

**ESTIMATES COMMITTEE
(1974-75)**

(FIFTH LOK SABHA)

SEVENTY-NINTH REPORT

**MINISTRY OF EDUCATION AND SOCIAL WELFARE
(Department of Education)**

**YOUTH WELFARE, YOUTH EDUCATION,
NATIONAL INTEGRATION, ETC.**



**LOK SABHA SECRETARIAT
NEW DELHI**

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TO

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THE MINISTRY OF EDUCATION AND SOCIAL
WELFARE (DEPARTMENT OF EDUCATION) - YOUTH
WELFARE, YOUTH EDUCATION, NATIONAL
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(1974-75)**

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INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Seventy-Ninth Report on the Ministry of Education and Social Welfare (Department of Education)—Youth Welfare, Youth Education, National Integration etc.

2. The Committee took evidence of the representatives of the Ministries of Education and Social Welfare (Department of Education), Home Affairs, Finance (Department of Expenditure), Planning Commission, University Grants Commission, Department of Rural Development, National Council of Education, Research and Training and Department of Personnel on the 27th to 30th January, 1975. The Committee wish to express their thanks to the officers of these Ministries for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri Satpal Kapoor, M.P., Dr. G. Rangaswami, Vice-Chancellor, Tamil Nadu Agricultural University, Coimbatore and Professor Mohammad Hassan, Head of Urdu Department, Jammu & Kashmir University, Srinagar (Kashmir), for furnishing memoranda to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the Associations, Bodies and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 25th April, 1975.

6. A summary of recommendations/observations contained in the Report is appended to the Report (Appendix VI).

7. A Statement showing analysis of recommendations/observations contained in the Report is also appended to the Report (Appendix VII).

NEW DELHI;
April 29, 1975.

Vaisakha 9, 1897 (S).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

A. Youth and its importance

1.1. In recent years, for a variety of reasons, attention both at national and international levels has increasingly been focussed on the youth of the world. Youth has a significant role to play in imparting vitality and momentum to the life of a community. It will apply as much to a small village as it will to the wider community—the nation.

1.2. In a report of the United Nations the term “youth” has been used to indicate young people between the age of twelve and twenty-five years of age. But more commonly the term ‘youth’ is identified with the age group of 15-25 years. This period spans late childhood, adolescence and young adulthood and will include young people who are still at school as well as those who are married and have children. The concept of youth is interpreted from a cultural point of view and varies throughout the world.

1.3. The total population of youth in India in the age group of 15-25 years is approximately 90 millions according to the 1971 census, out of which 52 millions are illiterate.

1.4. The young people in India are striving for greater economic opportunity and a fulfilment in terms of education, wealth, influence and achievement. The problem before the country is a composite of inadequate investment, of the expansion of educational output faster than the job-producing capacity of the economy, and of the rates of population growth which largely nullify productivity increases.

1.5. Development problems are aggravated by the need to feed, educate and train the growing multitude of youth and to raise family incomes to maintain them during their early years. The opportunities for youth are not less impressive. A great many young people are open to new ideas and prepared to make sacrifices and take risks. The growing youth population which sometimes appears as a problem actually represents development potential.

B. The responsibility and role of youth in national development

1.6. Youth has a vital role to play in national development. The youth population is not only more numerous, it is more vigorous

and active, more open and responsive to new ideas and to change, and has a much longer time span to live than the adult population. Not only has youth an important contribution to make to national development but youth, also, has a need to be intimately involved in community problems and community projects because of the stimulation this provides for personal growth and satisfaction, and the development of social responsibility.

1.7. Explaining the importance of participation of youth in the development of country, the United Nations Report "Long-Term Policies and Programmes for Youth in National Development (1971)" has stated as follows:

"The development objectives of most developing countries are better living conditions for a population mainly youthful so that the linking of youth to development is inevitable. No development can take place if the young people in the population are not involved. No development plans can be implemented without large number of young people working for them. No major benefits can accrue to the population at large without accruing mainly to the young. This is not always sufficiently appreciated and there is still in some areas a tendency to treat youth as a minority group. It may not be possible to increase resources, but a dynamic element is introduced when the development issue is presented as a great struggle by youth for youth."

This significantly applies to Indian conditions. Today an overwhelming majority of the Indian people are in the category of youth. It is assessed that 66 per cent of the population is below the age of 30 and 59 per cent below 25. Therefore a progressive society which alienates its youth and does not involve it in the decision making processes, would be doing so at its own risk.

1.8. It is, therefore, clear that young people are to be the focus and mainstay of development. The demographic shifts, the increased education of the young and the need for more effective involvement of those who can more readily meet the demand for rapidly changing conditions, as well as the public urging of young people themselves, will all serve to emphasize the growing importance of youth in the development process. The health, education, training and general preparation of the youth of a nation is the investment necessary to ensure a country's flow of human resources in order

to build up both production and the benefits of production now and in future decades. The Secretary-General of the United Nations has stated in a recent report:

“The quality and scope of development hinge on the capacity of a society to produce a sufficient number of educated and trained citizens to achieve the social and economic objectives and targets of the development process.”

Youth Organisations

1.9. During the last century youth organisations have become a growing world force achieving the social, cultural and economic adjustments required by a rapidly changing society. World wide, their functioning has proved dynamic and constructive. The organisation of rural youth in particular had begun on a large scale in many countries—a considerable step forward in the history of world agriculture.

1.10. The youth organisations are intended to be run by youth with the help and collaboration of adult advisers. The main objectives include:

- (a) providing creative educational experience for young people (together with the experience provided by other institutions and movements) which will help youth become responsible, self reliant members of society.
- (b) encouraging and providing opportunity for young people to take responsibility for their own organisation's affairs.
- (c) awakening in young people a sense of their own potentialities and to give them a sense of solidarity with the whole community, both local and national.
- (d) developing youth leadership.
- (e) development of recreational activities.
- (f) training of every future farmer through basic education and vocational training in agriculture.
- (g) Giving guidance in adjusting attitudes according to social changes.

1.11. The youth clubs are organised round the “grass root” needs of the community. Some of them concentrate on particular subjects

such as improvement of agricultural production methods. Separate projects may be taken up by the individual members and joint projects may be undertaken by the whole club. The important thing is that each member should have some projects of work to perform.

1.12. The Membership is voluntary and club members do not participate in political activities though they may be encouraged to study politics.

1.13. Some of the important examples of youth organisations, which are illustrative but not exhaustive are given below:—

(i) *Yugoslavia*

The youth have done excellent work in uniting and mobilising for dynamic programmes of national reconstruction. Specific and often gigantic projects of construction like the laying of hundreds of miles of rail and road etc. were chosen. Work drives were not only battle-fields against nature but also places where new men were being built. Intensive educational work was also organised at work projects. Many young builders finished different technical courses organised during the construction work.

(ii) *West Germany*

Large groups of young people have made notable contributions to Germany's post war recovery. In addition, many young people are associated together in social clubs, hobby groups, photographic circle, film clubs, literature groups, music clubs and the like.

The leading youth organisation is the General Federal Youth Ring which includes a large number of youth associations. The Ring has about six million members in voluntary co-operative groups. Its purpose is to make the life of young people healthy in social, moral and cultural respects, to strengthen democracy and to further international understanding.

There is a Federal Youth Plan to provide continuous incentives for constructive youth activity. There is also a Rural Youth Plan to give vocational aid to Rural Youth.

There is a Union of German Rural Youth consisting of 14 regional associations and comprising both boys and girls between 15 and 28 years of age. Rural youths are organised in groups which are jointed into District Associations at the district level and Regional Associations in the separate States.

(iii) *U.S.A.*

4—club work is a specialised educational enterprise for rural youth. Its objectives are to help rural boys and girls to develop desirable ideas and standards for farming, home making, community life, citizenship and a sense of responsibility for their attainment.

The second largest Rural Youth Organisation in U.S.A. is the Future Farmers of America. It is made up of high school students enrolled in the vocational agricultural classes of rural high schools.

C. Formulation of National Youth Policy

1.14. The keynotes of any modern youth policy should be "participation" and "greater responsibility". These two concepts are merged to some extent in that there can be no responsibilities without participation and participation implies an assumption of duties as well as an assertion of rights. They both flow on the one hand from the vigorous determination of young people to govern their own affairs and on the other from society's increasing readiness to involve youth in public life.

1.15. The "Regional Seminar on the Role of Youth in National Development" organised by the United Nations ECAFE, held in 1970, reviewed the youth situation in member countries of the ECAFE region and agreed that the need for a national youth policy was imperative and that it should be formulated at the highest political/governmental level to meet the aspirations of youth. Only thus could governments channel the potentialities of youth towards national development. The need for such national youth policy is evident from the following reasons:

- (i) In all countries in the region, excepting Australia, Japan and New Zealand, 55 to 65 per cent of the total population is below 25 years of age.
- (ii) Youth is more amenable to change and furthermore, is an important agent for social change. Since youth constitutes a vital human resource, youth policies, if well construed, planned and implemented, would contribute towards a better society.
- (iii) The period of dependency of an individual has been prolonged consequent upon the requirement of longer period of formal education and of the need for adequately training youth in preparation of adult life. This has been necessitated by rapid technological changes in the

industrial, commercial, social, economic and political fields.

- (iv) Current governmental approach or policies are based on the past experience of society and have become static; changes have since taken place so rapidly that dynamic and forward looking national youth policies have become imperative.
- (v) Since the participation of youth is so essential in the UN Second Development Decade, governments must take an active interest in youth and national youth policies should form an integral part of national development plans.

1.16. The Seminar suggested to member governments, the following guiding principles and objectives in the formulation of a youth policy;

- (a) It should emphasize social justice and equity and encourage the cultivation of new values and ideas conducive to the development of a modern and progressive society without undue disruption to the existing socio-economic structure.
- (b) It should aim at the overall development of youth and train and prepare it to play a constructive role in society. The corner-stone of such policies should be self-help and co-operation, and development of personality and civic responsibility.
- (c) It should be comprehensive and should meet the needs of all categories of youth and not just the privileged groups.
- (d) It should be preventive, promotional or developmental rather than merely remedial and implemented within the framework of overall national priorities.
- (e) It should enable national planners to determine priorities relating to the needs and problems of youth within the context of the socio-economic situation of the country and should be formulated in full consultation with youth and implemented with and by youth.
- (f) It should be geared continuously to the changing needs of youth and should be periodically reviewed.
- (g) There should be suitable organizations and competent personnel to implement the policy.

- (h) Inter-governmental and international agencies may be consulted in framing the national policy on youth and necessary expertise may be sought.

1.17. The Task Force of the Planning Commission on Youth, Physical Education, Games and Sports has emphasised that while formulating plans for the next five years, an important consideration to be kept in view, would be the role of youth in the total national effort. According to the 1971 census, young people in the age group of 15—25 constituted about 20 per cent of the total population. Today, when the country was about to launch a massive programme of development, seeking a social and cultural transformation of immense magnitude it would be a mistake not to take into account the role which this large segment of the population could play in the task of nation building. It was, therefore, necessary to have comprehensive policy for youth. Such a policy could be envisaged as having the following dimensions:

- (1) Youth as a dominant factor for social changes;
- (2) Preparation of youth for living;
- (3) Contribution of youth to society and the sharing of social wealth; and
- (4) Participation of youth in decision-making.

1.18. A total policy for youth involves the development of services in health, education, welfare, training and employment for all youth and their active participation in national life. The Government with resources too limited to allow them to begin their work on a comprehensive scale, should have clearly before them both long-term and short-term objectives and priorities.

1.19. It is also necessary that the planners should have an explicit intention of implementing national youth policy both for short-term and long-term needs because experience in developing countries has shown that lofty social ideals and objectives in the preamble to a plan are prone to receive general public acknowledgement but are likely to be deferred indefinitely in favour of what economic planners regard as the more practical attainment of those economic objectives which are supposed to produce incomes of quicker returns on investments. But it should never be forgotten that rational development does not depend on economic factors alone and youth, which has a distinct potential for development, should not be used or regarded as purely an economic factor. Young people are a feature of the economy which is distinctly social but with a developmental significance for the economic sectors.

1.20. Similarly, it is essential that a youth policy should be comprehensive and not invoked by sudden crisis. It should be forward looking and not simply a device to obtain short-term improvements although it may include programmes to deal with emergencies.

1.21. In India, the measures regarding development of youth have mainly centred on providing education to the youth which by itself can play an important role in developing the material and human resources of country, if reconstructed in tune with the needs of a developing society. In 1968, a resolution embodying the National Policy on Education was adopted by Parliament to reconstruct the education in the country, on the broad lines recommended by the Education Commission (1964—66) with a view to achieve economic and cultural development of the country, national integration and realisation of the Ideal of a socialist pattern of society. The Resolution *inter alia* stressed the necessity to bring the school and community closer through suitable programmes of mutual service and support with emphasis on self-help, character formation and sense of social commitment.

A vast majority of youth in the country comprises non-student youth including 52 million illiterate youths. But the Government have not so far formulated any national youth policy nor brought before the Parliament any resolution embodying such a policy for channelising the potentialities of youth particularly the non-student youth towards national development. However, a national programme for non-student youth to be implemented by the State Governments and voluntary organisations had been formulated by the Government of India in June, 1970, which has been dealt with separately in this Chapter.

1.23. It is well known that the youth of a country have a significant role to play in imparting vitality and momentum to the life of the community. The future of the country depends on the quality and versatility of its youth in building a new society. Their idealism, energy, knowledge and willingness to make personal sacrifices are all essential ingredients for a better world. Youth form a significant proportion of the country's population. The Committee consider that this immense human resource, which the youth represent, should be harnessed to the utmost in the developmental efforts of the country.

1.24. The Committee note that education has so far been the main instrument for development of youth in the country. It is,

however, a matter of concern that whereas the Directive Principles of State Policy embodied in the Constitution aim, at securing to the people of India, the right to education and the right to an adequate means of livelihood, the benefits of education are yet to reach a large number of youths. Moreover, there is the problem of unemployment and under-employment of a large number of youths, both educated and uneducated. Further, there is a lively discussion throughout the world regarding the relevance of the existing learning processes to the needs of a rapidly changing society. The Committee have, in a subsequent Chapter, dealt with the new educational strategy evolved by the Government in this regard.

1.25. 66 per cent of the population of the country is below the age of 30 and 59 per cent below the age of 25 years. Thus, youths constitute a significant proportion of the population of the country. The Committee would, however, like to draw attention to the apparent lack of rapport between the society and the youth of the country and to the problem of increasing unrest among a large number of youths, particularly, the educated youth due to frustration etc., resulting sometime in violent eruptions. It is to be recognised that the present unrest among the youth is inherent in the fast growth of industrial economy the drift of young people from rural areas to the towns in search of jobs and the consequent congestion in the cities, leading to slums, insanitary conditions, social tensions, decline in moral and social values and generation gap etc. Moreover, when the youth who is generally fired with idealism and sense of purpose, sees social evils like blackmarketing, adulteration, corruption, etc., flourishing around him, he feels frustrated, losing faith in the sense of values of the older generation. A dichotomy has developed between the youth and the society.

1.26. The Committee consider that the activities of the youth of today which represent a ferment, are nothing new. These are in fact the manifestation of the same youthful idealism and protest which has been present in every generation. These protests are however much deeper and widespread due to spread of education, rapid technological advances in the industrial, commercial, social, economic and political field, the influence of mass media like radio and newspapers etc, as well as the great expectations aroused in the youth of the country after Independence. The Committee consider that there is an urgent need to win over the youth and harness their tremendous vitality and great potential for social good and espousing the basic human values, by proper understanding and positive response to their urges and beliefs. The nature of response to the social protests and grievances of the youth is of vital importance if they are to be dissuaded from unruly demonstrations

and violent acts and if their energies are to be channelised for constructive work. For this purpose, it is very necessary to open channels of communications with them. Ways and means should be found to trust the youth, to listen to them, to understand them and to make it known to them that we care deeply for them. Effective measures should be taken to resolve the problems and grievances which are agitating the youth of the country like unemployment, corruption, wide economic disparities, education reforms etc.

1.27. The Committee consider that after Independence the emphasis has been mostly on the economic development of the country and that no specific attention was paid to organise the youth and formulate programmes for their development and involvement in the nation building activities. The immense potential of the youth which has idealism, creativity and energy could not be channelised into constructive activities for lack of resources for which the help of Government and society was needed but was unfortunately not forthcoming.

1.28. The Committee stress that well directed and meaningful programmes should be initiated to tap this vital human resource by giving opportunities to youth for self-expression and advancement. The youth should be encouraged to involve themselves in constructive and nation building activities so that they are drawn into the main stream of national life. The importance of national heritage and value of national property should be inculcated in them. The Committee have no doubt that if the youth are properly motivated and approached, they can be usefully involved in the eradication of social evils like dowry, casteism, communalism, regionalism, etc.

1.29. The Committee understand that youth organisations/clubs in many countries have become a growing force for the achievement of social, cultural and economic adjustments, required by a rapidly changing society, and that their functioning has proved dynamic and constructive. Such organisations provide creative educational experience by helping the youth to be responsible, self reliant members of society. They encourage and provide opportunity for young people to take responsibility for their own organisation's affairs, and awaken in younger people a sense of their own potentialities and give them a sense of solidarity with the whole community, both local and national. Such organisations are built around the 'grass root' needs of the community and members are encouraged to concentrate on particular subjects such as improvement of agricultural production methods, improvement of sanita-

tion, building of roads, removal of illiteracy, fighting of social evils, dissemination of information regarding health and hygiene etc. They also help to provide a forum for motivating youth to acquire learning and skills, recreation programmes, leadership, the art of inculcating self-respect and mutual respect etc. The Committee consider that there is a great scope for promoting a powerful youth movement in India also, which would help the youth to enter into a socially more useful adult life and be integrated with society without any sense of alienation. The Committee have discussed this aspect in detail in the Chapter on Non-Student Youth.

1.30. The Committee would further like to invite attention to the Resolution on National Policy on Education which was adopted by Parliament in 1968 for a radical reconstruction of education for the economic and cultural development of the country for national integration and realisation of the ideal of a socialist pattern of society. The Resolution, inter alia has stressed the necessity for linking the school and community closer through suitable programme of mutual service and support with emphasis on self-help, character formation and sense of social commitment. The Committee note that vast majority of youth in the country are non-student youth and it is vitally important to activate the immense body of non-student youth in such a way as to give them identity, self-esteem and a stake in living productive lives. In this connection the Committee would like to refer to the recommendations made at the Regional Seminar on the Role of Youth in National Development, organised by the United Nations, (ECAFE) held in 1970 in which it was suggested to all Member Governments that a national youth policy should be formulated to meet the aspirations of the youth in the country. The Committee regret to note that a national youth policy has not so far been formulated by the Government. The Committee recommend that having regard to the crucial importance of the youth as a vital human resources for the development of the country, it is imperative that a national youth policy is formulated by Government at the earliest to channelise the potentialities of youth for national development and social change. The national youth policy should form an integrated part of national development plans as youth has a distinct potential not only for transformation of society but for overall economic development of the nation as a whole. The Committee would like that in the formulation of national youth policy, there should be full and active consultation with the representatives of youth in the country who should also be associated in implementing such policies as far as possible.

D. National Youth Board

(i) Organisation and functions

1.31. The Ministry of Education and Social Welfare (Department of Education) has stated that in the late sixties the Ministry of Education considered the fact that while a large amount of public funds was being spent on the education of a small fraction of the youth of India, no special and coordinated efforts were being made for the non-student youth of the country. Therefore, after consulting the State Governments and a large number of voluntary organisations working for and with youth, in a conference held in April, 1969, it was decided to formulate a *national programme for non-student youth*, to be implemented by the State Governments and voluntary organisations under the guidance and with financial assistance from the Centre. Accordingly such a programme was got approved in principle by the Union Cabinet in June, 1970 and the manner of its implementation was discussed by a National Youth Board constituted in July, 1970 on which were represented various Departments of the Government of India, the State Governments and national youth organisations/youth service agencies, voluntary organisations concerned with youth. A copy of the notification constituting the National Youth Board and a copy of the statement showing the major recommendations made by the Board at their meeting held in December, 1970 and action taken thereon are at Appendices I and II respectively.

1.32. The aim of the National Youth Board was to affect coordination between various agencies in promoting a national youth programme geared to the needs of economic growth and social development. As a result of the recommendations made in the first meeting of the Board held in December, 1970, the State Governments of Assam, Orissa, Gujarat, Kerala, Maharashtra, Karnataka and Punjab have set up State Advisory Boards on Youth to give a fill up to the youth programmes in their respective States.

Functions of the Board

1.33. The functions of the National Youth Board shall be:

- (a) Providing necessary coordination between the various Governmental and non-Governmental agencies engaged in the promotion of youth Welfare and Youth Service Programmes.
- (b) Accreditation of Organisations engaged in Youth Welfare/Youth Service Programmes.

- (c) Formulating and sponsoring Youth Programmes for implementation by the Central and State Governments as well as other Agencies/Organisations and rendering advice and technical assistance in the implementation of Youth programmes.
- (d) Recommending various Youth Programmes for financial assistance by the Government of India on terms and conditions as may be laid down by the Government of India from time to time.
- (e) Evaluating Youth Programmes and indicating, from time to time, areas and topics on which research in Youth Programmes should be undertaken.
- (f) Organising, through appropriate institutions, the training of youth leaders and other key personnel.
- (g) Assuming clearing house functions like preparation of reports, pamphlets, monographs, literature and youth activities, organising seminars, symposia, work-shops, etc. relating to Youth Programme; and
- (h) Undertaking any other activities relating to Youth Welfare/Youth Services upon request by the Government of India or other national and international organisations.

1.34. In regard to the functioning of the National Youth Board, a voluntary Youth Organisation has stated in a memorandum to the Committee:—

“The Board is not an effective machinery, it met only once and none of the functions envisaged were ever entrusted to it. Indeed, the Board was never consulted even on such a major youth service programme as the establishment of the Nehru Yuvak Kendras.

As the National Youth Board can very well be the coordinating machinery, steps must be taken to make them effective and useful.”

1.35. It is noticed that the major recommendations taken by the National Youth Board at its first meeting held in December, 1970, relate to appointment of State Advisory Youth Boards, District Youth Boards and Block Youth Boards, establishment of Youth Centres, Work Centres and Reception Centres, development of play-fields, promotion of youth Leadership Training Programmes and adventure facilities, provision of residential facilities in major cities, etc. These

schemes have been dealt with in detail in Chapters VIII and IX of this Report.

