this programme, only 21 colleges have been conferred autonomous status so far.

It was envisaged that about 500 colleges should be developed as autonomous colleges in the Seventh Plan, and the existing affiliating system might be replaced in the long run. Due care will be taken to evolve a suitable framework for autonomous colleges. In order to achieve this objective, it is proposed;
(a) to make provision in the University Acts where necessary, to enable colleges to become autonomous;

(b) to frame guidelines and patterns of assistance including the extent of academic, administrative and financial freedom and the corresponding responsibilities developing on the autonomous colleges, their management structures, including provisions for safeguarding the interests of teachers, etc.;

(c) to formulate a scheme of incentives such as special assistance to selected colleges, creation of posts of Readers and Professors, provision of a higher level of grant for development, etc., to colleges which become autonomous;

(d) to provide special assistance to colleges in tribal/backward areas to enable them to develop into autonomous colleges;

(e) to make statutory provision, if necessary, to enable autonomous colleges to award their own degrees or to confer deemed university status on them to develop other appropriate mechanisms to accelerate the process of curricular reforms, design of courses, reforms in teaching and evaluation procedures, etc.

(f) to develop appropriate instruments for review/appraisal of the scheme of autonomous colleges at regular intervals, and to develop interaction among colleges to promote the scheme of autonomous colleges; and
(g) to initiate detailed studies to develop alternate methods of university college relationships that could replace the existing affiliating system in the long run.

The programme of autonomous colleges will be fully funded by the Central Government for a period of five years. Funds for this purpose will be made available to the UGC. However, the maintenance expenditure of these colleges will be continue to be met by the resources which provide such expenditure, at present.

Design of Courses:

Higher Education Programmes have to be redesigned to meet the growing demands of specialization, to provide flexibility in the combination of courses, to facilitate mobility among courses programmes and institutions, to update and modernize curricula, to integrate work/practical experience and participation in creative activities with the learning processes, and to facilitate reforms in the evaluation procedure. The present rigid structures do not permit these reforms.

In order to achieve this objectives, it is proposed;

a) to secure full involvement of the universities and faculties in redesigning and reorienting the courses in higher education

(b) to review comprehensively the existing guidelines on restructuring courses framed by the UGC to incorporate the new concepts in the design, content and structure envisaged in the policy.
(c) The foundation course proposed in the UGC scheme of restructure courses will be an important element of the general undergraduate programmes. A special emphasis should be laid on the study of India’s Composite Culture so as to foster unity and integrity of the country among students. Women’s studies will be one of the components of the Foundation Course. The curricula of different disciplines will also reflect issues concerning Women’s status and development;

(d) to reorganize the Boards of Studies in the universities to facilitate redesigning of courses and to promote interdisciplinary programmes and interfaces with employment;

(e) to make provision for academic recognition/credit for participation in creative activities like NSS, NCC, sports, games, etc.;

(f) to organize regional/national seminars to generate enthusiasm in and commitment to the new design of courses, flexibility in the combinations, modular structure, accumulation of credits, etc; and

(g) to link development grants to universities with the willingness and interest in reorganization of courses and commitment to innovation as a continuing effort.

During the Seventh Plan, the UGC had set up 24 Curriculum Development Centres. This number will be increased and their work will be oriented to the design visualized in the Policy. The International Centre of Science and Technology Education may be utilized to coordinate and develop curricula in the field of Science and Technology. To begin with, in the next
three years, model course material in 15 subjects will be developed in the form of audio/video cassettes with the help of best available teachers. The material could also be used for self-instruction and put out as radio/TV broadcasts. Eventually, such material is proposed to be made available as multimedia packages.

Autonomous colleges and autonomous departments will be major instruments in promoting the redesign of courses. The College Development Councils to be set up will encourage local initiative in the design of courses specially the application-oriented component and strengthening of linkages. The State Councils of Higher Education will ensure the implementation of these programmes and monitor the progress of their implementation.

Teachers’ Training:

The present system does not accord teachers a proper economic and social status, opportunities for professional and career development, initiative for innovation and creative work, proper orientation in concept, techniques and value system to fulfill their role and responsibilities. Motivation of teachers is important for implementation of the policy.

In order to achieve this, it is proposed;

(a) to organize specially designed orientation programmes in teaching methodologies, pedagogy, educational psychology, etc., for all new entrants at the level of lecturers;

(b) to organize refresher courses for serving teachers to cover every teacher at least once in five years;
(c) to organize orientation programmes by using the internal resources of universities and by bringing a number of colleges together; and

(d) to encourage teachers to participate in seminars, symposia, etc.