1.36. Asked what effective action was taken by the Board to implement its recommendations, the Department has stated as follows:—

“Some of the major recommendations, like setting up of the Youth Centres (Nehru Yuvak Kendras) and the training of youth leaders, have already been put into operation. Non-student Youth Programmes have been taken up in a phased manner according to the availability of resources.”

1.37. Although the Department was asked whether the Board took any follow-up action on its recommendations, no information in this regard has been furnished. It has however been stated that:—

“With the proposal to set up Nehru Yuvak Kendras in each District and integrating some of the other scheme with their activities, and since an all comprehensive programme for the non-student was formulated keeping in view the recommendations of the National Youth Board, the Nehru Yuvak Kendra Organisation has virtually, taken over the same coordination and follow-up functions.”

1.38. The Notification constituting the National Youth Board prescribes that the Board should meet as often as necessary but not less than once a year.

1.39. During evidence, when asked about the periodicity of meetings of the National Youth Board, the Committee was given to understand by the representative of the Department of Education that the first and the only meeting of the Board after its constitution was held in December, 1970. It had a largish membership of 62 out of which about 47 members were officials. Elaborating further, the witness stated that:

“The Youth Board gives the guidelines and outlines on the basis of which the various (youth Welfare) programmes are now functioning in the National Service Scheme and the Nehru Yuvak Kendras. Each has its own coordinating machinery. Therefore, such a largish central body is now no more necessary.”

1.40. The Committee are surprised to note that the National Youth Board has not met after its first meeting held in December, 1970, though according to its constitution, the Board has to meet at least once a year. The Committee are unable to comprehend how the Board will be able to perform its functions effectively unless it meets regularly as laid down in its constitution. Since the Board is an important body for inter-alia formulating and sponsoring Youth programmes and to watch the implementation thereof, accreditation of youth organisations and effecting co-ordination between the various governmental and non-governmental agencies engaged in the promotion of national youth welfare and Youth Service Programmes, the Committee consider that the Board should function as an active body for planning and directing the youth programmes in the country.

1.41. The Committee recommend that the meeting of the Board should be held as often as necessary but not less than once a year as provided in the Notification constituting the Board so that it can keep a watch on the developments relating to the various youth welfare programmes in the country and provide the necessary advice and guidance.

1.42. The Committee would also like the Government to consider the desirability of suitably reducing the membership of the Board so as to make it a compact body representing all the important official and non-official organisations connected with youth welfare programmes and to enable it to meet more frequently.

1.43. The Committee would also like Government to convene seminars to which youth leaders and academicians may be invited in order to have meaningful discussion on problems of student and non-student youth on the basis of which the schemes for youth welfare and development may be reviewed and new lines of approach initiated for effective implementation from time to time.

1.44. The Committee are constrained to observe that no follow up action has been taken in respect of the recommendations made by the Board at its meeting held in December, 1970. It appears that there is no machinery to take the follow-up action for implementation of recommendations made by the Board. The Committee, therefore, strongly urge that the Board should be activated and made a more effective body to formulate, implement and monitor different youth programmes. There should also be an effective machinery to follow-up the recommendations made by the Board and ensure their implementation quickly.

(ii) *Standing Committee of the Board*

1.45. The notification constituting the National Youth Board states *inter alia* that the National Youth Board will function through a Standing Committee chosen from among members of the National Youth Board. This Standing Committee will be assisted by panels of experts in the various subject-fields. The Standing Committee will meet at least twice a year. The National Youth Board shall have the power to appoint the Standing Committee as well as any Sub-Committees, Groups or Commissions for discharging its responsibility and also to frame rules for the regulation of its business as well as that of the Standing Committee, Sub-committees, Commissions, etc.

1.46. The Board at its first meeting held in December, 1970, had decided that the Standing Committee to be nominated by the Chairman will meet oftener to discuss and settle various details regarding the formulation and implementation of the non-student youth programmes.

1.47. Asked regarding the composition and functioning of the Standing Committee and sub-Committee of the National Youth Board the Department of Education has stated that "no Standing Committee and sub-committee of the National Youth Board has been constituted."

1.48. It has also been stated by the Department that with the proposal to set up Nehru Yuvak Kendras in each district and integrating some of the other schemes with their activities and since an all comprehensive programme for the non-student youth was formulated keeping in view the recommendations of the National Youth Board, the Nehru Yuvak Kendra Organisation has virtually taken over the same co-ordination and follow up functions. Therefore, the need for the constitution of the Standing Committee and the Sub-committee of the National Youth Board was no longer felt and these were, therefore, not constituted to avoid duplications.

1.49. The Committee are concerned to note that the Standing Committee of the Board, and its Sub-Committees have not been set up as required under the constitution of the Board. The Committee are unable to comprehend how the programmes of the Board could be effectively implemented without constituting a Standing Committee. The Committee do not agree with the reasons given for the non-constitution of the Standing Committee. The Committee recommend that in as much as the standing Committee is to discharge the responsibility of the Board, which includes

the co-ordination and follow-up functions in respect of all youth programmes, the Standing Committee of the Board should be set up without further delay.

(iii) *Accreditation Committee of Board*

1.50. One of the major recommendations made by the National Youth Board at its sitting held in December, 1970 was that an Accreditation Committee should be nominated by the Chairman of the Board to determine as to which of the voluntary youth welfare/youth service organisations should be accredited to the Board. It was decided by the Board that application for accreditation, received from voluntary youth organisations, should be received by the Ministry of Education and Social Welfare and hereafter examined by an official committee comprising the representatives of the Ministries of Education, External Affairs and Home Affairs. The assessment of this official committee will then be placed before the Accreditation Committee of the National Youth Board.

1.51. In this connection, the Department has stated that the Accreditation Committee was set up by a Government Resolution dated 15th February, 1971 and that proposal to constitute an Official Committee to scrutinise applications for accreditation from voluntary organisations was also initiated but no meeting of the Official Committee was held.

1.52. Asked as to what were the organisations accredited to the National Youth Board, the Department has stated that after formulation of all comprehensive programme for the non-student youth arising out of the recommendations of the National Youth Board, the need for the constitution of such Committees, as earlier envisaged was no longer felt and these were, therefore, not constituted to avoid duplication.

1.53. The Committee are constrained to note that the "official committee" for scrutinising the applications for accreditation from voluntary organisations has not yet been set up by Government and as a result the Accreditation Committee of the National Youth Board which was set up in 1971 to determine the accreditation of the voluntary organisations could not function because it was to come in the picture only after the assessment of the "Official Committee" was placed before it. The Committee are not convinced by the argument that after the formulation of the comprehensive programme for non-student youth the constitution of such committees was no longer necessary as the Committee have not been informed what alternative procedure or criterion has been laid down

by Government for organisations. The Committee are unable to comprehend how the services of the voluntary organisations, which have a vital role to play in planning and propagation of meaningful youth programmes, can be utilised without any provision for their accreditation.

The Committee would, therefore, recommend that the Government should set up the "Official Committee" without further delay so that the work relating to the accreditation of voluntary youth welfare organisation does not suffer.

CHAPTER—II

YOUTH WELFARE PROGRAMMES

A—Needs and Problems of Youth

2.1. One of the outstanding needs felt by young people today is participation in the life of society, which in many ways affords them no opportunity to express themselves and to contribute to its growth and development. One of the greatest tests of youth-work lies in its ability to facilitate this process of participation.

2.2. Youth are not sufficiently accepted as an integral part of society in such matters as planning and decision making in the life-style of the community and country. The potentialities of youth by facilitating its contribution to national development have not yet been fully recognized and consequently youth have not been involved at all levels of planning, decision making and action in respect of national development.

2.3. Educational programmes, properly conceived and implemented have a major role to play in promoting the full personal development of youth and their effective participation in society.

2.4. Together with the need to provide education must go the need to ensure that employment opportunities are available once that education had been completed.

2.5. Through the reformulation of educational courses and their content, and by gearing them to the needs of national developments, youth would be able to acquire an increasing degree of social sensitivity. However, the social sensitivity thus generated through the educational system should be transformed into actual participation in service to the nation on the part of youth during their education and also after termination of education at various levels. Suitable mechanisms must be evolved also to involve and incorporate the participation of non-student youth in such service.

Need for Statistical Data and Research

2.6. Planning and policy making with regard to youth requires more effective demographic surveys and also surveys of youth at work, at school and at play. For this purpose it will be necessary to bring together all the agencies, organisations and individuals who

have first-hand knowledge of young people. Similarly, studies of youthful attitudes and aspirations will also be required to be undertaken. Some data might be available from the concerned Ministries or various other sectors but sometimes the available figures on the subject may be unreliable or rough for various reasons, for example, inadequate registration of births, marriages and deaths in the country. Therefore, one of the first programmes for youth should consist of the collection of reliable data on the subject.

2.7. Studies of the situation of young people and work with youth are also necessary for planning the programmes for the welfare of youth. Universities and research institutes may initiate the necessary surveys of youth attitudes and habits as part of their research.

2.8. Asked whether any research had been made in the field of youth movement and whether fellowships|grants are given for the study of youth and their problems as also the functioning of youth organisations, the Government stated during evidence that fellowships|grants for conducting research in the field of youth movement can be given by University Grants Commission to such of the teachers who are interested in this work.

2.9. The Committee note that one of the outstanding needs felt by youth is its participation in the life of society and to contribute to its growth and development. They feel that the immense potentialities of youth for national development have neither been fully recognised nor tapped meaningfully so far. They consider that policies and programmes on Youth should be conceived and carried out for youth and with youth. Such policies and programme would not be meaningful unless the youth are given the right to express their opinion on them as well as on the methods to be used for their implementation. The Committee, therefore, urge that the Government should recognise young people as partners in nation-building activities by involving them in planning, decision-making and programme implementation and by enabling and encouraging them to participate in advisory bodies concerning them.

2.10. The Committee consider that a comprehensive view of the needs of youth and the extent to which they are met is essential for the formulation of a long-term strategy for youth. Therefore, with a view to understand the situation of young people and to identify their most urgent needs, the Committee would like Government to obtain reliable data regarding the number of youth, their education and training levels, needs, attitudes, habits, employ-

ment opportunities, opportunities for the constructive use of leisure time and the functioning of various youth organisations. In obtaining such data and making studies on the conditions of young people of different categories namely urban, rural, student, non-student, educated, semi-educated and uneducated, employed, semi-employed and unemployed youth, the practical expertise of youth workers and youth organisations along with research experience of social scientists, should be utilised.

2.11. The Committee would also urge Government to give fellowships|grants for such studies to teachers and other scholars to undertake research work in specified fields as per a budgetted and time bound programme.

B—Youth Welfare Programmes

(i) Programmes for youth

2.12. As stated in Chater I, following the recommendations of conference of representatives of Government and Youth Organisations held in April, 1969, a programme for non-student youth was approved in principle by the Cabinet in June, 1970 and the manner of its implementation was discussed by a National Youth Board constituted in July, 1970.

2.13. The following are the major programmes and agencies developed by the Ministry of Education and Social Welfare to fulfil its responsibilities in the field of Youth Services and welfare, including the programme already developed for Student Youth and the programmes for non-student youth implemented in pursuance of the recommendations of the National Youth Board.

I. Youth Services and Welfare

(1) Student Youth

- (a) National Service Scheme;
- (b) Planning Forums;
- (c) Nanak Bhavans;
- (d) Grants to National Headquarters of Bharat Scouts and Guides; and
- (e) Youth Welfare Boards and Committees in Universities.

(2) Non-Student Youth

- (a) Nehru Yuvak Kendras;

- (b) Establishment of Work Centres; and
 - (c) Training of youth leaders.
- (3) *Assistance to Voluntary Organisations Working amongst youth.*
- (4) *Physical Education Sports and Games*
- (a) All India Council of Sports;
 - (b) Netaji Subhas National Institute of Sports Patiala;
 - (c) Laxmibai National College of Physical Education, Gwalior.
 - (d) Development of Play-fields;
 - (e) National Physical Efficiency Drive,
 - (f) Special Sports Schools;
 - (g) Rural Sports Tournaments;
 - (h) Sports Talent Search Scholarships;
 - (i) Assistance to Sports Federations;
 - (j) Bhartiyam (Mass Youth Rallies);
 - (k) Promotion of Mountaineering and Adventures;
 - (l) Promotion of Leadership in Physical Education and Sports.

II. National Integration

Work regarding national integration is looked after by the Ministry of Home Affairs. The Ministry of Education and Social Welfare is concerned only with two committees in the field *viz.*, (1) Committee of Educationists and Student Leaders; and (2) Committee of Writers. In addition, the Ministry also promotes the following programmes of national integration within the educational system:

- (1) National Integration Samities in Universities and Colleges.
- (2) National Integration Camps for School Children.
- (3) Evaluation of Text-books from the point of view of National Integration.
- (4) Aadan-Pradan (Book Translation Programme).
- (5) Nehru Bal Pustakalaya.
- (6) Desh Gitanjali.
- (7) Integration through Language Study.

2.14. The Committee have dealt with these programmes in detail separately in Chapters VII and VIII of this Report, relating to Student Youth and Non-Student Youth respectively.

C—Plan Provisions and Expenditure on Youth Welfare Programmes

2.15. The Department has stated that the allocation of funds for Youth Services in Central and States sectors during the various Plan periods has been as follows:

(Rs. in lakhs)

Plan	Allocation	Percentage of total allocation to outlay on education
*First Plan	105	.7
*Second Plan	1088	4.0
Third Plan	1222	2.1
Fourth Plan	2432	3.0
Fifth Plan (Tentative)	6222**	3.6†

* No separate allocation was made for 'Youth Service' during the First Two Plans. The provision for these activities was made under 'other programmes'.

** Rs. 3230 lakhs for Central sector and Rs. 2992 lakhs for state sector.

† 2.0 per cent for Central sector and 1.6 per cent for State sector.

2.16. While inaugurating the Conference of Representatives of Youth Organisations, Youth Service Agencies and Youth Leaders on the 30th April, 1969, the then Union Minister of Education and Youth Services (Prof. V.K.R.V. Rao) had observed that he had formulated certain youth programmes and policies in his capacity as a Member of the Planning Commission, and included them in the Draft Outline of the Fourth Five Year Plan (1966—71), but owing to a variety of reasons that Plan did not take off. After assuming change of the Union Ministry of Education and Youth Services, he found that, in the new Fourth Plan, there was hardly any provision for youth services, although the Ministry had been designated as the Ministry of Education and Youth Services. He observed that the most crucial and much neglected group among the youth, was that of the non-student youth.

2.17. It has been stated by the Government that an approach to the youth programmes for non-students as approved by the Cabinet

in June, 1970, comprised the following schemes, included in the Fourth Five Year Plan, with an outlay of Rs. 5 crores:

1. Establishment of Work Centres;
2. Development of Play Fields;
3. Establishment of Youth Centres (now known as Nehru Yuvak Kendras);
4. Training Programmes for Youth Leaders;
5. Reception Centres;
6. Camping Sites—Development of; and
7. Adventure facilities like mountaineering, trekking, cycling, etc.

However, due to financial stringency on account of influx of Bangladesh refugees, Indo-Pak conflict in December, 1971 and continued difficulties, the programme could be implemented only by stages. The position in regard to availability of funds in each of the Five years of the Fourth Plan, the actual utilisation of funds and the progress made in the field of non-student youth development is given below:

(Rs. in lakhs)				
Year	Budget estimates	Expenditure	Remarks	
1969-70	Nil	Nil	No allocation made since the programmes were formulated only in 1969-70	
1970-71	35.02	1.59	Financial constraints. Expenditure incurred for certain youth programmes such as holding of Training Workshop for Youth, Rural Sports Meets etc.	
1971-72	41.00	4.21	Financial constraints due to influx of Bangladesh refugees, only the Work Centre Scheme and other Youth programmes involving conduct of Bharat Darshan for College/School Students undertaken.	
1972-73	25.00	9.56	Scheme of Nehru Yuvak Kendras commenced only in November, 1972. State Governments did not take advantage of facilities offered for schemes of Work Centre and development of Playfields, largely on account of their resources position.	
1973-74	49.00	104.17	Additional amount found by re-appropriation.	
TOTAL	<u>150.02</u>	<u>119.53</u>		

2.18. It was, however, stated during evidence that the gap has thinned towards the end of the Fourth Plan, and in the totality of the Youth Service Programmes (including student youth), out of budget allocation of Rs. 9.18 crores, Rs. 8.78 crores was utilised.

2.19. The Department has further stated that the national programme for non-student youth approved in principle by the Cabinet in June, 1970 could not be implemented with full force during the Fourth Plan period. For the Fifth Plan an outlay of Rs. 5407 lakhs was proved. The outlay finally included in the draft Fifth Plan was Rs. 3230 lakhs. The Budget provision for 1974-75 as finally approved by Ministry of Finance was Rs. 317.29 lakhs which was far less than one-sixth of the Plan outlay. This was due to the need for giving greater share of the anticipated plan resources to "core projects". As a result of further deterioration in the economic situation, the budget provision for both Plan and non-Plan schemes has recently been reviewed by high-powered Committees. The result of the review is not known. In the mean time the Ministry of Finance are wary about sanctioning expenditure on any Plan scheme which is in the nature of the expansion of the existing level of expenditure of a continuing project or a new project. The Plan outlay and the Budget estimates for 1974-75 are given below:

(Rs. in crores)

Fourth Plan		Fifth Plan			Budget Estimates for 1974-75	
Outlay	Budget allocation	Exp.	Proposed by Miny.	Included in Draft Plan	Proposed by Ministry	Accepted by Ministry of Finance
16.42	9.18	8.87	54.00	32.30	3.57	3.17

2.20. Asked what was the percentage allocation of "Education" and that of "Youth Welfare" in the first Four Five Year Plans, the Government stated during evidence that broadly speaking, the percentages of outlay on education during the Plans were as follows:

- "First Plan: 7.0 per cent of the total plan outlay;
- Second Plan: 6.4 per cent of the total plan outlay;
- Third Plan: 6.9 per cent of the total plan outlay;
- Fourth Plan: 5.2 per cent of the total plan outlay;

As far as the Fifth Plan is concerned the present indication is 4.6 per cent but the final decision is not yet certain because the Fifth Plan outlays have not been finally settled."

2.21. In respect of the percentage allocation on youth welfare, the representative of the Ministry stated that allocation *inter se* for social education and youth services is about 2* per cent of the total outlay for Education in the Fifth Plan. Thus the total allocation for "Youth Welfare" in the Fifth Plan is likely to be less than 4.1 per cent of the total Plan Outlay.

2.22. Elaborating further, the witness stated that "as far as the Central Plan is concerned, for the first three Plans the non-student youth programmes have not been developed very much. They developed somewhere towards the end of the Fourth and we are now trying to involve this very large sector of non-student youth not only through Nehru Youth Centres but through the non-formal educational processes and so on. The average of the Central Budget for youth services was 4.2 per cent of outlay on education in the Fourth Plan and this has been raised to 5.5 per cent in 1974-75 and we hope in the second year of the Plan (1975-76) to make it 5.6 per cent and keep it at that.

2.23. The Committee are constrained to note that no separate allocations of funds were made for the development of youth services and youth welfare during the first two Five Year Plan periods and that no special programmes were formulated therefor. It was only from the Third Plan onwards that the allocations of funds for youth services and welfare have been made. During the Fourth Plan, an outlay of Rs. 24 crores was envisaged for youth services in the Central and State sectors which included Rs. 5 crores for non-student youth. The actual expenditure was, however, Rs. 8.8 crores, including Rs. 1.2 crores for non-student youth. It is regrettable that even the meagre outlay provided in the Fourth Plan for youth services which constituted about 2* per cent of the total outlay on Education, was not utilised in full.

*At the time of verification of the Report the Ministry of Education & Social Welfare suggested the following corrections:—

"For 2 per cent read 5.6 per cent. For 0.1 per cent read 3.6 per cent and add words 'On education' after 'Plan outlay'"

2.24. The Committee further regret to observe that even among the youth, the non-student youth have remained the most neglected group. No regular programme for the development of non-student youth was formulated till 1970. It is very disconcerting to observe that out of the budget estimates of Rs. 101 lakhs, only Rs. 15 lakhs were spent on the development programmes for non-student youth during the first four years of the Fourth Plan. It is thus evident that the programmes and plans for the development of this group of youth were not formulated in advance and were not given the importance that they deserved.

2.25. The Committee note that during the Fifth Five Year Plan, against a provision of Rs. 54 crores (Central Sector) envisaged by the Ministry, the draft Fifth Plan has provided for an outlay of Rs. 32 crores only (Central Sector) on youth services which is about 2 per cent of the total outlay on education. Even this meagre provision, has not been finally approved and is subject to revision. The budget provision for 1974-75 i.e., the first year of the Fifth Plan, is only about Rs. 3 crores which is proportionately much less than 1/5th of Rs. 32 crores, envisaged for these services during the whole of the Fifth Plan period. This indicates that due importance has not been attached for youth services even now.

2.26. The Committee would like to emphasize that it is high time that the magnitude and importance of the problem of youth welfare in the country, are realised in their true perspective and a high priority accorded for programmes of development of youth, who constitute the real asset to the country.

2.27. The Committee cannot overemphasize the imperative need for preparation of meaningful programmes for the development of youth in the country, particularly the non-student youth. They would, therefore, like Government to formulate such programmes in advance in consultation and coordination with the State Governments, Education authorities, representatives of youth organisations etc. It is also necessary that the procedure for implementation of these programmes is streamlined to facilitate their timely execution.

2.28. The Committee stress that the programmes of youth development are programmes for transformation for which the major input would be thought, human effort and leadership, in addition to finance. They have no doubt that all these inputs would be provided in ample measure to make these programmes successful during the Fifth Plan period so as to have a real impact on moulding the youth of the country.

2.29. The Committee would further like Government to undertake an appraisal of the progress made by the schemes which have already been taken up as that would help to identify the administrative, financial and other bottlenecks which had come in the way of their planning and implimentation. The Committee hope that the youth programmes during the Fifth Five Year Plan would be coordinated and implemented according to a time-bound programme.

CHAPTER III

EDUCATION

A—National Policy on Education

3.1. Education plays a crucial role in economic development and social modernization. As a key factor in production, it supplies the requisite number and quality of persons needed for various tasks, and by inculcating among the mass of the people appropriate attitudes, skills and personality traits, it creates the proper climate for development. By creating a well informed and educated citizenry, it ensures the effective working of the basic institutions on which the economic and social well being of the country depends. Education also provides the individual with the major means for enrichment of his personal qualities and social and economic advancement.

3.2. Considerable thought has been given to the reform of the educational system in India. The Government conducted surveys of the prevalent systems of education from time to time with a view to reorganising education to suit the needs of the times. Following are the important landmarks of such surveys:

Before Independence

1. Machaulay's Minute regarding the educational policy of the future.
2. Wood's despatch of 1854 on Education.
3. The Education Commission of 1882.
4. The Universities Commission of 1902.
5. Government Resolution on Educational Policy in 1913.
6. The Calcutta University Commission of 1917.
7. The Hartog Committee, 1929.
8. The Sapru Committee, 1934.
9. The Abbot-Wood Report, 1936-37.
- *10. Zakir-Hussain Committee's Report, 1937.
11. The Sargent Report, 1944.

*Committee appointed by National Education Conference at Wardha presided over by Mahatma Gandhi. Scheme of education suggested is popularly known as the "Wardha Scheme"

After Independence

1. The University Education Commission of 1948.
2. The Secondary Education Commission, 1952.
3. The National Committee on Women's Education, 1958.
4. The Education Commission, 1964—66.
5. Report of the Committee of Members of Parliament on Education, 1967 for scrutiny of the major recommendations of the Education Commission along with the comments of the State Governments and others thereon.
6. The National Policy on Education, 1968.

3.3. Mention may be made in particular of the Education Commission, 1964—66, which examined the entire field of education in order to realise a well balanced, integrated and adequate system of national education, capable of making a powerful contribution to all aspects of national life. The most important and urgent reform needed in education, according to the Commission, was to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for realisation of the national goal. The Commission suggested the following five fold programmes:

- (a) Relating education to productivity
- (b) Strengthening social and national integration through educational programmes.
- (c) Consolidation of democracy through education.
- (d) Development of social, moral and spiritual values; and
- (e) Modrnisation of socity through awakening of curiosity, development of attitudes and values and building up certain essential skills.

3.4. The Commission dealt comprehensively with the structure and standard of the educational system, teacher status, teacher education, equalisation of educational opportunity, school education curriculum, educational administration and supervision, objectives and improvement of higher education and adult education.

3.5. The Report of the Education Commission along with the comments of the State Governments and others thereon, was considered by the Committee of Members of Parliament on Education which was constituted by Government in April, 1967. That Committee prepared *inter alia* the draft of a statement on the National Policy

on Education for the consideration of the Government and identified a programme for immediate action.

3.6. A Government Resolution on the National Policy on Education was adopted by Parliament in 1968.

3.7. The National Policy on Education embodied the resolve of Government to carry out a radical reconstruction of education on the broad lines recommended by the Education Commission for the economic and cultural development of the country, for national integration and for realising the ideal of a socialist pattern of society. in the words of the Resolution relating to the reconstruction:—

“This will involve a transformation of the system to relate it more closely to the life of the people, a continuous effort to expand educational opportunity; a sustained and intensive effort to raise the quality of education at all stages and emphasis on the development of science and technology; and the cultivation of moral and social values. The educational system must produce young men and women of character and ability committed to national service and development. Only then will education be able to play its vital role in promoting national progress, creating a sense of common citizenship and culture and strengthening national integration. This is necessary if the country is to attain its rightful place in the comity of nations in conformity with its great cultural heritage and its unique potentialities”.

3.8. Mention may be in particular of the following principles in accordance with which education is to be developed as laid down in the National Policy on Education, 1968:—

- (1) Free and compulsory education for all children up to the age of 14.
- (2) Work experience and national service including participation in meaningful and challenging programmes of community service and national reconstruction to become integral parts of general education.
- (3) High priority for science education and research.
- (4) Special emphasis on development of education for agriculture and industry.
- (5) Examination reform.

- (6) Need for uniform educational structure in all parts of the country, with the objective of adopting the 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to local conditions.

3.9. The Committee note that Government had taken the initiative for appointing Education Commission, getting a comprehensive report from them as far back in 1966, following it up by a Committee of Members of Parliament who gave their report on the basis of which the National Policy on Education was outlined and adopted in 1968 by Parliament. The Committee are convinced that the parameters for education have already been well laid down by Government and the outline also spelt out. What causes concern to the Committee is the slow and halting progress in the implementation.

3.10. The Committee feel that Government should have brought out a comprehensive review indicating the progress made in implementation of the National Policy on Education in 1973, that is, after five years of the adoption of the policy resolution so that Parliament and the public were made aware of the concrete progress that has been made in pursuance of this policy. Government should have also brought up a motion in Parliament to give an opportunity to the Members to have discussion on this. This would have enabled the Members of Parliament and the public to express their views before the proposal for the Fifth Plan was finalised.

3.11. The Committee recommend that Government should give a detailed progress report either separately or in the annual administration report of the Ministry spelling out in detail the progress made in pursuance of the Education Policy Resolution and the provision made therefor in the Fifth Five Year Plan so that Members of Parliament and the public have an opportunity to know the precise progress made and express their views.

B. Reconstruction of the educational system

3.12. During the Fifth Five Year Plan, the Government propose to make an intensive effort to reconstruct the educational system in the country. The thrust of the Plan is in four main directions: (i) ensuring equality of educational opportunities as 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 the development and 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.

3.13. The main features of the Plan are as follows:—

- (1) A very high priority to the elementary education and the outlays for it are being stepped up from Rs. 739 crores in the Fourth Plan to Rs. 743 crores in the Fifth Plan. It is also proposed to radically alter the strategy for its development by emphasizing universal provision of facilities, creating a fairly homogenous cohort in class I, reduction in wastage and stagnation, multipoint entry, a large programme of part-time education, enrolment of children from the weaker sections of the community (especially scheduled castes and scheduled tribes) and improvement of quality; -
- (2) At the secondary stage, emphasis is proposed to be laid on proper planning of the location of secondary schools, vocationalisation of the higher secondary stage, adoption of uniform pattern of 10+2+3, and improvement of quality;
- (3) Introduction of work-experience at all stages of education;
- (4) (i) The main strategy for the development of university education will be such as to ensure that, while the social demand for higher education, particularly for satisfying the rising expectations of the newly emerging socio-economic groups, continuous to be met, indiscriminate expansion of facilities is not allowed to further dilute the standards of university education. University courses will also need to be restructured so that the students completing their education, are enabled to become productive members of society;
- (ii) Development of post-graduate education and research, and improvement of quality;
- (5) An over-riding emphasis on academic inputs such as revision of curricula, adoption of new methods of teaching, examination reform, improvement of text-books, teacher education—both pre-service and in-service, encouragement to experimentation and innovative use of modern educational technology, including mass media, improved supervision and the development of closer ties between the school and the community;

- (6) Qualitative improvement of selected institutions at all stages;
- (7) Further consolidation and qualitative improvement of programmes of technical education including expansion and diversification of training facilities for the middle level workers;
- (8) Special emphasis on advanced basic and applied research which *inter alia* will provide the requisite infrastructure for the national effort in Research and Development;
- (9) Large scale development of programmes of youth welfare, physical education and games and sports. The Nehru Yuvak Kendras will provide the focus for Youth activities especially among non-students; these centres, suitably assisted by academic institutions in the neighbourhood of the State Government concerned and the voluntary organisations will meet the various needs of physical activity, recreation and education of the youth. Provision of greater opportunities for service to student youth will be made through National Service Programme;
- (10) To encourage talent and to overcome the environmental handicap of the Weaker sections, considerable increased emphasis is being laid on scholarships in diverse fields including special incentives for education of girls;
- (11) Development of informal education at all stages. This will include (i) the multiple-entry and part time education programmes at the elementary stage; (ii) programmes of informal education for youth in the age group of 15—25; (iii) programmes of informal education at the secondary stage; (iv) the establishment of an open University at the national level and provision of facilities for correspondence education in at least one university in such State and; (v) full facilities for private study both at the Secondary and University stages;
- (12) A special emphasis on programmes of adult education which will include (i) informal education including liquidation of illiteracy and provision of welfare services for the age group 15—25 and (ii) linking the programme of liquidating adult illiteracy with employment programmes;

- (13) Development of Hindi and modern Indian Languages, Sanskrit and other classical languages;
- (14) Stress on implementation;
- (15) A greater emphasis on programme of cultural development and their integration with those of education; and
- (16) Special programmes of pre-school development.

3.14. The Central Advisory Board of Education, at its meeting held on 4th and 5th November, 1974 considered the plan in the context of the constraint of resources and made the following recommendations:—

- (1) Larger resources should be made available to Education and the allocations for 1975-76 should be higher than in 1974-75. At the same time all existing resources and available facilities should be fully utilised and community support should be mobilised to supplement the Plan allocations.
- (2) Haphazard and unplanned expansion in secondary education should be controlled through proper planning and location of new secondary schools, rationalisation of new institutions and maintenance of proper standards. In Higher Education, more drastic steps will have to be taken to regulate enrolments.
- (3) The exclusive emphasis on formal system of education should be given up and large elements of non-formal education should be introduced within the system.
- (4) The programmes for providing universal elementary education for the age-group 6—14 should be pursued vigorously in spite of financial stringencies. The highest priority should be placed on extending the programmes to girls and weaker sections of the community, especially the Scheduled Castes and Scheduled Tribes.
- (5) The programmes of Qualitative Improvement should receive the next priority. An adequate proportion of total plan allocation will have to be first set aside for programmes of qualitative improvement which include work experience, new methods of teaching, new curricula, improvement of text-books, examination reform, training of teachers, strengthening of supervision and provision of equipment and facilities.

- (6) The National Council of Vocational Education and State Council of Vocational Education should be set up to coordinate vocational education and training imparted by all departments of Education and of industry. New Courses in vocational education should be designed, taking into account the needs of new personnel as well as existing programmes and facilities. There should be provision for transfer of credit from academic to vocational courses and *vice-versa*.
- (7) Steps should be taken to implement the programmes of uniform pattern (10+2+3) in all States as soon as possible.
- (8) Adequate financial allocations should be made in the State-Plans for non-formal education.

3.15. The Committee note that in the strategy for reconstruction of education to be followed during the Fifth Five Year Plan, the thrust is in four main directions: (i) ensuring equality of educational opportunities; (ii) establishing closer links between the pattern of education and the needs of development and employment market; (iii) improvement in the quality of education imparted; and (iv) involvement of the academic community, including students, in the tasks of social and economic development. The important features are introduction of work experience at all stages of education, development of informal education at all stages, large scale development of programmes of youth welfare, physical education and games and sports, revision of curricula, adoption of new methods of teaching, examination reform etc.

3.16. The Committee feel that where the subject concerns primarily the States like primary and high school education, there the Central Government may through its Research Institution and other organisations involve the State and the school authorities in evolving the approach, the scope of education, the coverage, the strategy for development of curricula, the context of work experience, etc. The Committee would in particular like to stress that in the case of specially backward States, the Central Government should take special interest to extend assistance so that the school education in such States goes up to the national level. As regards higher education where Central responsibility is involved the Centre should take initiative and in addition to laying down guidelines, evolve proper machinery and earmark resources for implementation. The progress made in implementation should be concurrently monitored in order to identify, areas of weaknesses for corrective action.

3.17. The Committee need hardly point out that a responsibility lies also on the Central Government for making innovative approach in education so that the latest ideas which might have been generated and found practicable elsewhere in the world can also be drawn up to improve our educational institutions and the system to serve better the cause of development. The Central Government should also perform the role of co-ordination as between the Centre and the States and inter-State organisations so as to make for a similar development of adequate and acceptable standards all over the country. In particular the Central Government should take initiative in the matter of drawing up of meaningful curricula, drawing up of suitable text-books and in the matter of research so as to provide leadership in these important fields.

C. Plan Provision on Education ✓

3.18. The outlay on Education during the Five Year Plans and the percentage thereof to total Plan outlay are given below:—

	Outlay on Education (Rs. in Crores)	Percentage to total Plan outlay
First Plan	169	7.0
Second Plan	307	6.4
Third Plan	560	6.9
Fourth Plan	823	5.2
Fifth Plan (tentative)	1726	4.6

3.19. The position regarding the enrolments in schools and colleges during 1973-74 is as follows:—

(in thousands)

Age group	Enrolment	Percentage to total population in age group
Primary Classes (6-11)	63,754	83.9
Middle Classes (11-14)	15,029	35.6
Secondary Classes (14-17/18)	8,504	22.0
University Education	3,000	4.4

It is seen that a vast number of children and youth are not receiving schooling/higher education.

3.20. Regarding the priority accorded for education, the Secretary of the Ministry of Education and Social Welfare stated, during evidence as follows:—

“The Government is readily in agreement with the suggestion that education should have the highest priority. As a matter of fact, that has been the policy of the Government all along. We do appreciate that due to various reasons, particularly financial constraints, we have not been able to provide as much funds for education as we should have liked to, but I should like to assure you that as far as Government’s view of education is concerned, we are most anxious that it should be developed and we attach the highest importance to it,——We do appreciate that there have been financial constraints. We have not been able to find as much funds as we should have liked to. For example, the broad feeling has been that 10 per cent of the financial plan outlay should be for education, but unfortunately, in the successive Plans, it has not been possible for us to achieve it. But the point that I want to submit is that these financial constraints do not indicate any lack of anxiety to develop education or the importance that we attach to education.”

3.21. Asked whether the decline in percentage of outlay on Education to the total Plan outlay from 7.0 per cent in the First Plan to 4.6 per cent in the Fifth Plan did not indicate a comparatively lower priority for education, the representative of the Ministry stated as follows:—

“It is necessary, of course, to increase the allocation for education keeping in view the expansion which is necessarily occurring and need for improving the standards all around. We had drawn up a very detailed plan for about 3200 crores and placed before the Central Advisory Board of Education which included all State Education Minister and eminent educationists among others. This was in 1972 and they had endorsed this plan. But owing to overall constraints of resources, in the Fifth Five Year Plan, ultimately an indication was given that we might not be able to get more than 2200 crores for education. Of course, the priority and the importance attached to education was fully pressed. The requirements of other sectors and this sector was considered by the

Planning Commission and others. Then, we called the Standing Committee of the Central Advisory Board and requested them to consider the priorities within priorities and they came up with a plan of 2200 crores. When the matter was finally put up to the National Development Council, in the draft Fifth Five Year Plan the approved outlay came down to 1726 crores."

3.22. Commenting on the priority that should be accorded to education in the matter of allocation of funds, an educationist has stated as follows:

"The State allocation to education will naturally depend on the place accorded to education relative to other areas of development. Expenditure on education is now, for the most part, regarded as investment in human material, which vitally affects the rate of economic growth. In fact, it is now accepted by all progressive countries of the world that apart from usual factors of economic production, there is a residual factor, particularly depending on human ingenuity, training and inventiveness, which goes to a very large extent for increasing production.

Researches conducted in Russia many years ago showed that ^{and} the work of persons who had received primary education was one and an half times more productive than that of an illiterate worker of the same age doing the same work, and the work of these who had received secondary education was twice as productive, whereas with university graduation the productivity increased four-fold. This view has been generally confirmed by recent researches in Europe and America. Japan provides a startling instance of parallel growth of educational expenditure and national income. In that country, expenditure on education rose from 1.85 per cent of national income in 1900, 6.2 per cent in 1959. During the same period Japan's income rose from 83 to 309. This would seem to establish a high correlation between the growth of expenditure on education and the increase of income."..... A study was made in America to find out the return to education per year of schooling and it was found that each year of schooling made a difference of about 40,000 dollars to the total life income of the individual. In this country, we are spending only about 2 per cent of the national income on education, which is on an even level with what Japan was spending in 1900."

3.23. Expressing the reaction of the Government to the above view, the Secretary of the Ministry of Education and Social Welfare stated during evidence that they agreed in principle with the above view. Elaborating he stated, that "although we have not got figures about the exact arithmetical relationship between various levels of education and productivity, we certainly agree that an educated worker would be better equipped to contribute to productivity than one who is educated or less educated."

3.24. The Central Advisory Board of Education at its meeting held on the 5th November, 1974 adopted the following resolution in respect of financial allocations to Education:

"The Board recognizes that, in the severe economic crisis through which the country is passing at present, education, like other sectors will have to bear its share of economy cuts. The Board would, however, like to draw the attention of Government to the close link between education and socio-economic progress and point out that the disproportionately severe cuts now imposed on education, will ultimately harm the long-term interests of the nation. The Board, therefore, expresses the hope that large resources would be made available to education as soon as possible. It also urges that the allocations for 1975-76 should be adequately higher than those for 1974-75.

The Board recommends to the Central and State Governments that the following steps may be taken forthwith to ensure that the best possible educational progress is still achieved in spite of the present economy cuts:—

- (i) By reviewing all non-Plan expenditure with a view to eliminating programmes and practices which are no longer relevant and using the funds for initiating new programmes or for supporting existing programmes which are in need of additional funds.
- (ii) By pooling non-Plan and Plan funds together so that any economies on the non-Plan side become available for developmental activities;
- (iii) By making a more effective use of teaching personnel;
- (iv) By better use of available buildings and equipment to accommodate more students or to develop new programmes; and
- (v) By mobilising community support to supplement Plan allocations.

The Board is of the view that an initiative in the matter should be taken by the Central Government so that the State Governments may also follow suit.

The Board also recommends that the highest emphasis should be placed on institutional planning (as well as planning at district and regional levels) and the maximum use of human effort which, besides being an end in itself, can also make up, to a large extent, the shortfall in financial investment."

low priority

3.25. The Committee note that the country today faces a gigantic educational problem which will become more and more complex and acute with the passage of time. A vast mass of children in the country are not receiving schooling despite all the educational progress of the past 27 years after Independence. The situation is even more depressing in rural and backward areas. Unemployment and underemployment among the youth are large and steadily increasing. It is a well known fact that education contributes to increased productivity and the interests of the country therefore demand expansion of educational facilities. The programmes for radical reconstruction of education to suit the needs of the times have also to be carried out. The Committee, however, are concerned to note that Education has been given low priority in the Five Year Plans, as evidenced by the comparatively lower allocations of financial resources for Education. The percentage allocation on education to total Plan outlay has decreased from 7.0 in the First Plan to 5.2 in the Fourth Plan. The draft Fifth Plan shows that the percentage will be at a level of (4.6) per cent which may further be reduced as the present trend indicates.

3.26. The Committee consider that for meaningful accomplishments in the field of youth welfare and national development, education should be given a higher priority as the very structure of a welfare State, rests on the education provided to the youth. Education by itself is a form of economic development i.e., an investment in human resources. The Committee understand that in many countries particularly, Japan, there has been a parallel growth of educational expenditure and national income. According to Government's own analysis there is a high correlation between the growth of expenditure on education and the increase of income. The Committee, however, are concerned to note that the Fifth Plan provides for Education an outlay of Rs. 1726 crores only as against Rs. 3200 crores which was originally proposed. The Committee

agree with the Central Advisory Board of Education that the disproportionately severe cuts now imposed on education will ultimately harm the long-term interests of the nation. The Committee would like to point out that it is high time that the magnitude and importance of the educational problem in the country, is realised in its correct perspective and more funds allotted for education.

3.27. The Committee would also like Government to ensure by taking well thought out schemes that optimum benefit accrues from the limited resources available.

3.28. The Committee endorse the recommendations of the Central Advisory Board of Education for effecting economies in non-Plan expenditure and pooling non-Plan and Plan funds, making a more effective use of teaching personnel, better use of available buildings, and equipment and mobilising community support to supplement Plan allocations. The Committee would also like Government to adopt austere standards for construction of school and college buildings, arrange for shifts system in schools and to effect qualitative improvements at all stages of education. The Committee consider that there is immense scope for originality, creativity and fresh thinking in the matter of planning and implementation of new strategies which will enable securing of maximum educational development on right lines despite financial constraints.

D. Universalisation of Elementary Education

3.29. In the draft Fifth Five Year Plan the provision of facilities for elementary education for children upto the age of 14 at the nearest possible places to their homes has been included in the "National Programme of Minimum Needs" for attainment by the Fifth Five Year Plan period. Elementary education has, therefore, been given a very high priority in the Fifth Plan, and the outlays for it are being stepped up from Rs. 237 crores in the Fourth Plan to Rs. 743 crores in the Fifth Plan. To this may be added Rs. 112 crores provided for school feeding programmes under Nutrition. The total outlay of Rs. 855 crores, thus arrived at for elementary education, will constitute 47 per cent of the total outlays on education in the Fifth Plan as against 30 per cent in the Fourth Plan.

3.30. As regards expansion of facilities full time facilities will be provided for 97 per cent of the children in the age-group 6—11 and

47 per cent in the age-group 11—14 by the end of the Fifth Plan. This will mean the creation of additional facilities for 145 lakh children in classes I—V and 66 lakhs in classes VI—VIII. In addition, about 78 lakh children of the age-group 11—14 will be provided part-time education. If these enrolment targets are realised in full, it should be possible to fulfil the Constitutional obligation largely by the end of the Sixth Five Year Plan. The outlays for the Minimum Needs Programme have taken note of the requirements of the educationally backward states and districts. While some regional disparities may continue, particularly in respect of the enrolment of girls and children of the Scheduled Castes and Scheduled Tribes, most of the States will reach the proposed level of all-India achievement.

3.31. It was stated by Government during evidence that out of 118 million children in age-group 6—14, the number in school was 79 millions in 1973-74. Thus the non-school going children numbered 39 millions made up as follows:—

Age-group 6—11	12 millions
Age-group 11—14	27 millions

3.32. Statewise figures of enrolment in the Age-groups 6—11 and 11—14 and the percentage coverage of the population in the corresponding age-group during 1973-74 are given in Appendix III.

3.33. It is seen that for the age-groups 6—11 and 11—14 the number of States/Union Territories arranged in order of the percentage enrolments to total population in the age-groups is, as follows:—

Age-group 6—11 84%	All India percentage	Age group 11—14 36%	All India percentage
Above 90%	11	Above 70%	3
84% to 90%	4	60% to 69%	4
80% to 83%	3	50% to 59%	5
70% to 79%	6	40% to 49%	6
60% to 69%	5	35% to 39%	2
50% to 59%	1	30% to 35%	5
	—	20% to 29%	4
	30	Below 20%	1

3.34. It is seen that for the age-group 6—11 the percentage in 15 States/Union Territories are below the all India percentage of 84 per cent. The percentages in 6 States/Union Territories are even below 60 per cent.

3.35. For the age-group 11—14 the percentages in 10 States are below the all India percentage of 36 per cent. The percentages in 5 States are even below 30 per cent.

3.36. The strategy for the achievement of the goal of universal primary education during the next 10 years or so consists of the following three point programme to be implemented by the State Governments:

(i) Universalisation of school facilities

School-less villages are to be provided with schools within easy distance, and incomplete schools to be made full-fledged. The findings of the Third All-India Educational Survey will be utilised in this connection.