The Indira Gandhi National Open University (IGNOU) will run special programmes to promote self-learning among teachers. The recommendations of the Committee on revision of pay scales of teachers in universities and colleges will be examined for implementation; Teachers will be recruited on the basis of a common qualifying test the details of which will be formulated by the UGC. Methodologies will be developed for evaluation of teacher performance through self-appraisal, through peer groups, and also by students, Career advancement of teachers will be linked with professional development and performance appraisal. The management structures of universities will be remodeled to provide opportunities for greater participation of teachers at all levels in academic administration.

**Research in Universities:**

A large number of research institutions have been set up outside the university system. The process of higher education has to develop in close contact with first class research in frontier areas of science, technology, humanities and social sciences. If higher education has to become relevant and solve the most difficult problems, universities must come centre-stage. They should grapple with significant scientific problems of industry and national agencies.
In order to achieve these objectives, it is proposed;

(a) to strengthen the infrastructure and enhance the funding of research in universities;

(b) to set up cooperative research facilities in the university sector;

(c) to locate most of the research institutes to be set up in the future in the universities with appropriate autonomous management structure;

(d) to encourage industries to set up most of their research activities in the university sector;

(e) to foster formal links with various research agencies to link education with research and to identify tasks that could be undertaken within the university system;

(f) to modify curricula and methodologies of learning through appropriate research and development to incorporation elements of problem-solving, creativity and relevance; and

(g) to institute talent search examinations and scholarship schemes at undergraduate and postgraduate levels; to conduct all-India tests for admission to research programmes and to introduce periodic review of fellowships.

Several agencies are funding research projects at present. While the multiplicity of funding may continue for sponsored research or goal-oriented projects, a National Foundation is proposed to be set up to bring about better coordination, overview and quality control. This Foundation will fund all research programmes presently supported by Central Government except
those directly related to the missions of the existing agencies. The National Research Foundation will be an independent body set up by pooling together, and subsequently augmenting, the resources now being utilized by various agencies. A Working Group will be set up to formulate details of its structure and functioning.

**Improving in Efficiency:**

In order to improve the overall efficiency in the functioning of the universities it is proposed:

(a) to equip every university with computers for maintenance of students records, accounts and other data required for administration and management;

(b) to establish networking arrangements of selected institutions from all parts of the country by linking them together through a computer data network with terminals for each to enable sharing of information, data banks, library and computation resources, consultancy and consultation and generally promotion of interaction between researchers and academics; and

(c) to ensure access to information and source material essential for research, a network of regional libraries as a common servicing facility will be established. These libraries will be equipped with modern facilities for information storage, retrieval reprography, etc.,
Creation of Machineries for Coordinated Development:

State Councils of Higher Education:

There is at present no effective machinery for planning and coordination of Higher Education at the State level and coordination of State level programmes with those of the UGC, In order to fill this gap, it is proposed:

(a) to set up State Councils of Higher Education as Statutory Bodies; and

(b) to have for the guidance of State Governments, model provisions framed by the UGC setting out the composition and powers of the State Councils.

The major functions of the Council will include:

(i) preparation of consolidated programmes of higher education in each State;

(ii) initial scrutiny of the development programmes of universities and colleges;

(iii) assistance and advice to UGC in respect of maintenance of standards;

(iv) assistance to State Governments in determining the block maintenance grants;

(v) encouragement of the programmes of autonomous colleges;

(vi) monitoring the progress of implementation of programmes and assessment of performance of institutions; and

(vii) advising the State Governments in setting up new institutions.
National Apex Body:

The Policy envisages the establishment of a national body covering higher education in general, agriculture, medical, technical, legal and other professional fields for greater coordination and consistency of policy, sharing of facilities and developing inter-disciplinary research.

Presently, the responsibility for development of higher education is shared by a number of agencies. There are separate structures for higher education in agriculture, engineering and medicine. This separation in the decision-making and funding mechanisms has become more of a problem because various disciplines are emerging and the courses of study have to be developed keeping in view the need for developing compatible interfaces with other related disciplines.

In order to remedy this problem it is proposed to establish an apex body at the national level for higher education to deal with policy aspects of higher education and to undertake integrated planning and to reinforce programmes of postgraduate education and inter-disciplinary research.

For areas such as agriculture, medicine, engineering, distance learning, etc., separate bodies will be set up. These bodies structured on the lines of the University Grants Commission, along with UGC itself, will oversee all operational aspects of higher education. The details of the legislation and/or other means for the establishment of these bodies will be worked out. The major functions to be performed by the apex body would be:
(a) to advise Government on Policy;
(b) to coordinate activities of the other bodies in different fields;
(c) to encourage inter-disciplinarily and promotion of inter-faces among different areas;
(d) to allocate resources;
(e) establishment and management of common infrastructures and institutions; and
(f) coordination of policy concerning external academic relations.

**Accreditation and Assessment Machinery:**

Excellence of institutions of higher education is a function of many aspects; self-evaluation and self-improvement are important among them. If a mechanism is set up which will encourage self-assessment in institutions and also assessment and accreditation by a Council of which these institutions are corporate members, the quality of process, participation, achievements, etc., will be constantly monitored and improved.