(ii) Part-time Education

For the children who do not come to school because they are either working or helping the parents in their work, part-time classes at the time convenient to them are proposed to be started. Nomadic children are proposed to be provided with schooling facilities through peripatetic teachers.

(iii) Non-Formal Education

For other non-attending children, non-formal education is proposed to be organised utilising radio and T. V. where applicable. This group will largely be made up of children for whom schooling facilities are not available within easy reach.

3.37. In view of the uncertainty in the provision of funds a phased programme cannot be drawn up at present for increasing enrolment from year to year. However, the Minimum Needs Programme proposed for the Fifth Plan aims at 97 per cent coverage, for the age-group 6—11 and 47 per cent for the age-group 11—14. If these targets are achieved in full then 100 per cent coverage can be attempted in the Sixth Plan for the age-group 6—14.

3.38. It was stated during evidence that Multiple entry lays great stress on non-formal education. For this purpose, programmes have been drawn up for each State and separate allocation has been made

in the minimum Needs Programme not only for additional teachers and other facilities but also for incentives. Unfortunately even the first year's results for the Minimum Needs Programme have been much below the original targets. Therefore, it was feared that the targets may not be reached as anticipated originally. For this purpose, the Ministry of Education had recommended the establishment of a separate Bureau for Elementary Education at the Central level for Central direction and supervision but unfortunately, due to financial constraints funds have not yet been allocated for creating this Bureau. It was hoped that in the coming years, the amount of Rs. 1 crores included in the Fifth Plan for strengthening the School Division would be operated upon, because it went along with the Minimum Needs Programme.

3.39. The principle of multiple entry is being implemented from 1974-75 and being supported by normal education. This principle was implemented in Tamil Nadu earlier.

3.40. It has been stated that the NCERT has assisted the Uttar Pradesh Education Department in 1974 in trying out a pilot project for non-formal education at the school stage; in a selected area of one of the hilly regions (Bhowali/Bhimtal). The duration of the project was expected to be not more than six to eight months. The State Department has prepared the survey plans and proformas.

3.41. The Committee are concerned to note that out of 118 million children in age group 6-14, the non-school going children numbered 39 millions i.e., more than one-third of the total children in this age group at the end of the Fourth Plan period. The Committee note that the Minimum Needs Programme proposed for the Fifth Plan aims at (97) per cent coverage for the age group 6-11 and (47) per cent for the age group 11-14.

3.42. The Committee also note from the percentage enrolments to total population in the age groups 6-11 and 11-14 that out of 30 States/Union Territories the percentages for the age group 6-11 are below the all-India percentage of 84 per cent in the case of 15 States/Union Territories, the percentages being even lower than 60 per cent in the case of 6 States/Union Territories. For the age group 11-14 the percentages in 10 States/Union Territories are below the all-India percentage of 36 per cent, the percentages being even lower than 30 per cent in the case of 5 States/Union Territories. While there can be no two opinion regarding universalisation of elementary education in all the States/Union Territories, the Committee would like to lay special emphasis on the magnitude of the problem in those States/Union Territories where much lee way is to be made

and the necessity for taking concrete and special measures to bring up those States at least to the all-India level.

3.43. The Committee are disturbed to note that even the first year's results for the Minimum Needs Programme have been much below the original targets and that the targets may not be reached as anticipated originally. The Committee have been informed that the establishment of a separate Bureau for Elementary Education has been proposed at the Central level, for central direction and supervision as per the National Programme of Minimum Needs but funds have not yet been allocated for the purpose. The proposed machinery will be set up when the position improves.

3.44. The Committee are concerned at the delay in allocation of funds even for the nationally accepted Minimum Needs Programme. The Committee need hardly emphasise the need for strengthening the machinery at the Centre for central directions and supervision of the programme of universalisation of elementary-education.

3.45. The Committee attach the greatest importance to imparting of education to children, particularly in the age group of 6-14 for they represent the future of the country. The Committee consider that after 25 years of the adoption of the Constitution, the minimum that can be done by way of achieving social objective is to see that no child in the age group of 6-14 is denied the facility of receiving basic education which would provide him with an intelligent basis for further development and contribution to the country. In this context, the Committee would like Government at all levels to pay special attention to the problem of 39 million children in the age group of 6-14 who represent 1/3rd of the total children's population in this age group, who are not at present getting any education in schools.

3.46. The Committee note that Government have evolved a multi-faceted programme of non-formal education, through television and radio programmes, through part-time peripatetic teachers who would specially look after education of nomadic children etc. The Committee would, in particular, like Government to pay special attention to villages which do not have a single school, so that these facilities can be established on priority basis.

3.47. The Committee would also like to be apprised of the result of the pilot project for non formal education stated to have been carried out in a selected area of one of the hilly regions in U.P.

and the details of the strategy evolved for effective implementation on an all-India scale.

3.48. The Committee feel that Government should face this challenge and convert it into an opportunity for bringing about radical improvement in the contents and scope of curricula of the new primary schools to be opened so that meaningful education is imparted to children, especially to those coming from the weaker sections of the society.

E. Higher Secondary Education

3.49. The Government have stated that in order to link education with productivity which is the need of today and to improve the quality of education, the Education Commission recommended educational reconstruction by introducing a broadly uniform pattern of 10 plus 2 plus throughout the country and reorganising curricula at all stages of education. This recommendation was accepted by the Government of India as formulated in its National Policy on Education. It was also accepted by the Central Advisory Board of Education. In pursuance of this recommendation, the various State Governments are examining the possibility of restructuring their education system. Some of the States such as Andhra Pradesh, Karnataka, Kerala have already introduced the 10 plus 2 pattern in their States, while some others are in the process of doing the same. As far as the Central Government is concerned, the Central Board of Secondary Education, which is an autonomous body set up by the Government of India, has also decided to introduce the new pattern of education starting with class IX from the academic session beginning in May, 1975. Under the new scheme, two distinct stages have been visualised, one upto class X and the other upto class XII, both forming part of school education. For the first stage, i.e., upto class X, a comprehensive course of general education for all children without any diversification of studies is being provided while at classes XI and XII, diversified education coupled with vocational education is being provided. At the secondary stage, class X will be terminal for some and preparatory for higher studies for others.

3.50. The Central Board of Secondary Education have drawn up a detailed scheme of studies for classes IX and X in respect of the schools coming under their purview. The detailed courses of studies for classes XI and XII are under preparation and are expected to be ready long before 1977 when Class XI under the new pattern will start.

3.51. Referring to difficulties stated to have been experienced by Maharashtra due to lack of funds especially in the rural parts with regard to introduction of work experience, the representative of the Ministry stated during evidence:

“I could very much go along with the demand of more funds. And as far as the experiment of work experience is concerned, I would like to say that this is a concept, which has started to be implemented only very recently and therefore the situation is not at all satisfactory. I would agree with you that a great deal remains to be done. I would still say that what they are doing in Maharashtra is a better example. Therefore we have to improve a great deal in this particular field”.

3.52. It was stated during evidence that this new scheme has already been introduced in Kerala, Andhra Pradesh, Karnataka and Maharashtra. They themselves have drawn up the new syllabus. Other States like Himachal Pradesh have requested NCERT to frame a syllabus for them. It was further stated during evidence that Maharashtra was proceeding ahead with the new scheme. They required additional funds. As far as academic side was concerned they have introduced new syllabus and are going ahead with the 10 plus 2 pattern.

The witness added:—

“The main reason, I would say, is the slow speed with which the various State Governments are changing over from the existing pattern of higher secondary system to the new system. They want to be a little careful. Some of the States are slower than the other States. The southern States of Andhra, Karnataka and Kerala have gone ahead with full speed and Maharashtra and Gujarat have followed suit, West Bengal and Jammu and Kashmir have also agreed but some States have set up committees to examine this and they are watching performance in these States”.

3.53. Regarding the steps taken to modernise education, the representative of the Ministry stated that the NCERT has developed books for the entire school curriculum and teacher guide books. It has also developed keys for teaching science, right from the primary stage to the middle one. It has also developed audiovisual aids and film strips. With the help of these materials a very detailed pro-

gramme of interacting with the States was being carried out for developing materials and teaching methods. Summer schools by both the Centre and States are held in a suitable manner for giving orientation to teachers in the new teaching methods. Pre-service education of teachers was also thought of. The National Council of Teacher Education has been established in 1973. It has not only once so far. It will be making a detailed report on the improvement in teacher education.

3.54. A Central Committee has been established for drawing up a new curriculum from the point of view of giving a new kind of orientation to education as such, which includes work experience and problem oriented teaching, so that education does not remain entirely bookish but problems of health, nutrition, population, pollution etc., are brought within the framework of the curriculum. This curriculum will become the basis for discussions all over the country amongst teaching community concerned with secondary education. It was hoped that in about six months time a curriculum which would have the consensus of the whole country behind it would be evolved. Thereafter a new syllabus will be framed and new types of teaching material etc., will be prepared by these many agencies. Mass media will have to be brought into the picture. The SITE experiment at television system will be utilised for training teachers as also students. This will reach 2400 villages.

3.55. It was hoped to teach a lot of science *viz.*, physics, chemistry, biology etc., without a laboratory by taking the students for field work and by performing simple experiments with simple materials. These efforts, it was hoped, would solve some of the difficulties but in India with a very large number of schools and teachers it was certainly a stupendous problem and would take many years to solve.

3.56. The representative of the Ministry stated that the required funds were lacking. Before the Scheme of 10 plus 2 was introduced, schools should be equipped, teachers should be trained and text books should be made available. The conclusion arrived at after consultation with the State Governments was that as a first step there should be a Central Scheme at least for quality improvement schemes which get guaranteed funds.

3.57. For introducing vocationalisation in all the schools during the Fifth Plan period about Rs. 100 crores would be required, if the two year course were to be done satisfactorily. Only Rs. 10 crores

were given. Therefore a limited scheme covering a thousand schools only out of 50,000 in the country was being launched, at the rate of 3 schools in each of the 350 districts.

3.58. The Committee note that in pursuance of the recommendations of the Education Commission made as far back as in 1966, Government have thought of evolving of a broad pattern of education of 10+2+3. The Committee note that the size and nature of the problem of switch over from 11+3 pattern of education to 10+2+3 is of gigantic nature and the Ministry of Education have been trying to evolve a consensus to facilitate its implementation. The Committee understand that the system of 10+2+3 has been introduced so far in Andhra Pradesh, Karnataka and Kerala only and some progress in this behalf is being made in Maharashtra. Other States are stated to be examining the possibility of introduction of the scheme. The Committee understand that numerous difficulties are being experienced in the implementation of this new pattern.

3.59. The Committee have been given to understand that the Central Board of Secondary Education has decided to introduce the scheme from May, 1975, starting with Class IXth in Delhi.

3.60. They also note that the curriculum as well as the text books therefor are being gone into by a Committee and that Government expect that a consensus on the subject would emerge towards the end of the year. The Committee feel that as this recommendation of change over to the new pattern has been there for the last 9 years, it should have been possible during all this time to work out in detail the curriculum, the text books therefor, the equipments and other supporting facilities required, try them out on pilot-basis in selective schools in most of the States, evaluate the results along with State Educational authorities and then extend it in a phased manner so as to win the confidence of the people and academicians.

3.61. The Committee would like to be informed of the precise progress made in evolving the curriculum and text books therefor, as in the opinion of the Committee these constitute the essential prerequisite for implementing this programme in a purposeful manner.

3.62. While appreciating the challenging nature and size of the problem, the Committee cannot but stress the need for making a most careful, well prepared and well coordinated approach in this important matter.

3.63. The Committee note that for introducing the new methods of problem oriented teaching, a massive programme of teacher training and reorientation is required. The Committee have been informed that a very detailed programme of interacting with the States has been carried out for developing materials and teaching methods, and that summer schools at both the Centre and the States, are being held in a suitable manner for giving orientation to teachers in the new methods. The Committee also learn that a National Council of Teacher Education has been established in 1973 to report on improvement in Teacher education. It need hardly be stated that the success of the new pattern of education depends entirely upon the dedication and skill which the teachers bring to bear on educating their charges. The Committee realise that the magnitude of the task is great. At the same time, teacher orientation is vital if the new pattern is to achieve the desired results. It is a challenge to the organising capacities of the authorities and sense of dedication of the teachers and their eagerness to improve their professional skills. The Committee trust that concrete and concerted efforts would be made to effect the necessary reorientation in the teachers.

3.64. The Committee feel that in opening new schools high priority should be given to areas, particularly in backward regions and States, which are not covered at present. The Committee have no doubt that while introducing the new proposed pattern of 10+2 in schools, authorities would keep in view the special requirements of rural areas and reflect them suitably in the curriculum to underscore its relevance and enhance the capacity of students to make contribution to developmental efforts.

F. Higher Education

(i) Programme for Improvement:

3.65. Referring to the number of strains and stresses in the system of higher education in India, the University Grants Commission in their Annual Report, 1972-73 have observed *inter alia* as follows:—

- (1) Much of higher education, particularly at the undergraduate level, both in academic and professional courses, is not relevant to the needs, abilities and aptitudes of the students and to the needs of India's developing economy. Lack of congruence between the courses offered by professional faculties in the universities and the needs of the nation is highlighted by the non-availability of middle-level professional personnel (e.g. doctors and engineers), needed in rural and backward areas.

- (2) The present system of higher education is generating much waste and stagnation. The failure rate at the first degree level is above 50 per cent; 70 per cent of students in arts and commerce and more than 40 per cent of students in science courses are placed in the third division in the postgraduate examinations. This raises serious doubts about the well being of the university system in the country, and is explained partly by the system of teaching, learning and examinations prevailing in the country.
- (3) The growth rate of enrolment in University level courses has outstripped the growth rate in the national economy, leading to dilution of standards in institutions and a disturbing and growing incidence of unemployment among educated.
- (4) Good teaching has generally gone by default.
- (5) The backward areas and communities and students hailing from them have not had any appropriate opportunities for higher education.
- (6) About 90 per cent of the students in our universities and colleges are in the arts, science, commerce and law courses and 90 per cent of them are in the affiliated colleges, Colleges, specially with small enrolment and those situated in the backward areas cannot provide a meaningful curriculum to students.
- (7) There is urgent need for improving the quality of postgraduate education and research both in the universities and colleges.

3.66. The Government have stated that the following programmes have been undertaken by the University Grants Commission for the improvement of present educational system:—

- (1) Attempts are being made to re-structure courses of study so as to make them relevant to local and regional needs including those of rural areas and also introduce work experience as part of college education.
- (2) The Commission is implementing a programme for the improvement of Science Education in selected colleges. It has also been decided to introduce similar programmes for humanities and social sciences. The details of the programme are given in the next para.
- (3) The Commission is initiating coordinated programmes for development of postgraduate education.

- (4) The Commission has circulated to all the Universities and colleges in the country a 'Plan of Action' for examination reform for implementation.
- (5) Efforts are being made to develop collaborative and interdisciplinary programmes of courses and research involving several departments.
- (6) A beginning has been made to provide direct support for research in Universities and also to build up the necessary infrastructure required for sustained research.
- (7) Programmes have been initiated to check the growth in enrolment in formal education and to divert a considerable proportion of students to benefit from correspondence courses, evening classes and part time courses.
- (8) The Commission has recently circulated a note to the Universities on the criteria, guidelines and pattern of assistance to autonomous colleges. An autonomous college would enjoy freedom in framing its courses of study, devising its methods of evaluation, the conduct of examinations, its principles of admission, its procedures for selection of teachers, etc. This would encourage experimentation with desirable educational ideas and initiate a process for broadening the frame work of courses and instruction to make them more meaningful and relevant in the context of local/regional requirements for skilled workers.

3.67. It is noticed from the Annual Report of U.G.C., 1972-73 that the College Science Improvement Programme (COSIP) was initiated in 1970-71 in order to bring about a qualitative improvement in the teaching of sciences in predominantly undergraduate colleges and to initiate a process of continuous experimentation and self renewal. The Programme was implemented at two levels namely (1) Selected colleges and (2) in selected University departments with a view to initiating a process of improving the teaching of some selected subjects in all the colleges affiliated to that University. The institutions selected under this programme have an opportunity to revise syllabi and examination methods and to introduce better methods of teaching, reduce formal class room teaching and make science instruction more meaningful and more relevant. The college can devise special projects to bring about necessary upgrading and modernisation of courses of study in their special subjects and to organise suitable short-term courses in selected areas to enable the teachers to teach effectively the subjects included in the revised syllabi. An attempt has also been made to produce necessary text

materials, question banks, laboratory guides and to design new experiments and fabricate some items of equipment required for demonstration and laboratory work. A College Science Improvement Programme newsletter published by the Department of Biological Sciences, Madurai University with the support of the Commission, is disseminating information relating to college science programme in the universities and colleges. The National Science Foundation, USA, has associated itself with this programme and has made available services of a few consultants for short periods. It is proposed to initiate a similar programme of enrichment in the teaching of the humanities and social sciences in a year or two.

3.68. The Committee feel that the most important issues in higher education are the one highlighted by the University Grants Commission in their Report of 1972-73:

- (a) Much of higher education, particularly at the undergraduate level, both in academic and professional courses, is not relevant to the needs, abilities and aptitudes of the students and to the needs of India's economy.
- (b) The present system of higher education is generating much waste and stagnation, which is also explained by the system of teaching, learning and examinations prevailing in the country.
- (c) The growth rate of enrolment in University level courses has outstripped the growth rate in the national economy, and also led to dilution of standards in institutions.
- (d) The backward areas and communities and students hailing from them have not had any opportunities for higher education.
- (e) Need for improvement of quality of education in affiliated colleges which cater to 90 per cent of the students in the arts, science, commerce and law courses.
- (f) Need for improving the quality of post graduate education and research both in universities and colleges.

3.69. The Committee feel that Government, the University Grants Commission and the Universities should pool their knowledge and experience in order to evolve meaningful and practical solution to these issues of vital importance.

3.70. The Committee would like to point out that the students of Indian Universities have won high acclaim and place of honour in all parts of the world and this should hearten our educationists:

that our standards are second to none. But what is required is improvement of general standard of students, so that a larger percentage make the grade of excellence and go out of the portals of the Universities imbued with zest for self-education and improvement throughout their lives. The Committee stress that this aspect should be borne in view while going into the question of effecting improvement in higher education.

3.71. As is well known there are Universities in this country whose standards are accepted and recognised all over the country. It should not be difficult to analyse in detail their good features so that these could be incorporated with advantage in other Universities so as to improve their standard.

3.72. The Committee would, in particular, like to bring to notice the problem of standard of education in Colleges, particularly those in backward areas, so that concerted efforts are made to bring them upto the requisite standard.

(ii) *Restructuring of Courses*

3.73. Regarding the specific steps taken for restructuring of courses of study so as to make them relevant to local and regional needs, the representative of the University Grants Commission stated during evidence that the University Grants Commission has been appointing from time to time review committees. These committees make an assessment of the state of the development of the subject, the facilities available from our universities and colleges to offer these subjects, suggest remedial model syllabi which could be suitably adopted by the universities and also the facilities that are required for providing the optimum level of instruction. They also indicate the possible future lines of growth in the subject concerned.

3.74. Asked whether there was a time bound programme, the representative stated that "this is a continuous process. We do not have any time bound programme but we have special panels who also suggest necessary modifications that are required to make it effective. In these panels invariably local people from different regions are taken in different disciplines". He added that the restructured courses will be introduced in a few places with the beginning of the next academic year.

3.75. The Committee note that one of the important elements in the new pattern of higher education is the restructuring of courses of study so as to make them relevant to local and regional needs; and that special panels of the University Grants Commission are suggesting necessary modifications in the courses to make them

effective. The Committee are, however, concerned to note that there is no time bound programme and that the restructured courses will be introduced only in a few places from the beginning of the next academic year. The Committee would like to emphasise the need for a time bound programme for implementation of the restructured courses by all the Universities. The Committee would also like Government to ensure that details regarding the progress of implementation of the new pattern of education are given in the Annual Reports of the Ministry and the University Grants Commission.

(iii) Correspondence Courses and Evening Classes

3.76. The Government have stated that even though the Education Commission had recommended that by 1986, the enrolment in institutions of higher education should be about 8 per cent of the relevant age-group (as against about 3.5 per cent, which is the present position), it has not been considered desirable to allow the expansion of higher education to remain unchecked. This is partly because persons with University Degrees are unable to find employment, which they consider to be their due, and partly because the existing resources are not adequate to provide higher education of requisite standard to all those who wish to seek it. It would be extremely risky to allow standards of higher education to become diluted because of inadequacy of funds.

3.77. Since for the reasons mentioned above, institutional expansion of higher education has to be regulated, it is necessary at the same time that the Constitutional directive of providing equality of educational opportunities is borne in mind. For persons belonging to backward regions or backward strata of society, and for those who are too poor to pursue higher education on a whole time basis and thus avail of the opportunities of increasing their knowledge and improving their chances of vertical mobility, it has been the policy of government to encourage Correspondence Courses, and similar other ways of acquiring higher education.

3.78. Even in the field of Technical Education Government, on the recommendations of the All India Council of Technical Education, have assisted Engineering Colleges, to start part time courses for Bachelor Degrees as well as for the Associate membership of Institutions of Engineers, for Diploma holders in Engineering. Many serving technicians have taken advantage of this facility for improving their knowledge, as well as promotional prospects.

3.79. Education by Correspondence has appeared primarily as an adjunct to the regular programme of education in Indian Universi-

ties. Starting with the University of Delhi in 1962-63, Correspondence course facilities are now provided in 12 Universities.* Proposals from some more universities are under consideration. The existing facilities cover undergraduate and post-graduate courses in Humanities and Social Sciences as also teacher education and the coverage of students is in the range of fifty to sixty thousand every year. Besides correspondence courses, universities are also providing facilities for students to appear in examinations through private study. There are also evening colleges which prepare students for degrees and diplomas. All these have contributed in some significant measure to provide for non-institutional education and to check the growth of enrolment in formal education. The annual rate of growth of enrolment at university level which was 12 per cent at the beginning of the Fourth Plan has dropped to 8 per cent by the end of 1973-74.

3.80. The Government of India have also under their consideration a recommendation of the University Grants Commission to establish a National "Open University".

3.81. The Union Public Service Commission have asked the Government to consider the feasibility of holding the National Merit examination which will be open to all candidates including those who have appeared privately.

3.82. The question of delinking degree with jobs is also under consideration.

3.83. The question of enrolment in centres of correspondence courses depends mainly on demand from students. By and large students prefer to join regular courses. In recent years, some universities have also permitted students to appear privately.

3.84. The University of Delhi introduced correspondence courses for B.Sc. Group (A), but this has now been discontinued owing to lack of sufficient demand. The University Grants Commission is in favour of the introduction of correspondence courses for Science and Technical subjects.

3.85. The proposal for introducing correspondence courses at the post-graduate level is under the consideration of Delhi University. Recently the University Grants Commission has finalised guidelines for the introduction of correspondence courses at the undergraduate and postgraduate levels.

*The Universities of Delhi, Rajasthan, Mysore, Meerut, Madurai, Bombay, Punjab, Andhra Pradesh, Himachal Pradesh and Srivenkateswara, Punjabi University and CIEIL, Hyderabad.

3.86. The Committee are glad to note that facilities have been given for acquiring education through correspondence courses, evening colleges and private study and that there have been a consequent check on the growth of enrolment at university level which led to dilution of standards.

3.87. The Committee attach great importance to the facilities of higher education being made available to young persons coming from weaker sections of society who because of economic constraints have to take up employment at a young age, but have the capacity and the capability and the desire for higher education. The Committee feel that the most pragmatic and practical approach would be to afford facilities and opportunities to these young students to appear in the University examinations either as private or correspondence course students.

3.88. The Committee are constrained to point out that while a beginning in the Correspondence courses was made as early as 1962-63, this facility has so far been provided by not more than 12 Universities and that they between themselves have been able to cover 50,000 to 60,000 students a year only.

3.89. The Committee would like the University Grants Commission and the Government to specially analyse the reasons for this slow progress and see that the leading Universities in all parts of the country provide the facility of Correspondence course and that the range of courses covered by them is expanded so as to cover subjects in demand, particularly those which would improve the professional skills and prospects for advancement.

3.90. The Committee stress that the arrangements for checking up answers and providing guidance to students should be continuously improved, so that the students who avail of Correspondence courses do not suffer qualitatively as compared to regular students.

3.91. The Committee also note that Government have under consideration establishment of a National "Open University". The Committee consider that education is a continuing process for all men at all ages and would therefore welcome opportunities being given to all to improve their intellectual attainments and cultivate fresh skills through the proposed University.

(iv) Staff Student Ratio

3.92. It has been stated in the Annual Report (1972-73) of the University Grants Commission that growth rate of enrolment in uni-

versity level courses has outstripped the growth rate in national economy. This has resulted in the dilution of per capita investment in higher education and therefore, in the dilution of standards in institutions in which facilities are stretched to the breaking point in order to accommodate increase enrolments. This has also created an ever-widening gap between the out-turn of universities and the absorbing capacity of the national economy which in turn results in growing incidence of unemployment among the educated.

3.93. For a variety of reasons, good teaching has generally gone by default. Efforts made to improve the faculties of universities and colleges have not always been commensurate with the needs of the situation. This process has continued for two decades now and this vicious circle has to be broken somewhere.

3.94. The staff student ratio between 1952-53 and 1972-73 in colleges is given below:—

Year	Enrolment	Staff	Staff student ratio
1952-53	4,39,305	25,533	1 : 17.2
1962-63	10,82,666	66,370	1 : 16.3
1967-68	19,18,972	1,03,180	1 : 18.6
1972-73	30,94,000	1,49,900	1 : 20.6

3.95. Two decades ago there were a little more than 25,000 teachers in university level institutions but their number increased to about 1,50,000 in 1972-73. This increase, however, has not resulted in any increase in the staff student ratio. During 1971-72 the staff student ratio was 1 : 46.8 in commerce, 1 : 40.5 in law, 1 : 23.8 in arts, 1 : 18.7 in science and between 1 : 5 and 1 : 10 in the professional faculties.

3.96. Government have stated that the staff strength of educational institutions should be adequately provided for to meet not only the teaching responsibilities of the teachers but also for ensuring adequate contacts between teachers and students outside the academic hours, in particular, for promoting extra-curricular, social service and nation building activities. Subjects to availability of funds, it has been the constant endeavour of Government, at all levels of education, to improve the teacher-student ratio.

3.97. The Committee note that the overall teacher student ratio in colleges has increased from 1 : 17.2 in 1952-53 to 1 : 20.6 in 1972-

73 and that in particular disciplines, it is very high. For example it is 1 : 46 in commerce, 1 : 40 in law, 1:23 in Arts, etc. The Committee have been informed that subject to availability of funds, it has been the constant endeavour of Government at all levels, to improve the teacher-student ratio. The Committee would like to underline the importance of having adequate number of qualified teachers to cope with the ever increasing enrolments in the colleges and to work with dedication and a high sense of professional responsibility in developing the intellectual attainment of the student. The importance of personal human contact between the teacher and the student for imparting a meaningful education to the student needs no emphasis. This will also minimise the incidences of student unrest. The Committee, therefore, recommend that Government should take steps to improve the teacher-student ratio in the interests of the integrated development of the students' personality and skills as also to enable better rapport between the teacher and the student.

3.98. The Committee would also like an analysis of the teacher-student ratio to be done subject-wise and University-wise so that concerted action could be taken to improve the position on priority basis, where called for.

3.99. The Committee feel that apart from the mere stress on numbers, what is of crucial importance is the quality of teachers. While we have numerous schemes for training of teachers in schools, there does not appear to be a well thought out scheme for teachers working in higher educational institutions. The Committee would like Government/University Grants Commission to give this matter their serious attention and evolve a concrete scheme which would ensure that the quality of teaching in Colleges and Universities goes on continuously improving in the interest of making the contents of education relevant, stimulating and abreast of latest developments. Teachers should spare no efforts to encourage the students so that their full potential and personality are developed for better service to the Community.

3.100. Another idea which the Committee would like to commend is entrusting these teachers with co-curricular responsibilities which would bring them closer to the students and help in the development of a better rapport.

3.101. The Committee feel that it is of utmost importance to attract and retain persons with high academic qualifications and aptitude to work in institutions of higher education. While Government have been taking continuous interest in the matter of revision

of scales of pay of teaching staff, the Committee feel that it is time to recognise the importance of providing adequate avenues of promotion to brilliant men of outstanding ability who show their mettle and worth to rise to positions of higher responsibility at a comparatively young age, so that their services are retained and their enthusiasm harnessed to improve academic standards. The Rules of selection/promotion should not be unduly weighted in favour of seniority but merit should find fuller recognition.

(v) Research

3.102. The University Grants Commission, in their annual Report (1972-73) have stated that at present there are 30 centres of advanced study, 17 in science subjects and 13 in humanities and social sciences. Such centres have enabled the departments concerned to strengthen their teaching and research which in turn have given them recognition as focal points of excellence in the subjects concerned. These centres have attracted meritorious students and research workers from India and abroad.

3.103. It has been represented to the Committee by an eminent educationist that though "large funds have been spent on scientific research and defence establishment, etc., Universities have been starved of funds and they have not received even 5 per cent of the total resources for scientific research. University's share of funds for scientific research should be made at least 20 per cent. Only then the Universities will be able to produce youngmen of the right calibre.

3.104. It has also been represented to the Committee by educationists that more than 50 per cent of the University/colleges are not equipped for advanced study and research work but at the same time they are carrying out such studies and offering master's and doctoral degrees. This dilutes the quality of higher education. Therefore, such facilities should be centralised and restricted to 12-15 All-India Institutions.

3.105. During evidence, the representative of the Ministry stated that the money allocated for Research and development is rising in our country during the last 10-15 years. i.e. about 0.69 per cent. Out of this, educational institutions get a poor share indeed. The Central Advisory Board of Education have urged that more allocation should be made to universities.

3.106. It was stated during evidence that there is inadequately of support for research both in the Universities and in the colleges

engaged in post-graduate instructions. There are limited resources at the disposal of the University Grants Commission. Direct support for research was provided as far as possible for individual teachers' programmes, small research projects which a group of teachers can undertake and also to development activities. Last year 250 research projects were accepted for science subjects and 100 for humanities and social sciences.

3.107. Asked whether it will not be more useful to pool facilities for advanced research in some prominent universities and institutions regionwise and to create departments of excellence rather than to try to equip highly each and every department in each and every University, the representative of the University Grants Commission stated during evidence:

"We have to recognise that in the vast educational system we have here all the universities and university departments have not developed to the same extent. They are in different stages of growth and development. Naturally the kind of assistance that has to be given has to be related to the level of growth each of these departments has reached. This obviously involves a selective approach. It has been the policy to build up such institutions."

He added:

"Presently we are requesting the visiting committee consisting of academicians drawn from different universities to go and visit at least three or four universities within a state so that they could co-ordinate and develop facilities and discourage unnecessary duplications. This would result in providing certain specialised facilities in selected institutions within a State and three or four universities together in the State would be able to offer a wider spectrum of facilities for advanced study and research."

3.108. It has been stated in the Annual Report of University Grants Commission (1972-73) that the universities continue to experience difficulties of lack of foreign exchange in respect of major items of equipment, not indigenously available.

3.109. The representative of the Ministry of Education stated during evidence that the allocation of foreign exchange was Rs. 1.12 crores for 1970-71, Rs. 76 lakhs for 1971-72, Rs. 1.25 crores in 1972-73 and Rs. 1.31 crores in 1973-74. The provision for 1974-75 was Rs. 1.50 crores.

3.110. The representative of the Ministry of Finance stated that unfortunately the requirements of the Ministries and Departments as well as the public sector undertakings and private industries could not be met in full because of difficult foreign exchange position for the last several years. But to the maximum extent, it has been their endeavour to meet the most urgent requirements.

3.111. In 1971-72, the allocation made was Rs. 76 lakhs. How this was to be divided was to be settled between the Ministries of Education and the University Grants Commission. The actual utilisation was Rs. 70 lakhs. For 1972-73, the final allocation made was Rs. 1.25 crores out of which Rs. 1.10 crores was utilised. In 1974-75, Rs. 1.70 crores was allocated.

3.112. Asked regarding the allocation of foreign exchange to the universities for science equipments etc., the representative of the Ministry of Education stated during evidence as follows:—

“The amount at the disposal of the Ministry of Education is shared by various institutions. There are various requirements of very high-level IITs, other engineering institutions and so on. The activities of research design and development of those institutions have to be met from this allocation. It is true the allocations have been increasing. In 1972-73 from Rs. 80 lakhs it went upto Rs. 120 lakhs approximately. For 1973-74 the provisional allocation was Rs. 70 lakhs, but our actual figures show Rs. 1,31,00,000. For 1974-75 it is Rs. 1,70,00,000 as mentioned by the Department of Economic Affairs. The requirements are much larger, and we would request that, consistent with the overall priorities, as much as possible should be allocated to us—more than this level.”

3.113. Explaining the difficulties in the way of full utilisation of the allocation for foreign exchange the representative of the University Grants Commission stated as follows:—

“The main question is about procedure. Withdrawal of the delegation of powers for using the foreign exchange is one of the reasons for the delay in the full utilisation. Secondly, another condition laid is that, by and large, no major equipment can be imported. The exchange is available only for replacement of spare parts and acces-

sories. Sometimes universities want to have new equipment. Every time we cannot make out a special case. These are the two reasons as far as University Grants Commission is concerned."

3.114. From the memorandum received from the Vice-Chairman of the University Grants Commission it is seen that—

"From the studies it has been found that the facilities available for advanced study and research in the universities are highly unsatisfactory. The biggest bottleneck is non-availability of equipment for teaching and research at under-graduate as well as post-graduate and research level. A big programme for manufacturing science equipment and maintenance of repair facilities for science equipment in universities and colleges is highly necessary."

3.115. Stating the position in the matter, the representative of the University Grants Commission stated that recent study has revealed that some of the instruments in the universities have not been well looked after. It was proposed to take advantage of the facilities available for repairs in the regional centres of the Council of Scientific and Industrial Research.

3.116. The Committee note that although the money allotted for Research and Development is rising in our country for the last 10—15 years, the educational institutions continue to get a low share out of this allocation and that the Central Advisory Board of Education have urged that more allocation should be made to universities for research work. The Committee need hardly emphasise the importance of research work done by teachers and scholars in the universities. They urge that allocation of more funds should be made to the educational institutions for the purpose.

3.117. The Committee note that the University Grants Commission are taking steps for co-ordination and development of facilities for research, by providing for specialised facilities in selected institutions within a State, to enable three or four universities in a State to offer a wider spectrum of facilities for advanced study and research. The advantage of pooling of such facilities and avoiding duplication and waste due to fragmentation of facilities for research and post-graduate studies cannot be over-emphasised. The Committee hope that the proposed coordination would be effected expeditiously.

3.118. The Committee note that there has been persistent demand from universities that they should be given a greater share of research assignments. The Committee feel that with the development of centres of higher education in many universities, they are second to none in the matter of availability of talent and facilities to undertake research as is being done in other parts of the world. The Committee feel that in allotting projects of research to institutions, the claims of universities should receive fuller and detailed consideration so that they do not feel left out. The Committee also feel that the universities can help the process of rational allocation of assignment by better co-ordination amongst themselves in order to identify areas, type and the nature of the assignments which can be appropriately handled in various departments of the Universities. If this information is made available in a co-ordinated and purposive manner to the Ministries of Defence and Science, the Committee have no doubt that they should take this into account while allocating projects.

3.119. The Committee would also like to suggest that for undertaking research in new fields and directions Government should also consider involving the universities in these projects so that the existing resources and the talent of young and promising scientists and technicians can best be utilised to the advantage of the country.

3.120 The Committee have been greatly concerned to note that the University Grants Commission in their report for 1972-73 had expressed in categorical terms the acute difficulties which are being experienced by the Research Institutions and Departments under the Universities, colleges etc. in obtaining equipment, particularly imported equipment. The Committee find that the allocations of foreign exchange to cover the import of new equipment including spares etc. for research institutions under the Universities were only of the order of Rs. 1 to 1.70 crores. While the representatives of the University Grants Commission and the Ministry of Education pointed out the inadequacy of the allocation, the Ministry of Finance have brought to the notice of the Committee that even this amount was not fully utilised. The Committee are given to understand that there are several procedural difficulties being experienced in this regard. The Committee would like the Ministry of Education/Ministry of Finance/University Grants Commission to thoroughly go into the matter to evolve a workable procedure and allocate adequate foreign exchange so that the research efforts in any department of the universities/colleges etc. do not feel hampered on this account.

3.121. There is also the imperative need for ensuring that the existing equipment is maintained in perfect working condition. The

Committee are concerned to note that the maintenance of equipment leaves much to be desired. They stress that the Universities should take the help of the laboratories under the Council of Scientific and Industrial Research and other well-known institutions so as to have proper and firm arrangements for servicing and maintenance of equipment.

(vi) *Amenities to Students*

(a) *Hostels for Students*

3.122. The University Grants Commission, in their annual Report (1972-73) have stated that the need for residential accommodation for students is indicated by the fact that hostel facilities are becoming scarce year after year and on an average only 1 in 10 students studying at a university level course has a chance of securing a hostel seat. Right from this inception the University Grants Commission has been assisting the universities and colleges to provide more hostel accommodation but the proportion of students in the hostels does not register any significant increase in view of the regular annual increase in the number of university level students.

(b) *Non-resident Student Study Centres*

3.123. The scheme of non-resident students study centres and students homes were initiated primarily to provide facilities for study to day-scholars during their leisure hours. These homes have facilities for 100 students and provide rack space for 5000 books. The University Grants Commission's share towards each student home is limited to Rs. 1 lakh or the actual cost whichever is less.

3.124. The Study Centres supported by the Commission are intended to meet the requirements of students in congested towns where facilities for quiet studies are generally meagre. So far only 91 study centres have been set up in different parts of the country.

3.125. Asked about the facilities and amenities provided to the students of the Universities by the University Grants Commission, the representative of the Government stated as follows:

"Within the resources available with the Commission (UGC), the Commission provides certain amenities to the students in the universities and colleges in addition to which we call 'the students' aid fund'. We provide a limited amount to each college and university for providing assistance to

students to pay their examination fees or other facilities. We are also providing money out of this for their *daily transport*. Among the students' amenities programmes, we have tried to provide them *hostel facilities*. But the magnitude of the problem is so high that within the existing resources, it may be more or less very difficult to provide hostel accommodation to 20 per cent of the students. The UGS's share would be about Rs. 125 crores. Recently, we have not been able to provide hostel accommodation to the students due to national emergency. There has been a ban on construction of educational buildings. According to Government, these institutions are treated as non-functional building. If we want to construct a library or a hostel for providing it to universities and colleges, we cannot do it because there is a ban on construction of buildings.

In the case of the Central University, whose maintenance we are directly concerned with, we have advised practically all the universities to run their messes on co-operative basis..... It is our responsibility to maintain them properly. Earlier, whatever students used to pay, out of that money, they used to pay to the mess staff. Now, they have taken over this responsibility for their payment for which norms have been fixed according to the students. To that extent, now the students have been relieved of the additional expenditure on the mess."

3.126. Asked regarding the hostel facilities provided to the scheduled castes and scheduled Tribe students by the University Grants Commission, the representative of the Ministry stated that:—

"As far as our Commission is concerned, we have said that 20 per cent of the seats must be reserved in the hostels for scheduled castes and scheduled tribes and the under privileged. Because, even if the Scheduled Castes students gets scholarship from the Ministry of Home Affairs or from the State Governments, there is difficulty in regard to hostel accommodation. We have said that in all the new hostels constructed by the UGC, 20 per cent seats should be reserved for Scheduled Castes and Scheduled Tribes."

(c) *Scholarships*

3.127. The main schemes under which scholarships are given by the Government of India to the Indian Students for study in India are the following:

- (1) National Scholarships Scheme which has been in vogue since 1961-62 and under which 15000 fresh awards were given in 1974-75 for post-matric studies on merit-cum-means basis.
- (2) National Loan Scholarships Schemes under which 20,000 fresh awards are made every year to enable talented but economically weaker students to complete their education at the post-matric level on merit-cum-means basis.
- (3) Scheme of National Scholarships to the Children of Primary and Secondary School Teachers under which 500 *fresh awards* have been given every year to the children of school teachers on merit-cum-means basis to enable them to pursue higher education.
- (4) Scheme of Scholarships at the Secondary Stage for *Talented Children from Rural Areas* under which 10,000 scholarships (at the rate of two for each Community Development Block) are given to the talented children from Rural Areas with a view to achieving equalisation of educational opportunities and to provide a fillip to the development of rural talent.
- (5) Scholarships for study in approved residential secondary schools under which 500 awards are made annually on the basis of merit-cum-means with a view to helping the talented children whose parents have low income and who are otherwise unable to avail themselves of the opportunity of reading in residential/Public schools.
- (6) Scholarships to students from Non-Hindi speaking States for Post-Matric studies in Hindi, under which about 1,850 awards are made annually to encourage the study of Hindi in non-Hindi speaking States.

3.128. The schemes No. (1) to (4) above are administered through the State Governments, whereas the schemes No. (5) and (6) are administered directly by the Ministry. In the former case, the disbursement of the scholarship amount is made through the State Governments for which funds are placed at their disposal in advance; in

the latter case the payment of the scholarship amount is made directly by the Ministry of Education.

(b) The Government of India has since decided to revise the rates of scholarships under National Scholarships Scheme. The revised rates of scholarships which have been made effective from 1-7-74 are as follows:

	(in Rupees)	
	Revised rates of scholarships	
	Day scho- lars	Hostellers
(1) Pre-University Course and I. A. /I.Sc./1st year of 3 years B. A./B. Sc./ B. Com. etc. course	50	75
(2) B.A./B.Sc./B.Com.etc. (2nd and 3rd year) course	75	110
(3) B. E/ B. Tech./ MBBS/LL B/B. Ed.	100	125
(4) M.A./ M. Sc./ LL. M./M.Ed.	100	125

3.129. The University Grants Commission, in their annual report (1972-73) have stated that enrolment of postgraduate and research scholars is increasing year after year from 1969-70 to 1972-73, enrolment increased from 1,46,804 to 1,93,464 at the post-graduate level and from 12,474 to 16,720 at the research level. Scholarships and fellowships available with the Commission for encouraging meritorious students and for promoting necessary thrust and diversity of research in specialised fields are too few to meet the requirements of the Universities and colleges. Because of the inadequacy of resources and other priorities, the Commission has not been able to provide such facilities to the meritorious scholars who need financial assistance to continue their studies. In respect of the post-matric scholarships granted to the Scheduled Caste/Scheduled Tribe students, the representative of the Government stated during evidence that the expenditure on such scholarships has increased from Rs. 50—60 crores in the Fourth Plan to Rs. 200 crores in the Fifth Plan and the number of recipients of such scholarships was increasing by 15 per cent per annum. He further stated that the only criterion for getting these scholarships was that the student must be studying in the college and must have satisfied the income criterion i.e. their income should not be more than Rs. 750/-. When the attention of the representative of Government was drawn to the late disbursement of these scholarships which resulted in great hardship to the students who in certain cases, had even to discontinue their studies for

want of funds, he stated that the Government always tried their best to see that these scholarships are disbursed in time by the State Governments and the students are not put to any hardship. He agreed to the suggestion that the delay in the disbursement of such scholarships may be because the State Governments are not compensated for the *administrative* expenditure involved in the disbursement of such scholarships.

3.130. The Committee are glad to note that the Government have revised upwards the rates of scholarships under National Scholarships Scheme since July, 1974. The Committee feel that scholarships are the most important means to provide opportunities to the meritorious but poor students to pursue their studies. According to the Government's own analysis, the scholarships and fellowships available for encouraging meritorious students and for promoting research are too few to meet the requirements of universities and colleges. The Committee would, therefore, like the Government to give priority to this project and increase the number of scholarships appreciably.

3.131. The Committee find that the scholarship schemes carry only 15000 awards for post-matric studies on merit-cum-means basis. They recommend that with a view to provide more opportunities to promising children, particularly those coming from working class families in urban areas, landless labour in rural areas, weaker sections of society, Scheduled Castes and Scheduled Tribes and others, the number may be increased progressively. The Committee also suggest that with a view to give a direction to post-matric education, weightage may be given in subjects which are of greater developmental importance.

3.132. The Committee are happy that Government have taken the initiative of awarding scholarships at secondary stage for talented children from rural areas and that 10,000 scholarships at the rate of 2 for each Community Development Block are being given. The Committee would like an evaluation of this scheme to be made at an early date and the number of scholarships to be increased so as to give full scope for development of talents from the rural areas where more than 80 per cent of our population reside.