It is proposed to develop a mechanism for accreditation and assessment for maintaining and raising the quality of institutions of higher education. As a part of its responsibility for the maintenance and promotion of standards of education, the UGC will, be begin with, take the initiative to establish Accreditation and Assessment Council as autonomous body. It will evolve its own criteria and methodology for accreditation and assessment. Its main functions will be catalytic; it will not be enforcing any given norms and standards. It will analyze and evaluate institutions and their performance
to facilities self-improvement. This council will be supported by a professional secretariat in the performance of its functions.

**Mobility:**

The Policy visualizes measures to facilities inter-regional mobility by providing equal access to every Indian of requisite merit regardless of his origin emphasizes the universal character of a university. To achieve this objective, the State Governments and Universities will be encouraged to admit students based on merit without any regard to domicile or nativity. Schemes to provide necessary support and guidance to institutions to admit students from other States will be evolved. In order that the all-India character in the composition of the student enrolment and faculty strength is ensured, priority will be given to schemes for construction student enrolment and faculty strength is ensured, priority will be given to schemes for construction of student hostel, staff quarters, provision of scholarships, etc. Efforts will be made to move towards the objective of making recruitment of teachers on all-India basis in consultation with the State Governments.

Extension service and continuing education programmes will be an essential component of programmes and activities of all the universities. Provision will be made to secure greater involvement of teachers and students in the universities in extension services which will be as important a function of the universities as teaching and research. To promote and strengthen this function provision for academic recognition/credit will be considered in the course requirements.
Open University and Distance Education:

The Open University System augments opportunities for higher education, ensures access, is cost-effective and promotes a flexible and innovative system of education.

The Indira Gandhi National Open University has been established with these objectives and came into existence in September 1985. The university has been assigned the responsibility to coordinate the distance learning system in the country and determining its standards. In order to develop and strengthen the Open University System:

(1) The Indira Gandhi National Open University has initiated action for its academic programmes. In the first instance, the programmes will consist of undergraduate degree and diploma programmes. The university will offer the diploma level courses in distance education and management from early 1987. These programmes will be followed by diplomas in rural development and in computer science which will be offered in the latter part of 1987. A diploma in creative writing is also envisaged. Preparations for the undergraduate programmes are in progress and the courses will be offered from early 1988. The University will also design courses specially in the area of relevance to the needs of women and for teacher orientation.

(2) The courses will be structured on a modular pattern with the facility for accumulation of credits. Provision will be made for transfer of credits from the formal to the non-formal system, and vice-versa. The
UGC and the Open University will frame detailed guidelines in this respect.

(3) Standards will be prescribed to determine the minimum level of learning at every stage of education and criteria will be evolved to objectively assess this level of attainment so that opportunities can be provided to all including housewives, agricultural and industrial workers and professionals to continue their education.

(4) To strengthen the delivery system of the Open University and the media support to its programmes, discussions will be held with the Ministry of Information and Broadcasting for provision of separate Radio and TV channels.

(5) In the discharge of its responsibility to coordinate the distance learning system and determine its standards. The National Open University will frame necessary statutes for the guidance/compliance of the State Governments who either wish to establish their own open universities or want to take advantage of the facilities offered by the National Open University.

(6) Arrangements will be made to develop a network of courses in the Open University system. This would mean that a student joining one open university can take courses from another open university. The system will, therefore, offer a wide variety of academic programmes.

(7) It is essential that the quality of the Open University programmes and the efficiency of the delivery system are ensured. Since adequate
expertise and trained manpower in this area are limited, it will be necessary that the open universities to be established develop their programmes in close collaboration with the Indira Gandhi National Open University.

(8) State Governments will ensure that open universities are established after very careful planning and that the required resources and facilities are available to them. The National Open University will also give financial assistance to the State Open Universities and departments of correspondence courses for development purposes.
References:


3. Aparna Basil, Higher education in Colonial India in Moonis Raza ed., Higher Education in Indian Restrospect and Prospect (ed)


15. Ibid., pp. 24-25.

16. Ibid., pp.3-10.


24. Nalanda Monastery enjoyed the revenue of 200 villages. Vallabi probably had more or less an equal number of villages attached to it.

See R.S. Sharma Indian Feudalism (300 AD to 1200 AD)


26. Planning Department, Annual Financial Statement, Govt. of Karnataka, Bangalore for the year 1974-75.

27. Planning Department, First Five Year Plan of Mysore (1951-56), Government of Mysore, Bangalore.

28. Planning Department, Mysore State Draft Fifth Five Year Plan (1974-79), Government of Karnataka, Bangalore.

29. Planning Department, Second Five Year Plan of Mysore (1956-61), Government of Mysore, Bangalore.