3.133. The Committee also attach great importance to the generation of interest in post-matric studies in Hindi by students drawn from non-Hindi speaking States in the interest of national integration. They note that at present only 1850 awards are being given annually. The Committee would like an evaluation of the present

scheme to be made in full consultation with educational authorities of non-Hindi speaking States so as to improve the scheme and make it attractive to get promising scholars in this area of vital national importance.

3.134. The Committee understand that there have been cases of delay in the disbursement of scholarships particularly the scholarship meant for Scheduled Castes and Scheduled Tribes candidates and that such delay in the disbursement of scholarships sometimes results in the discontinuance of the studies by the recipients for want of financial assistance in time.

3.135. The Committee feel that the Central Government should study this problem in depth and devise ways and means to ensure that such scholarships are disbursed by the State Governments in time or in the alternative set up their own machinery for disbursement of scholarships because the whole object of the scheme is defeated if the money which is allocated for this purpose does not reach to the beneficiary in time.

G. Wastage and Stagnation in Education ✓

3.136. The available information regarding the percentage of failures in school examinations at different levels, as furnished by the Government is at Appendix IV.

3.137. The percentage of failure in the High School examination is above 50 per cent. The Department has stated that from this, one cannot conclude that failure rate in each subject is that high. Usually failure rate for each paper is small but when "pass" or "fail" is declared on a cumulative basis (i.e.) a candidate must pass in all subjects to obtain the S.S.C. certificate, the rate of failure is high. The new examination scheme proposed envisages only giving of grades in each subject without any overall pass or fail in the S.S.C. examination.

3.138. As regards drop-outs only a rough estimate can be made. For purposes of estimation, the Ministry of Education uses the figures of enrolment in each class with the full knowledge that these do not represent cohorts of children of given-age-groups. The drop-out rate as assessed for the middle school level Statewise is given in Appendix V. It is noticed that the drop-out rate at the Middle School stage in India is 24.8 per cent, although in the States the

rate, varies from nil to 67.6 per cent. It is seen that the drop-out rates are very high in the following States/Union Territories:—

Arunachal Pradesh	67.6%
Orissa	42.8%
Andhra Pradesh	39.3%
Bihar	36.2%
Lakshadweep	34.4%
Tamil Nadu	33.7%

Reliable figures are not available for the primary stage.

3.139. The University Grants Commission, in their Annual Report (1972-73) have stated that the present system of higher education is generating much waste and stagnation. The failure rate at the first degree level is about 50 per cent; 70 per cent of students in arts and commerce and more than 40 per cent of students in science courses are placed in the third division in the post-graduate examinations.

3.140. The pervasiveness of this huge wastage and stagnation is explained partly by the irrelevance of much of higher education to the needs and abilities of students and their environment and partly by the system of teaching, learning and examinations prevailing in the country.

3.141. During evidence, the Secretary of the Ministry, expressing his views on wastage and stagnation in the educational system, stated as follows:—

3.142. "We broadly agree that there is considerable wastage...." Regarding the steps taken to reduce wastages, the Secretary stated that among other things there was examination reform. He added—"The idea is that from class 1 to 5, there should be no failures, and there should be the ungraded system. That has been recommended to State Governments. If this is followed everywhere, every child will be able to go upto class 5 without any failures. In the subsequent stage, classes 6 to 10, among other items of examination reform, we have in mind introduction of the internal assessment system, then curricular reform which would include relation to environment and relevance to the needs of the society. At the university stage, again we have internal assessment in mind: the semester system, more frequent examinations. If a student does

not pass, he does not have to wait for one year. In that again we de-emphasise annual examinations.”

3.143. It was also stated during evidence that the reasons for wastage were academic, economic and social. Most of the strategies and programmes in the Fifth Plan were designed to tackle both the academic aspects, such as making curricula relevant, making education more meaningful and interesting etc. Secondly, incentives of various kinds have to be provided for the backward and weaker sections of the community.

3.144. The Committee note that it has been generally agreed that wastage and stagnation constitute an unfortunate feature of our educational system at all levels. The single largest factor responsible for this wastage and stagnation is the large number of “failures” and drop-outs. According to the analysis of the Government, the percentage of failures in the high school examination is above 50 per cent and at the first degree level also it is about 50 per cent. At other levels also, the position is no better. The average drop-out rate of students at the middle school stage in India is about 25 per cent. The Committee have been informed that the reasons are academic, economic and social. The Committee need hardly emphasise the necessity of taking concrete and realistic steps to reduce this tremendous drain of youth potential and national investment by improving the quality of education, extensive introduction of non-formal education, and also introduction of examination reforms at a very early date.

3.145. The Committee feel concerned to note that the percentage of failure at the middle stage in certain States such as Arunachal Pradesh, Orissa, Bihar, Andhra Pradesh, etc. is very high. The Committee feel that this should receive serious consideration of Central Advisory Board at the Centre and they should assist the State and the Educational Authorities to bring about an improvement in this behalf.

3.146. The Committee feel that the high percentage of drop-outs from the main stream of education is a matter of very serious concern to society. The Committee would like Government to analyse in detail the reasons therefor and take remedial measures at all levels to bring down this percentage. Elsewhere in the Report, the Committee have suggested multi-level entry system in education. The effort should be that if after some lapse of time a ‘drop-out’ wants to rejoin an educational institution, he may not be denied this facility.

H. Educational facilities in rural and backward areas

3.147. Asked about the educational facilities in rural and backward areas, the Government have stated that of the total number of High Schools in the country more than 60 per cent are in rural areas.

3.148. The educational facilities, proposed to be created during the Fifth Plan, will primarily benefit the backward Communities and weaker sections of the population. Provision has also been made for the establishment of Ashram schools in tribal areas.

3.149. The University Grants Commission in its 'Guidelines' communicated to the Universities for preparation of Fifth Five Year Plan proposals (1974-79), has laid emphasis on the need for special facilities to be provided for backward areas, and for special efforts to be made towards removal of regional imbalances, by creating opportunities for higher education for under-privileged sections of society and also for under-developed areas in each region.

3.150. A number of measures have also been taken by University Grants Commission to provide educational facilities for backward areas and underprivileged sections of society in affiliated colleges. There are at present over 4,000 Colleges in the country of which nearly 60 per cent have only less than 500 students per institution. Many of them providing instructions in Arts, Science and Commerce courses have been started in backward regions of different States. In order to help colleges to provide educational facilities for the under-privileged sections of society, the Commission has been relaxing the eligibility conditions for assistance like minimum enrolment and minimum number of teachers.

3.151. Special programmes for the students of Scheduled Castes and Scheduled Tribes have also been included in the programmes. Besides, the Commission has decided that where colleges are assisted to construct hostels for students, 20 per cent of the seats therein would be reserved for students belonging to Scheduled Castes and Scheduled Tribes. The UGC has also from 1974-75 onwards decided to reserve 10 per cent of the Research Fellowships awarded by it to students belonging to Scheduled Castes and Scheduled Tribes.

3.152. Asked regarding the trend in concentration of universities in the bigger metropolitan complexes, the representative of the U.G.C. stated during evidence:—

“Education is a state subject and the entire responsibility of starting new universities is a State function. Any State

can establish any university it likes. It need not even consult the U.G.C.

A survey must be done from the beginning before the State Government desires to establish a new University. U.G.C. should be associated with the survey so that local factors do not come in. In spite of this, UGC has power only under section 12A not to declare it as being fit to be a University and deny grants unless they fulfil certain conditions.

3.153. Asked whether guidelines could be issued that a bigger town with a university already may not be given a second university unless a backward area gets a university, the witness stated that the proforma laid down by the U.G.C. implicitly took care of the above point. He added:—

“When the U.G.C. assess the requirements of the universities of a particular State for the plan period, they will make a recommendation whether some more postgraduate centres are required to be set up in the State. They will take an over all view of the State without being influenced by local pressures. About colleges we have done some study. We find out whether after excluding the pre-university, a college is a viable unit with 400 students. In 1971-72 out of 3370 more colleges, unfortunately 1853 are non-viable. Because they are all scattered over. It is in view of this that we have said to all State Governments that, before they start, they should have a proper survey done whether there is need or not. The main thing is that they may have a college at one place but they should attract students from nearby villages. For that, the facilities of hostels and some scholarships have got to be provided. The non-viable colleges should become viable.”

3.154. The Committee note that 60 per cent of the High Schools in the country are in rural areas and that the educational facilities proposed to be created during the Fifth Plan will primarily benefit the backward communities and weaker sections of the population. The Committee would like Government to prepare a strategy for augmenting educational facilities in the rural areas and ensure its timely implementation. The Committee recommend that education for youth in rural areas should have a rural bias and should aim at teaching vocational skills to help them make appropriate adjustments in their vocations and enable them to benefit from new opportunities for employment/self employment.

3.155. The Committee note that emphasis has been laid for creation of special facilities for higher education to be provided for backward areas and for making special efforts to remove regional imbalances. The Committee also note that the University Grants Commission have been relaxing the eligibility conditions for creation of colleges in backward regions. The Committee hope that greater emphasis would be laid on opening of new colleges in backward areas so as to provide for the development of the youth of those areas who have remained neglected so long. The Committee urge that there should be a deemphasis on opening of more colleges in metropolitan areas so that the available resources are utilised for a more balanced development of rural and semi-urban areas.

3.156. The Committee note that there are as many as 1853 colleges which are non-viable. The Committee recommend that the problems of these colleges, particularly those which are located in backward areas should receive special attention and studied in depth. Concrete measures should be taken to improve the standard of teaching and range of courses to attract more students, and to make the colleges not only viable but worthy to be reckoned as reputed institutions of acceptable standard, so that the students passing through them suffer no handicap.

CHAPTER IV

EXAMINATION SYSTEM

A—Examination Reform

4.1. The Resolution on National Policy on Education which was adopted by Parliament in 1968 states as follows regarding examinations:

“A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at ‘certifying the quality of his performance at a given movement of time.’”

4.2. In regard to the progress made in the matter the Department of Education has stated that the University Grants Commission has circulated to all the Universities and Colleges in the country a ‘Plan of Action’ for examination reform for implementation.

4.3. It has been stated that there is a general agreement by the various* Committee and Commissions which deliberated about the examination system that the need for reform arises due to the following factors:

- (a) Examinations have come to dominate the educational process, passing them is deemed more important than acquiring any education.

*Illustrative list of reports in which examination reform has been dealt with

Report of the Secondary Education Commission, 1952. Report on Examination Reform, 1962, University Grants Commission.

Report on Standards of University Education, 1965, Report of the Education Commission, 1966. Examination Reform in Central Universities, 1969, U. G. C.

Report of the Committee on Examination Reform University of Indore, 1969.

Principles and mechanics of the semester system, 1971, U. G. C.

Report of the Committee on Examination, 1972, NCERT.

- (b) External examinations, in particular, encourage selective study and cramming.
- (c) The marking of the scripts even at the best public examinations is hurried and superficial.
- (d) There is an increasing use of "unfair" practice.
- (e) Examination reform has become crucial to all progress and has to go hand in hand with the improvements in teaching.
- (f) The most sound educational procedure would be to allow teachers of various courses to evaluate the performance of their students in accordance with the objectives they had set before themselves.

4.4 In spite of the large area of agreement and the pressing need of examination reform it has been stated that not much headway has been made in this direction. Some of the reasons for the slow progress are stated to be:

- (a) A large body of teachers and educational administrators is not yet fully conscious of the subjectivity, unreliability and lack of validity of the examinations as conducted today. On the other hand an alternative system has not been clearly spelled out before them.
- (b) Since sessional or continuous assessment measures a number of essential abilities (such as drive and capacity for hard-work, motivation, quality of imagination, intuition and speculation, leadership and team-work, skilled use of hands etc.) which a terminal examination or an achievement test does not measure, such assessment must be shown on the grade sheet separately.
- (c) The "standard" of every institution is ultimately governed by the standard of education imparted by it. In this sense every university or college has to maintain and defend its own standard. This implies that the name of the institution or college where a candidate has studied should be mentioned on the diploma or degree or grade-sheet issued to the candidate.
- (d) If the award for a degree or diploma or examination depends on the performance of a student in a number of courses these courses should be delinked from each other.

so that if a student has failed to make the grade in a particular course he may not be penalised in other courses due to this failure. The delinking of courses in this manner will allow movement of students, if necessary, from one institution to another, and from one type of study to another.

- (e) The performance of students must be assessed over well distributed intervals of time so that a course which is completed in a year or a semester must come up for examination at the end of the year of the semester, without having to wait for the "final" examination.
- (f) The performance of students cannot be measured so accurately and so unambiguously as to be recorded in marks; and since the standards of judgement for various subjects are also different students must be awarded grades and not marks, at the examinations and assessments. ('A' may stand for distinguished performance such as may be expected from not more than a few per cent of students; 'A' may stand for very good—or the top, one quarter of students in a normal class; 'B' for satisfactory; 'C' for poor; and 'D' for unsatisfactory).
- (g) Examinations to determine the terminal performance of students in a course or towards a degree, or measures of achievement should be distinguished from entrance examinations (which may partly be aptitudinal and predictive) to either service or other courses of study. This implies that institutions preparing students for certain degree should hold examinations/assessment as an integral part of their teaching programme. On the other hand, if the number of applicants for admission to an institution exceeds the number of seats, the institution should hold its own entrance examination/tests so that the fitness of a student for the particular course may be judged on a common basis.
- (h) A National examination in various subjects at the Bachelor's level must be conducted by a Central authority, on a purely voluntary basis. The examination could be designed to test creative thinking and comprehension of subject matter, so as to serve as a national index of performance and achievement of students at large and of various institutions. The examination ought to be con-

ducted in all the regional languages and English and it should use a modern syllabus, and the best techniques of paper setting, evaluation and processing of raw scores. A certificate carrying a grade should be issued to only those participants who achieve the higher grade. The examination should be open to everyone who wishes to take it.

- (i) In order to provide an opportunity for further study to those who fail to gain admission to any institution, correspondence courses should be widely organised, and courses should be run by the "open university" so that one who so desires may get a degree by appearing at the examinations conducted by such a university, or national board even without formalities of enrolment of attendance.
- (j) The University Grants Commission should make it obligatory on all colleges and universities to supply it with complete information about examination papers and question banks. This information must be evaluated with respect to the standard of education reflected in it. The analysis may be supplied to the institutions concerned so that remedial action may be taken if necessary.

Operation of Reforms

4.5. The University Grants Commission has recommended that the above reforms should be put into practice by the Unitary Universities.

4.6. As regards the affiliated universities, the Commission have recommended that these reforms should be applied at the undergraduate level. These Universities should also adopt suitable measures to supervise the "internal assessment" of students by the teachers, referred to in (a) and (e) under the above para.

4.7. A Report entitled "Examination Reform—A Plan of Action" was circulated by the University Grants Commission in August, 1973, to all the Universities for implementation of recommendations contained therein. The University Grants Commission had selected the following 12 Universities for implementing the "Plan of Action" for examination reform:

(2) Aligarh Muslim University, Aligarh.

(2) Andhra University Waltair.

- (3) M.S. University of Baroda, Baroda.
- (4) Punjab University, Chandigarh.
- (5) Gauhati University, Gauhati.
- (6) Rajasthan University, Jaipur.
- (7) Jadavpur University, Jadavpur.
- (8) Poona University, Poona.
- (9) Saugar University, Saugar.
- (10) Mysore University, Mysore.
- (11) Madras University, Madras.
- (12) Calicut University, Calicut.

4.8. All the above twelve Universities except the Madras University appointed their own examination reforms committees and formulated plans of action on examination reform. The implementation of various reforms of examination suggested above are at different stages in these 11 universities.

4.9. Apart from Jawaharlal Nehru University and Institute of Science, Bangalore, which had introduced internal assessment and grading on their own, progress in regard to examination reforms has been made in only 6 other universities (other than the 12 selected universities) viz., Dibrugarh, Kerala, Madurai, Sambalpur Sardar Patel and Saurashtra Universities. This is particularly so in regard to internal assessment. The Roorkee University has also implemented most of the recommendations of the University Grants Commission regarding examination reforms. The Agricultural Universities in India have already adopted the semester or trimester system of examination.

4.10. It is noticed that the progress and manner of implementation of recommendations made by University Grants Commission on Examination Reform in regard to "Internal assessment", question Banks and "Grading system" in 12 universities selected by University Grants Commission and nine other universities mentioned in the preceding para, is at different stages. For example, the percentage of total marks of different courses of study set apart for sessional work and written examination differ in these universities. Similarly, the faculties and the levels of study at which such examination reforms have been introduced also differ in different universities. Some of these universities have adopted the 'semester sys-

tem" while others have yet to adopt it. The concept of "question bank" has not so far been adopted by these universities. However, some of them are making preparations for its introduction from the next academic year. No time limit has been set by the University Grants Commission for implementation of the recommendations on Examination Reform by the Universities.

4.11. It has been stated that four Zonal Work shops, which were organised in 1974 (July to November) discussed problems relating to examination reforms. Their recommendations are proposed to be circulated to the Universities. The University Grants Commission also has an Examination Reform Unit to advise the Universities in this regard. There is also an Examination Reform Implementation Committee, consisting of eminent scholars and scientists to review the progress from time to time.

4.12. It was stated during evidence that in connection with examination reform, considerable work has been done for many years past. The representative of the Ministry stated:

"At the school stage we have, among other things, the item of examination reform. The idea is that from class 1 to 5, there should be no failures, and there should be the ungraded system. That has been recommended to State Governments. If this is followed everywhere, every child will be able to go upto class 5 without any failures. In the subsequent stage class 6 to 10, among other items of examination reform, we have in mind introduction of the internal assessment system, then curricular reform which would include relation to environment and relevance to the needs of the society. At the University stage again we have internal assessment in mind, the semester system, more frequent examinations. If a student does not pass, he does not have to wait for one year. In that again, we deemphasize annual examinations."

4.13. Asked to elucidate the system of internal assessment and to specify the safeguards provided to make the system of internal assessment of students, fair and unbiassed, the representative of the Ministry stated during evidence:

"Various Committees which have considered the system of examinations have specifically recommended that ultimately we should come to accept the internal assessment as the form of complete assessment. It means that the

teachers concerned must evaluate their own students, and in doing so, they would also be evaluating themselves; as a result the examination will become part of a teaching-learning process, rather than examination by an external agency, located somewhere.

I would say that the introduction of the internal assessment for all examinations and for all the classes will be a phased one. Phasing is necessary because teachers themselves have not had this responsibility for a number of years. They do not know how such an assessment is to be done, and as such, some reorientation and training of teachers would be required. This system requires only two safeguards, one, that it should be based on some concrete performance rather than on some imaginary impression of a student, and two, it should be known to the students; and right from the beginning, he should be able to know what the internal assessment is going to be. We have experienced no difficulty wherever this has been done.

It would be difficult for teachers to misuse this owing to prejudices if the material of assessment is made available in the class and it can be compared with that of other students. Misuse and favouritism can be found out."

4.14. The new pattern of education under the scheme of studies for Secondary School course for classes IX and X under the new 10+2 pattern has been decided to be introduced by the Central Board of Secondary Education in Class IX from the academic session beginning 1st May, 1975.

4.15. In accordance with the spirit of the curriculum, the scheme of evaluation and assessment has been modernized and simplified as follows with a dual purpose in mind i.e. to improve both the quality of testing and the standards of teaching.

- (1) Continuance evaluation of the students growth by the teachers themselves, has been provided in certain areas. Besides being continuous the assessment will be internal in respect of the third languages, work experience, community service, health and physical education. In these areas the stress will be on promoting interests and growth of the students rather than certifying their achievement at this stage.

- (2) The results will be declared in terms of grades on a five-point scale instead of marks and divisions in the past. At the end of secondary school examination, subject-wise grades will be awarded. Hence the practice of adding up marks of different subjects and giving a single cumulative division has been done away with. Under this scheme no candidates will be declared pass or fail. It is hoped that this significant change in the system of examination will help the students and teachers to identify interests and opportunities and help them in choosing their carriers without being affected by the achievements in other subject areas. This would also create a sense of optimism among the students and encourage them to find their own place in the society in accordance with their suitability rather than being stigmatized as pass or fail.

4.16. Asked about the steps taken to eradicate the malpractices in examinations, such as copying, leakage of question papers, favouritism shown in the marking of answerbooks etc., the representative of the U.G.C. stated during the evidence as follows:

“One of the remedies for this mass copying and other ills is the idea of question banks. The idea is that a particular course would have a large number of questions covering the whole course. These questions would be available, every teacher would have them. Even the students can see them. At the time of examination, some mechanism would be worked out as to how the questions should be answered. The students will be sitting next to each other. There is no question of copying. The questions would be framed in such a way that the students who do not have the comprehension of the subject earlier would not be able to answer. He much have understood the subject. Then, the question of cheap notes and other things would be eliminated. This system of examinations reforms also includes the system of initial assessment, semester system, seminars, supervisory studies and so on. The advantage of the semester system, some of the Universities have done it, is that the course will be spread over different periods. At the end of each semester, apart from the initial assessment there will be an examination. If you have done a particular course, and you do not have a good grade you would have the opportunity to do it at the end, which will not be much later than the earlier semester. Vacations and other things will be

short periods, at regular intervals. The teachers would have enough time for preparation and other work. The idea is to have one examination at the end of one year or in two years. This is a continuous process and the examination will be at intervals of definite periods."

It was further stated that all agricultural universities and Jawaharlal Nehru University had got the semester system. The Delhi University was having both the systems; the semester system was followed in the case of some post-graduate studies.

4.17. The Committee note that a number of Committees and Commissions which have gone into the system of examinations at various educational levels, have found the present system defective and have emphasised the need for examination reform. In the report of the Education Commission (1964-66) it has been stated "The crippling effect of external examination on the quality of work in the higher education is so great that examination reform has become crucial to all progress and has to go hand in hand with the improvements in teaching". The Government of India Resolution on National Policy on Education (1968) has also stated that "the major goal of examination reforms should be to improve the reliability and validity of the examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time". The Committee regret to note that in spite of the need for examination reform having been emphasised since 1952, no concrete steps have been taken to reform the system in the country. The Committee feel that if the system of examination had been reformed, one of the major causes of student unrest would have been largely removed.

4.18. The Committee note that in May, 1973, the University Grants Commission circulated a Plan of Action for examination reform. The Plan of action places emphasis on a system of internal assessment of performance of students as an integral part of the teaching process, based on the principle that those who teach should also examine. The Plan of Action also recommends semester system for assessment of performance over well distributed intervals of time. This plan has also suggested the constitution of a Question Bank every year, consisting of a large number of questions, covering the whole course which will be made available to the students and from which questions will be set for the examination. This purports to remedy mass copying and other ills. Further the scheme provides that students will be awarded grades and not marks at the examinations and assessments.

4.19. The Committee have been informed that 12 universities have been selected for implementing the "Plan of Action" for examination reform and that the implementation is at different stages in these Universities. In addition, a number of other Universities are stated to be in the process of implementing the recommended reform measures, and that the Agricultural Universities have already adopted the semester or trimester system of examination.

4.20. The Committee also note that at the school stage, from class 1 to 5, the idea that there should be no failures has been recommended, to State Governments. In the subsequent stages viz. Classes 6 to 10, Government have in mind the introduction of internal assessment system. The Committee also note that in the new pattern of education for Secondary School course for Class IX to X which is to be introduced from 1st May, 1975, continuous evaluation of the students progress by the teachers themselves has been provided in certain areas, and that the results will be declared in terms of grades instead of marks. The Committee would like Government to evolve a system of giving home assignments to the School Students of all classes, which alongwith class work, should be checked regularly by the teachers. It should also be ensured that parents are kept informed periodically about the progress of their wards.

4.21. There is an impression that the present system of examination does not promote the real objectives of education. It does not serve the essential purpose of testing the creative thinking and comprehension of the subject matter by the student.

4.22. The main object of the students under the present system of examination is to pass the examination somehow, obtain a good division so as to be able to secure employment, without caring to imbibe the real content of education. This system has resulted in the evil of last minute preparations and cramming by the students, mass copying, threat to examiners etc. All this underlines the need for bringing about a meaningful reform of the examination system. Since education is a continuous process, the testing of a student should also be continuous, based on a qualitative analysis of his performance throughout the year. It is also necessary that the student is kept active throughout, by introducing the system of periodical tests, tutorial exercises etc., which would make it necessary for the students to study regularly.

4.23. The Committee desire that the tutorial system should be implemented in letter and spirit and genuine academic difficulties of the students should be resolved without delay. Banks of text

books and other relevant books should be set up to enable students to borrow costly books and Centres for study for non-resident students should be set up in the colleges and universities.

The Committee consider that more emphasis should be laid on consolidation rather than expansion of the education system and evaluation of the performance of students should be built on sound lines.

4.24. The system of evaluation of the performance of the students should be such as would deemphasise more cramming faculties and induce the students to pursue his education with interest, understanding and comprehension.

4.25. The Committee welcome the steps taken to introduce the system of internal assessment, semester examination and question banks to replace the present system of examination.

4.26. The Committee would however like Government to ensure that the internal assessment is so designed as to win the confidence of the students and the willing cooperation of the teachers. Adequate safeguards should however be provided to ensure that the system is fair and unbiassed and untainted by favouritism, nepotism etc.

4.27. Under this system, the teacher plays a vital role in shaping the student, developing his character and watching his day to day progress with care and paternal interest. This system requires dedication of a high order on the part of the teachers who have to keep alert and abreast in their fields. Since the success of this system depends on the teachers, the Committee would like Government to take prompt steps for re-orientation and training of the teachers.

4.28. The Committee are concerned to note that no time limit has been set for the implementation of the recommendations on Examination Reform. The Committee need hardly emphasise the desirability of laying down a realistic time frame in this regard. They recommend that Government should keep a close watch on the working of the reformed system and review in depth the position from time to time so that timely remedial action is taken in the interest of fulfilling the underlying objective. The Committee also consider it desirable that in view of the importance of Examination Reform, the progress made from time to time should be specifically indicated in the Annual Reports of the Universities, Ministry of Education etc.

CHAPTER V

EDUCATION AND EMPLOYMENT

A. Work experience and vocational education

5.1. As stated in Chapter III, one of the important directions in the thrust of the Fifth Five Year Plan is the establishment of closer links between the pattern of education on the one hand and the needs of the development and the employment market on the other.

5.2. The main features of the thrust are introduction of work experience at all stages of education, vocationalisation of the higher secondary stage, restructuring of University courses so that the students completing their education are enable to become productive members of society, and further consolidation and qualitative improvement of programmes of technical education including expansion and diversification of training facilities for the middle level workers.

5.3. The Education Commission (1964—66) has recommended that work experience should be introduced as an integral part of education. Work experience is defined as participation in productive work in school, in the home, in a workshop, on a farm, in a factory or in any other productivity situation. Work experience is thus a method of integrating education with work and removing the existing cleavage between the world of work and the world of study. It could contribute to the increasing of national productivity. In providing work experience, every attempt should be made to link programmes realistically to technology, industrialisation and application of science to productive processes including agriculture.

5.4. The Department has stated that a number of programmes have been proposed in the draft Fifth Five Year Plan for relating education more purposefully to the tasks of economic development. Since economic development depends, to a very substantial extent, on the attitudes and skills of the people, these programmes are designed to develop among the large body of student and non-student youth, such attitudes and skills as will enable them to function as productive citizens. Some of the major programmes proposed are:—

- (i) curricular orientation to make students more capable of settling down in self employment.

- (ii) Priority to vocationalisation of higher secondary education.
- (iii) Efforts to introduce job-oriented courses for students at the University stage.
- (iv) Expansion of the programme of Nehru Yuvak Kendra to provide training in productive skills.
- (v) Expansion of farmers' functional literacy.
- (vi) Increasing utilisation of the facilities and infrastructure available in technical institutions for upgrading the skills of the workers engaged in various production activities.

B. Work experience and Vocational education at School Stage

(i) Work experience

5.5. It has been stated that curricular orientation regarding work experience is proposed to be undertaken with the purpose of inculcating among the students "such qualities as are relevant to the entire spectrum of occupations and would ultimately improve their adjustability and employability and make them more capable of setting them down in self employment."

5.6. The students will be introduced to the basic institutions such as the Panchayats and the co-operatives and the improved practices in agriculture and other rural occupations. Work experience, which will be introduced as integral part of the curriculum at all stages of education will be organised with the collaboration and the support of the local communities and, to the extent possible, by using local resources in the form of local farms and the workshops of the artisans.

5.7. It was further stated that before the scheme is introduced, schools should be equipped, teachers trained and text books made available.

5.8. As regards the programme for implementation, the representative of the Ministry stated during evidence that a great deal remained to be done. A large number of discussions and workshops involving people from all the States have been arranged. A scheme of training of teachers, which was being programmed will be implemented shortly.

(ii) Vocational education

5.9. It has been stated that vocationalisation of higher secondary education under the 10+2+3 scheme has been given a high priority.

The purpose is to provide vocational training to a larger majority of students who have completed 10 years of general education. Vocational courses of varying duration will be organised in the light of the manpower needs of the existing and the emerging occupations. Since mobility of the skilled personnel of such categories is limited, these training programmes will be launched on the basis of local skill needs which have crystallized through district and other surveys. Appropriate administrative arrangements are visualised at various levels of administration for coordinating the training effort of various official and non-official agencies.

5.10. It has been stated that the main thrust is balanced vocational education at the higher secondary level rather than vocational training in narrow skill development. Vocational education will be expanded by the State Departments of Education so as to divert at least 50 per cent of the students at the post-matriculation stage to courses other than university preparatory. Further, in case students desire to go for higher education there will be provision for transfer of credits from vocational courses to university preparatory courses and vice-versa.

5.11. As a first step, the Government of India have included a central scheme for assisting about 1000 schools in the country for introducing new vocational courses which are to be started on the basis of needs in the districts concerned. The new thinking is that while engineering and some vocational courses are already over-catered for by Industrial Training Institutes, polytechnics, teacher training institutions, nurses and other schools for para-medical personnel are run by the Medical Departments, agricultural technicians are trained by the Agriculture Departments, there are other courses which can be profitably started for which there is need. For example there are good openings for food processing industries, catering establishments, tourism, shop assistants etc. The Institute of Applied Manpower Research, the Director-General of Employment and Training and the State Labour Departments are expected to assist the district authorities in forecasting the manpower needs and to start new courses. For this purpose, the district will largely be the planning unit. An amount of Rs. 10 crores has been proposed for the scheme during the Fifth Five Year Plan. Three districts in each State will be covered by the scheme.

5.12. It was stated during evidence that there will be a separate District Vocational Education Officer in the States who should be in

touch with the employers continuously and advise regarding the number of seats and the types of courses that should be started in the Higher Secondary Schools.

5.13. The witness added:—

“Our experience in some of the States which have already started these courses, such as Karnataka is that these persons, if they are trained properly are absorbed quickly. Further we have noticed that many of these boys prefer to become self-employed even when Government jobs are offered.

We have discussed this plan with all the State Officers in the last 18 months. We have refined the scheme and after that, in consultation with the Planning Commission, it has now been placed before the Finance Ministry, and we expect shortly we will get their concurrence.”

5.14. In reply to an unstarred question, the Minister of Education and Social Welfare stated in Lok Sabha on the 11th November, 1974, that the All India Council of Technical Education had recommended that a National Council for vocational Education with corresponding bodies in the States should be established for a proper review of the vocational education programmes and their coordination. The proposal had also been endorsed by the Central Advisory Board of Education at its meeting held on 4th and 5th November, 1974. A decision, on the setting up of the National Council for Vocational Education was expected to be taken by the Government shortly.

5.15. The representative of the Planning Commission stated during evidence:—

“The scheme of vocational education has to be continuously brought in. For the technically trained manpower unless there are jobs for them in the specific vocation for which they have been trained, there is a greater frustration and loss of menoeurability. Therefore, only Rs. 10 crores have been provided in the Central Budget during the Fifth Plan for this purpose. Similarly, in the States too, there are other provisions. As we succeed, we will increase the provisions. Finance will not be a constraint so far as this programme is concerned because it is regarded as of critical importance.”

5.16. Regarding a suggestion for introduction of agriculture as compulsory subject in rural and semi-urban areas, it was stated during evidence:—

“As work, experience is compulsory and 10 per cent to 15 per cent of the school-time is to be spent on it, and since a majority of the schools is in rural areas, agriculture will be the major subject in work experience. We do not contemplate elective subjects upto the 10th class, and there will be this work experience. Therefore, it is not recommended that we should have agriculture as a subject at that level. But all the students would have agriculture, school gardening etc. as part of work experience, and they will be taken to farms and made to work as part of this. This is the present thinking on the basis of which the new curriculum is drawn as no elective subject is contemplated.”

5.17. The Committee feel that the idea of work experience at all levels of school education is both necessary and desirable in Indian conditions. The emphasis on work experience should be such as would make the student a more useful member of the family and the community after completion of his education. In a country like ours where 80 per cent of the people live in the rural areas, it is but appropriate that there should be pronounced emphasis on work experience which should include working in agricultural farms or in subsidiary occupations such as animal husbandry, dairy farming, poultry and subsidiary vocations like food processing, and other agro-based industries. The Committee would like Government to make concerted efforts so that the vision of Mahatma Gandhi who first conceived the relevance of providing work experience to school children, is at least realised in the Fifth Plan period.

5.18. The Committee would urge that close coordination should be maintained in this behalf with the State authorities who are responsible for school education and suitable assistance be given to them in the implementation of this scheme. The Committee need hardly emphasise that there should be continuous effort to improve the quality of work experience to sustain the enthusiasm of the students as also to see that the underlying objective is fulfilled in actual practice.

5.19. As regards the scheme for providing vocational courses, the Committee note that Government are laying emphasis on non-engineering vocations as they consider that adequate facilities have

already been set up for technical training. The Committee feel that the most important factor for the success of vocational training would be the selection of suitable courses which would improve employment opportunities for the successful students. The Committee note that Government are proposing to introduce these courses in three selected schools in each district with the help of a survey to be conducted by a separate District Vocational Education officer in the States to be appointed in this behalf. The Committee however note that the scheme for affording financial assistance to the State authorities for appointment of these officers is yet to be cleared by the Ministry of Finance. The Committee would like the matter to be expedited.

5.20. It is important that the survey for vocational opportunities is carried out most carefully according to well laid down guidelines. The Committee suggest that the scheme should be tried out on pilot basis before it is extended to all the districts. The Committee also stress the need for working out details of the curricula, the text books and other facilities required for introducing this scheme as also the institutions, the number of students to be taken etc. so as to achieve the best results.

5.21. The Committee note that Government are making a provision for transfer of credits from vocational courses to university preparatory courses and vice versa. The Committee consider that such a flexibility of approach is most essential in the formative years so that the students join this scheme with confidence.

5.22. The Committee stress that in the formative years close watch should be kept by the authorities both at the Centre and at the State level so that the scheme vocational training is implemented on the right lines and achieves the objectives of imparting skills to post-matric students to improve their employment potential.

C. Work experience in Higher Education

(i) *Work Experience*

5.23. It has been stated that the experience and the nature of programmes undertaken by some of the Colleges participating in the College Science Improvement programme gives enough confidence for a worthwhile work experience to be introduced to the science students in the colleges. Several programmes of opportunities for work experience and productivity could be considered in the context of the present day needs and the educational structure in our

colleges. The programmes could be developed by setting up production units within the college, linking small scale industries in the locality with educational institutions and by establishing suitable programmes with the other industries in the area. A few of the programmes are—(i) Production of educational kits (ii) glass blowing and production of glass apparatus required by schools (iii) production of sports goods (iv) Production of spare parts for bicycles, automobiles and tractors etc. (v) Production of plastic goods (vi) Servicing of electrical and electronic equipment (vii) Fine chemicals etc.

5.24. As part of the College Science Improvement Programme activities, it is also proposed to hold during the year, a few workshops for teachers who have designed and developed several items of demonstration equipment etc. for use in class room situations. These items of equipment are produced indigenously with the locally available components and serve to substitute sophisticated imported equipment.

5.25. Several Institutes including the Indian Institute of Science, Bangalore, M. S. University of Baroda, Andhra University and Institute of Technology have been engaged in design and fabrication of several items of equipment, required for their teaching and research activities and these have been designed with students participation in most cases, providing the students work experience.

5.26. However, in order to organise a planned programme of providing such work experience to students at different levels of university education and also introduce them to various activities of industrial productivity within the limitations of college resources, it would be desirable to work out a plan and identify suitable programmes which could be supported by the U.G.C., some of the programmes have been listed earlier in this note.

5.27. The essential principles that may be borne in mind in promoting projects of this type should relate to (a) providing optimum training to students with opportunities for earning, (b) production technique which would make it possible for the products to be sold with reasonable standardisation and performance and (c) encourage research and development into the processes as well as products including utilisation of local natural resources.

5.28. The University Grants Commission has since constituted an Expert Committee, consisting of representatives of industry, and National Committee on Science and Technology to examine the question of linking education, work experience and productivity etc.

5.29. The report is expected to be available in about six months time.

5.30. Regarding introduction of work experience in higher education, the Secretary of the Ministry stated during evidence "the present thinking was that it can be made compulsory in the case of science studies. In other subjects, particularly are subjects, it may have to be optional but we may think of the alternative kind of work experience such as social service for something related to that".

5.31. Elucidating the position regarding the starting of the scheme and coverage of Universities proposed, the witness stated that within the next six months or so it was hoped to finalise the scheme. It may not be possible to do it in all the Universities and all the States at the same time.

5.32. The Department has stated in a note to the Committee that in order to accelerate the space of development in educationally backward regions for under privileged sections of the society in the predominantly rural areas, the University Grants Commission is at present, with the help of an Expert Committee, working out details of courses of study at the first degree level suited to rural environment. This is expected to go a long way in providing higher education related to the individual and social needs of backward areas and the underprivileged sections of society.

5.33. Regarding a suggestion that Universities and Agricultural, Technical and Engineering Colleges should be developed as 'growth centres' in their respective regions and should involve themselves in planning and developmental activities of that region, the representative of the Ministry stated during evidence that on principle the suggestion was unexceptionable provided the academic programmes of the University were not adversely affected. As a matter of fact, this was being done in some States, for example, in the case of Agricultural Universities. It was stated that the Department of Chemical Technology, Bombay has taken some projects from industry for solving. The I.I.T.'s at Bombay, Kanpur and elsewhere also take problems of the region. Engineering College, Indore has taken the problem of public health development and irrigation problems of Madhya Pradesh. The Motilal Nehru Engineering College at Bhopal have taken problems from Heavy Electricals Bhopal for solving. Teachers were being encouraged to take up consultancy work to a great extent.

5.34. The Committee note that it has been considered worth while to introduce work experience especially for the science students, in the context of the present day needs and the educational structure in the colleges. It has also been considered feasible to develop programmes of setting up production units within the colleges, linking small scale industries in the locality with educational institutions and by establishing suitable programmes with the other industries in the area. The Committee agree that such programmes will provide the students invaluable work experience, besides giving an impetus to the economic development of the surrounding regions.

5.35. The Committee are glad to note that certain institutions such as the I.I.T., Department of Chemical Technology, and Engineering College at Bhopal have taken up projects from industry and the community for solving. The Committee feel that the experience of these institutions should be studied and lessons drawn there from should be translated for meaningful application on a wide scale to ensure that the Universities and colleges function as 'growth centres' in their respective regions, involving themselves in planning and developmental activities of the region. This will ensure that the institutions of higher learning do not function in isolation from the community, but are enabled to identify themselves with the needs of the community and contribute their share in the country's development as part of a regular programme. Besides, the rich educative experience and sense of fulfilment which the students and teachers will gain thereby would be invaluable.

5.36. The Committee also suggest that suitable weightage should be given in regard to the participation of the student in the extension activities of the Universities, while awarding the final Degree.

5.37. The Committee note that the University Grants Commission has constituted an Expert Committee to examine the question of linking education, work experience and productivity etc. and that the report is expected to be available within six months time. The Committee would like early finalisation of the report so that the programmes of work experience can be introduced as early as possible in the colleges throughout the country in order that the students may develop valuable insights into the productive process and the use of science therein and cultivate the habits of hard and responsible work and gain self confidence.

5.38. The Committee recommend that while planning the courses for work experience relating to science and industry suitable linkages should be established with the CSIR, National Laboratories, Institutes of Technology etc. to enable the students to avail of the facilities afforded by them for a more purposeful acquisition of knowledge and skills and their practical utilisation. Similarly in subjects pertaining to humanities, linkages should be established with organisations in trade and industry, to provide opportunities to students for meaningful involvement in the practical aspects of business and industry.

5.39. The Committee note that in order to accelerate the pace of development in educationally backward regions for under privileged sections of society in predominantly rural areas, the University Grants Commission is at present with the help of an Expert Committee working out details of courses of study at the first degree level suited to rural environment. The Committee hope that the courses of study will be finalised at an early date.

5.40. The Committee recommend that priority should be given for working out the courses of study suited to rural environment and for their early introduction.

(ii) Job-oriented courses ———

5.41. In connection with the creation of more job opportunities for the educated unemployed, the Committee on Unemployment have recommended as follows:—

“With the target of 5.5 per cent economic growth envisaged in the Fifth Plan, the employment opportunities likely to be thrown up by the organised sector would fall short of the increasing supply of educated manpower. It would, therefore, be necessary to promote the rapid growth of unorganised sector of the economy so as to create more job opportunities for the educated unemployed as also to foster self-employment among them. For this, the quality and content of the educational courses also need to be oriented so that the products of educational institutions are more employable and can fulfil the requirements of both the organised and unorganised sectors.

5.42. Asked what action had been taken by the Government on the above recommendation made by the Committee on Unemployment, the Secretary of the Ministry stated during evidence as follows:

"We certainly realise that the educational courses should be oriented towards that goal. As far as orientation is concerned, UGC are going into it. They have appointed specialists committees which are working out the details."

5.43. Elaborating further, the representative of the Government stated as follows:—

"We have integrated programmes which are diversified in the fields of science and commerce which lead to the creation of employment opportunities. These courses will be planned in collaboration with the private industries, trade/business organisations in their neighbourhood. The Commission with the help of Expert Committee is drawing broad outline structure of the course—first Degree—suits the needs of the urban people. The details of the work experience are also being worked out. Laboratory exercises which should be introduced as part of the curricular activities are being thought of.

In addition to these, some of the universities are also having post diploma courses. Subjects like labour law, labour relations, company law, banking and insurance, medical laboratory technology, radiology are being introduced in general education so that the students attain additional qualification and become suitable for employment."

It has been stated that the following institutions provide job-oriented optional courses:—

(b) *I. Delhi University*

5.44. The Delhi University with financial assistance from the University Grants Commission established a College of Vocational Studies with effect from 1972-73. The College provides facilities for the following subjects as part of the B.A. degree course:—

- (i) Tourism
- (ii) Book publishing
- (iii) Office Management and Secretarial assistance
- (iv) Store-keeping and Stores Accounting
- (v) Insurance
- (vi) Retailing and Trade.

11. Madras University

The University of Madras has introduced the following courses of study to be provided in colleges affiliated to it and these courses fall into the following categories:—

1. Courses leading to the B.A. Degree—five professional courses covering (i) Book Industry; (ii) Public Relations; (iii) Tourism; (iv) Corporate Secretaryship; and (v) Co-operation.
2. Post-first degree diploma courses covering Nutrition and Dietetics, Food Science and Preservation, Pre-school Education, Interior Design and Environment, Applied Psychology, Guidance and Counselling.
3. Courses leading to B.Sc. in applied sciences covering Mathematics, Physics, Chemistry, English, Applied Mechanism, Engineering drawing, Material Technology, Workshop practice, and two electives related to industry like Metal Physics, Numerical Methods, Programming, Electrical and Electronic Engineering, Semi conductors and applications, High polymers, Dynamics of machines and Strength of materials.
4. Degree of Bachelor of Journalism.
5. Courses leading to Master of Management Science.

5.45. The following Universities have approached the University Grants Commission for financial assistance for starting job-oriented courses in different subjects, like Office Management and Secretarial Practice, Applied Electronics, Industrial Management, Personnel Management, Business Management, Instrumentation, Communication, Arts, etc.:—

Jammu University.

Bangalore University.

Andhra University.

Saugar University.

5.46. Emphasising the need to devise short duration courses with practical needs in view an eminent educationist has stated as follows:—

“Our national requirements are most urgent and pressing.
If we are to over-take developing countries and this we

must so as to provide amenities of a welfare State to everyone of our compatriots, we shall have to cater to our national needs in the minimum period of time and for this purpose, short courses with practical needs in view shall have to be devised. For instance, short medical courses of 1 or 1 1/2 year duration shall have to be evolved and opportunities for gainful employment for these doctors at the governmental level shall have to be found out. Similarly in other disciplines."

5.47. In this context, another knowledgeable person has suggested to the Committee that the Universities and Colleges may be induced and motivated to start courses in different vocations, trades and technical skills like hotelliering, diploma courses in automobile engineering, painting, agriculture, architecture, computer programming, secretarial practices and such other courses. The students should be trained in such practical courses, together with sound general education in humanities.

5.48. In regard to the introduction of the short duration courses in different vocations in universities, the representative of the Minisrty stated during the evidence as follows:—

"The reaction of the Government regarding the above suggestion is definitely positive. However, I should like to submit that we would not want any duplication of courses which are already offered at polytechnic or at the Plus—2 (Higher Secondary) stage or at the Engineering College stage. That goes without saying. But about starting the courses, the main point to consider will be the question of job opportunities that existing in those particular kinds of trades and the facilities which are available in the Institution for undertaking such courses."

5.49. The Committee consider that an important need of the country is to enable the students to equip themselves with technical skills in addition to acquiring a sound general education. This will provide them a better chance for gainful employment or self-employment, than what a purely general education can do. The Committee feel that job-oriented education on the pattern of the optional courses provided by the Delhi University and Madras University is worthy of adoption by other Universities so that a considerable number of youth will acquire the necessary skills and get employed in productive occupations, instead of chasing white collared jobs of which there are not many.

5.50. The Committee would also suggest in this connection that Government may examine the feasibility of introducing short-

term courses in hotelioring automobile engineering, radio engineering, architecture, computer programming, Secretarial practice, library science, management sciences, repairs of agricultural implements etc. as part of the Degree Courses to enable youth to find gainful employment after completing the course.

5.51. As pointed out earlier, the Committee stress that linkages should be established with leading organisations in industry, commerce etc. for providing facilities for practical training and for ascertaining the available job opportunities.

5.52. The Committee also recommend that priority should be given for opening such courses in areas of acute unemployment.

D. Manpower Planning ✓

5.53. The Education Commission (1964-66) while stressing the need to pay due attention to the relationship between enrolment and manpower requirements has stated as follows:—

“If India is to achieve its targets of economic growth, it must have an adequate supply of educated specialists for each category of job to be performed. Conversely, if there is an excess of trained people in any category, it implies an imprudent use of scarce resources and also creates difficult problems of unemployment of the educated. Even from the point of view of the individual, some matching of educational patterns and job opportunities is vital. Nothing is more frustrating than to be under-qualified or over-qualified for a job, or to be unemployed because there is no call ‘for one’s qualification’.”

5.54. Commenting on the link between Education and Employment in India, the Education Commission has stated as follows:—

“In the present educational system there is no direct link between education and employment and no attempt is made even to establish an indirect link by relating the output of the educational system closely with manpower needs or job opportunities. Under a good arrangement, every graduate should be given, along with his degree or diploma, an offer of appointment as well. This offer need not be binding and it may be left open to the student, with the approval of the Government to accept another offer. Moreover, the period of the offer may also be made brief—one to three years—so as to avoid any undue hardship. But a compulsion on the State to make such an offer would be the surest guarantee that the output of the educational system is closely linked with

employment opportunities or manpower needs. It will also improve the motivation of the students, give a purpose to their education, and make them feel that the country needs them and is waiting for them. In our opinion, this change could be an important factor in raising standards in higher education and in reducing the problems of discipline to the minimum. We realise, however, that it may not be possible to do so in the present situation, when the output in some sectors far exceeds the possibilities of employment. But we should strive to move towards this goal over a period of years and we should make at least a beginning in a few selected sectors where numbers are manageable. The system of one year internship, which is now prescribed for medical graduates, is a good beginning in this direction, though there is a certain resentment against it at present on the ground that the medical profession is singled out for this compulsion. If the system were to become more widespread and made applicable to one category of graduates after another till all categories were covered, this resentment would disappear and the efficiency of the system would also improve.

If manpower planning is to be successful in the sense that there would be a trained man available for every job to be done and that an appropriate job would be available for every educated person, it is necessary to prepare an integrated plan of development with the following objects:—

- (1) to reduce the birth-rate to about half in a planned programme of 10-15 years;
- (2) to bring about a very rapid economic development in such a manner that there would be a job for every young man or woman who enters the labour force; and
- (3) to provide such education to the young boys and girls as will qualify them, by having a specific job to do, to participate effectively in the national development programme.

5.55. Such plans are needed at the national, State and even district levels. Their preparation and implementation is the responsibility of the Government—Central, State and Local. It is only in the wider perspective of such plans that the problem of educational planning can be successfully solved.

5.56. Asked whether the Government have formulated any integrated plans of development on the lines suggested by the Education Commission, the representative of the Government stated during the evidence as follows:—

“The number of jobs which will be available in the times to come, type of education to be given and the birth rate are very interally linked together. In a way the Fifth Five Year Plan is an attempt to balance all these factors. It determines the rate of growth of economy in different sectors—agriculture, industry, etc. and the number of jobs that will come. The policy of the Ministry of Education in regard to this very central question in the light of the mounting unemployment particularly the problems being faced by the educated unemployed and uneducated unemployed is based on two strategies. One is that we must obtain reliable manpower forecast and educational requirements of the working forces required at different levels. This work, it is quite obvious, will take some time. The basic problem is that the education system at it is at present brings out a number of people who are not employable in terms of the needs of economy. Though we want to see that large number of persons go into vocational courses, there are two difficulties. One is economic i.e. the required number of jobs are not available because of slow economic growth. Secondly people have come to attach much importance to degrees not only for employment but in social matters also. They do not want to take up vocational courses. They want white collared jobs.”

We do agree that population should be reduced by half in the long run and the Department of Family Planning is doing its best and I hope they will meet with success. Secondly, even if the Family Planning Programme is successful, we will be facing a large pressure from the student community and also for those who are dropping out of the educational system we have to find job and we have provided them with education. In the economic growth we have to provide sufficient number of jobs for all these people. While it is not the responsibility or the function of education to create jobs, it can create those values, attitudes and skills which will help the process of economic growth.”

“Employment is created by the economic growth and to a certain extent education contributes to economic growth. It makes an indirect contribution of creating appropriate knowledge, skills and attitudes and we are emphasising on both the attitudes and skills—vocational skills and social attitudes—but education cannot directly increase the number of jobs.”

5.57. Regarding manpower planning, Department has stated that from time to time, estimates have been made about the needs and requirements of technical education. The number of seats in Engineering Colleges and Polytechnics have been fixed on the basis of these assessments. When in 1968, it was found, that as a result of the slow pace of industrial development, Engineers and Scientists were not finding jobs, intake into technical institutions was drastically curtailed. The admission capacity is being slowly raised on the basis of estimated absorption capacity of the industry.

5.58. An attempt to forecast the manpower needs upto 1986 was, however, made for the use of the Education Commission (1964—66) by the Institute of Applied Manpower Research. A further attempt for the same purpose was made by the Planning Unit of the Indian Statistical Institute, New Delhi, in collaboration with the Unit of the London School of Economics, for economic and statistical studies on higher education. These studies were, with a view to recommending educational facilities, being broadly related to manpower needs. The Education Commission, accordingly, made use of these estimates, and recommended for consideration of Government, an enrolment policy, taking into account the estimated manpower needs for the period ending 1986. However, till now unfortunately, no appropriate assessment is available and largely the market mechanism seems to be operating and determining the demand for seats in institutions of higher learning.

5.59. The Planning Commission constituted a Steering Group on Employment and Manpower requirements for the economic development in the Fifth Year Plan period. To assist the Steering Group in their task, six working Groups were constituted to deal with Engineering, Agricultural, Medical Manpower, Teaching Scientific and Managerial Personnel. The groups estimated the following additional requirements of engineers, agricultural graduates, and post-

graduates, doctors, and graduate trained teachers during the Fifth Plan period:—

Category	Estimated requirement
1. Engineers : Degree	85,000
Diploma	1,28,000
2. Agricultural Graduates & Post-graduates	30,000
3. Doctors	39,000
4. Graduate/Post-Graduate Trained teachers	2,14,000

These estimates of requirements for different categories of manpower have been presented with suitable modifications in the light of sectoral programmes, in the Draft Fifth Five Year Plan 1974—79.

5.60. While discussing manpower requirements, the Draft Fifth Five Year Plan has noted that it will be necessary to regulate the supply of different categories of manpower through appropriate admission policy, and also to shift the emphasis from quantitative to qualitative aspects, which will enable a more meaningful assessment and development of skills to meet the requirements of different sectors and areas.

5.61. The Institute of Applied Manpower Research has been entrusted with the task of assessing the manpower requirements, particularly professional manpower, in the Fifth Plan, and based on the assessments made by the Planning Commission and the Institute, the enrolment in engineering education could appropriately be regulated.

5.62. Meanwhile it may be observed that the economic level of the country has not suffered so far on account of the inadequacy of trained manpower.

5.63. It has been stated that according to the assessment made by the Working Group on engineering personnel during the Fifth Five Year Plan, appointed by the Planning Commission, the requirements for engineers and technicians during the Fifth Plan period can be fully met from the existing facilities and even at the reduced level of admissions. Therefore the question of any further expansion in the existing facilities in engineering education has to

be examined in the context of the requirements for technical personnel in the Sixth Plan. The Government of India is also seized of this problem and it is proposed to undertake, as soon as the Fifth Five Year Plan is finalised, and a clear picture of the perspective for the Sixth Plan is available, an estimate of the manpower requirements for technical personnel. When this assessment is completed, necessary action will be taken to provide additional facilities for technical education wherever necessary.

5.64. It has been stated that two organisations connected with manpower planning are functioning. One is the enlarged Employment and Manpower Planning Division in the Planning Commission which is now responsible for coordinating manpower planning and doing all necessary work relating to policies and programmes in the manpower field. The other is the Institute of Applied Manpower Research a semi-autonomous organisation which functions outside but in close link with the Government. Its functions are to provide a broad perspective of requirements of trained manpower, to develop improved methods and techniques for training and development of the existing work force and educational preparation for employment and to maintain centres for research into manpower problems.

5.65. In addition, each State Government has been requested to set up Employment and Manpower cell for coordinating manpower planning work in the State.

5.66. The Committee are concerned to note that no serious effort has been made even to establish an indirect link by relating the output of the educational system closely with manpower needs or job opportunities in spite of the existence of two organisations connected with manpower planning, namely, the Employment and Manpower Planning Division and the Institute of Applied Manpower Research. It is imperative that the admissions to education courses, especially courses in technical education, should be related to the long term projections of the employment opportunities or manpower needs. The Committee regret to note that till now no appropriate assessment of manpower needs is available and largely the market mechanism seems to be operating and determining the demand for seats in institutions of higher learning.

5.67. The Committee do not agree that the economic level of the country has not suffered so far on account of the inadequacy of trained manpower. The Committee feel that one of the reasons for the slow rate of economic development is the failure to identify in advance the manpower requirements of those sectors of activity

which be easily developed with the help of trained and skilled manpower.

5.68. The Committee note that Government propose to undertake as soon as the Fifth Five Year Plan is finalised and a clear picture of the perspective of the Sixth Plan is available, an estimate of the manpower requirements for technical personnel. Since the education and training of technical and professional personnel take considerably long time the Committee would like the Government to take early decision in the matter as it is of crucial importance to take up manpower planning well in advance of the formulation of detailed plans and programmes of economic development. The Committee are of the view that the organisation charged with manpower planning should have the expertise to formulate manpower policy in keeping with the goals of economic development.

5.69. The Committee are greatly concerned that Government have not been able to identify in detail the manpower belonging to different disciplines and levels of skills which is required for successful implementation of the plan programmes. While some effort has been made in the case of identifying requirements of engineers, doctors, scientists etc., no such detailed analysis is available in respect of supporting manpower with intermediate and lower skills. Similarly detailed analysis of manpower for business management, accountancy, legal work and in general subjects covered by humanities has not been carried out. The Committee consider that with two high-powered institutions like the Institute of Applied Manpower Research and the Employment and Manpower Planning Division in the Planning Commission and the Planning Departments in the States, with cells in the districts, it should not be an insuperable job to work out the detailed requirements of manpower of different disciplines. This has become all the more necessary with the proposed introduction of 10+2+3 system of education which has the avowed objective of diverting 50 per cent post-matric students to vocational institutions. The Committee need hardly point out that unless the manpower requirements are determined in sufficient detail, the planning of vocational courses cannot be done on realistic lines. The Committee would like the Planning Commission and Government to realise the urgency of the problem and have these requirements worked out in sufficient detail within the next one or two years so that reliable data are available for deciding the pattern of vocational training as well as courses of education in the universities.

5.70. The Committee would also like to stress the need for the formulation of a sound educational plan for the next fifteen years,

which may remove the maladjustment between the educational system and socio-economic needs. Such a formulation should be supported by periodic appraisals so as to ensure adequate and timely remedial action.

5.71. The Committee note that with a view to planning the courses of instruction in vocational education at the Higher Secondary stage, a survey is proposed to be carried out regarding the job opportunities for particular vocations in Districts by the District Vocational Education Officer to be appointed for the purpose in every State. The survey is proposed to be carried out with the assistance of the Institute of Applied Manpower Research, D.G., E.T. and the State Labour Departments. The Committee need hardly emphasise the importance of making a correct survey, taking into account the short term and long term needs so that the students who take up vocational education in particular fields can confidently expect to be absorbed by the economy in gainful occupations.

E. Employment Opportunities

(i) *Employment Policy*

5.72. The Draft Fifth Five Year Plan, while laying stress on increasing employment opportunities in the country, has stated as follows:—

“The importance of providing adequate and increasing employment opportunities in our development programmes cannot be over-emphasised. To the extent that any Plan falls short of generating adequate employment opportunities, it will necessarily give rise to a degree of social unrest which, if allowed to grow to unmanageable proportions, could wreck the other benefits that the Plan may seek to provide.

The Fourth Five Year Plan laid stress on increasing employment opportunities and on the adoption of labour-intensive techniques to the maximum extent possible. However, it could appear that employment generation has not kept pace with the growth of labour force. The situation of unemployment among educated and technically qualified persons also continues to cause concern.

There are several factors which have contributed to this situation. The investments made in the Fourth Plan did not generate the same degree of development as was anticipated, both in the agricultural and industrial sec-

tors. The growth of employment opportunities was, therefore, naturally affected. Besides, our educational system has its own weaknesses. Our social traditions have looked down upon manual work creating a craze for white-collar jobs. On top of it all, the entrepreneurs have been shying away from less developed areas, where employment imbalance has been further accentuated."

5.73. Outlying the employment policy, the draft Fifth Plan states that the aim is to provide more gainful utilisation of the time of as many people as possible. While employment can be of two types *viz.* paid employment and self-employment the draft Fifth Plan has stressed the need to generate more self-employment opportunities to the extent possible.

5.74. The Department has stated that experience of the Fourth Plan has shown that attempts to increase self-employment would involve proper identification and motivation of suitable persons, requisite on the job or other professional training, consultancy services, and preparation of projects to support the efforts of individuals, appropriate infrastructural facilities supply of raw material and marketing arrangements and financial support from the banks, and other financial institutions with the minimum necessary involvement of Government funds.

5.75. Appropriate measures for promoting self-employment formed a part of the package of special employment programmes, during the Fourth Plan period. Under the 'Half-a-Million' jobs Programme, guidelines were issued by the Planning Commission to the State Governments to cater to the needs of large number of self-employed entrepreneurs. While different States have had varying experience in the implementation of self-employment programmes, it is possible to indicate some broad schemes as illustrative of the range of efforts which have been put in for creating opportunities for self-employment. These are broadly: infra-structural development (i.e. construction of low-cost functional industrial/commercial estates, establishment of ancillaries, promotion of agro-based industries in the rural areas, organising of industrial cooperatives, supply of indigenous machines on hire-purchase basis to entrepreneurs in the industrial sector; promotion of viable, but compact, schemes in the fields of animal husbandry, dairying, piggerly, poultry, and setting up of agro-service centres in the agriculture and allied sectors; creation of efficient and comprehensive package of consultancy services; cooperative credit societies, service cooperative, industrial cooperatives etc. belonging to educated unemployed in the co-operative sector; work of hiring and plying of trucks,

taxis, scooters etc. in the transport sector, assistance for establishment of retail shops, specially those relating to goods coming in the public distribution system, organisation of cooperatives for clearing of goods, establishment of marketing centres and marketing societies, extending technical and financial assistance to ITI diploma holders for organising servicing units for supply of indigenous machinery on hire-purchase basis to entrepreneurs).

5.76. It is felt that for any real impact to be made self-employment schemes of a large variety have to be conceived and formulated by various development departments, supported by finance and administrative arrangements; understood at State, regional and district levels, and worked out with banks and financial institutions as well as tied up with State financial organisations.

6.77. The representative of the Planning Commission stated during evidence that "there is a large number of job opportunities which have not been tapped so far and we have been concentrating on polytechnics, M.B.B.S. and on certain categories of jobs where people have now become—at the present stage of economic development—superfluous and it is this attempt to identify a large number of small jobs and to prepare the people for them at the local level that the vocationalisation of education is specifically directed."

5.78. The Committee note that the Fourth Plan fell short of generating adequate employment opportunities. The Fourth Plan laid stress on increasing employment opportunities and on adoption of labour intensive techniques to the maximum extent possible but the extent of unemployment among educated and technically qualified persons in the country also, is a matter of great concern. One of the reasons for unemployment is the craze for white collar jobs. Further, the entrepreneurs have been shying away from less developed areas, with the result that there are few employment opportunities in these areas. The Committee hope that the introduction of work experience in schools and colleges, vocational courses in the Higher-Secondary stage and job-oriented courses in the Universities would help the youth find gainful employment. The Committee consider that there is a vast scope for identifying a large number of small jobs and for preparing the youth at the local level,

through the vocational courses of education that have been programmed. But that would depend upon the pace at which the new strategy of education is implemented.

5.79. The Committee would draw attention in this connection to their observations in the Section dealing with work experience and vocational education regarding the need for providing suitable courses enabling the students to develop the values, attitudes and skills for securing gainful employment/self-employment opportunities.

5.80. As regards entrepreneurs shying away from less developed areas, the Committee have in para 2.22 of their Sixty-Ninth Report on the 'Development of Backward Areas' recommended accelerated development of infrastructural facilities to be taken up in the backward areas in the country. The Committee feel that the suggestions in the Sixty-Ninth Report should be implemented as early as possible so that entrepreneurs will be encouraged to start industries and generate employment opportunities in those areas.

5.81. The Committee note that emphasis is laid in the Fifth Plan for generation of more self-employment opportunities to the extent possible. The Committee note that the range of efforts required for creating opportunities for self-employment, covers infrastructural development, establishment of ancillaries, promotion of agro-based industries in the rural areas, organising of industrial co-operatives etc. The Committee would like Government to spell out a concrete programme of action for involving the youth in gainful self-employment by providing them the necessary facilities like financial and technical assistance.

5.82. The Committee would like Government to carry out evaluation of 'Half-a-Million' jobs programme, carried out during the Fourth Plan so that the lessons thrown up as a result of such evaluation may be used for devising suitable schemes which could make a real impact on generating self-employment opportunities.

(ii) *Intermediate technology*

5.83. The Committee on Unemployment (1973) had recommended as follows:—

"Larger employment opportunities could also be generated by adopting the types of technologies suitable for our labour

abundant economy. Care should be taken to see that the modern type of technology is not imported without reference to Indian conditions. In the selection of technology or in the modernisation of industry, the use of highly sophisticated or automated machinery should be discouraged."

5.84. Asked as to what action was taken on the above recommendation of the Committee on Unemployment, the representative of the Government stated during evidence that "The Planning Commission had appointed working group, inter-ministerial working group, which went through this recommendation and endorsed it. This recommendation is under the active consideration of the Department of Industrial Development at present."

5.85. Elaborating further, the representative of the Planning Commission stated as follows:—

"The Task Force on Employment set up by the Planning Commission has said that the traditional sector was the only sector that provided large scale employment and the capacity of the modern or modernising sector to provide additional jobs was very limited. Therefore, it should be a definite function of the education system to upgrade the skills of the traditional sector. That is why, emphasis on arts and crafts as a part of work experience in the elementary and secondary stages has come up. The Planning Commission from the earlier stages has been emphasising the need for upgrading the skills of the traditional sector and the artisans and the small farmers, but I am not sure, whether we have been able to do as much as needs to be done."

5.86. The witness also stated that the need of the traditional sector was also the provision of better marketing facilities so that they are not cheated by the middlemen. Procurement of material was also important. Government have been giving attention to these aspects.

5.87. Asked whether development of traditional skills such as carpet weaving, handicrafts etc. was taken into account in the plans

for vocationalisation, the representative of the Ministry stated during evidence that the area of the handicrafts and fine arts had to be viewed somewhat differently. There are separate institutions dealing with them. Even our fine arts and traditional handicrafts have got a definite market if only we can first of all study the market and secondly introduce arts and crafts accordingly. Something can be produced from which a man can earn. Traditional art has to become self-supporting.

5.88. In a further note regarding the choice of technology for utilisation in the industrialisation of the country, the Department has stated as follows:—

“The Government of India is conscious that for developing countries like India the choice of technology should be appropriate to the needs of the country, rather than an indiscriminate adoption of the technological devices copied from the west. This means that while in some cases the most advanced and sophisticated technology would have to be adopted, or developed, in other cases an improvement of the traditional devices would be more advantageous. The Ministry of Industrial Development have held in the last few years a number of inter-ministerial discussions with a view to chalking out a programme of work in this field. Based on these discussions, they have, with the concurrence of the Planning Commission, set up an Appropriate Technology Cell to review the status of the existing technologies in select sectors of the economy which have a significant role in the development of rural and semi-urban areas. The Appropriate Technology Cell has begun to function from the beginning of 1971. The inter ministerial consultative committee which considered the programme of work for this cell, suggested that a broad-based seminar should be arranged to discuss the various programmes involved and, in particular, to identify areas which could be taken up immediately for study. The seminar was conducted at the end of April, 1971 and as a result of these discussions six fields have been selected for further studies (1) leather, (2) ceramics (3) scaling down of large-size plants, (4) food processing and preservation. (5) agricultural tools and equipment, and (6) road and building construction. Working Groups of an inter-disciplinary nature consisting of scientists, economists and administrators were set up in each of these areas.

As a result of these recommendations, the Appropriate Technology Cell of the Department of Industry has worked out preliminary reports on (1) road construction, (2) house building, (3) ceramics, (4) leather tanning, (5) small cement plants, (6) small dairy plants, (7) cowdung gas plants, and (8) small sugar units. The Ministry of Industry and Civil Supplies is examining these recommendations for their possible implementation.

5.89. The Committee note that the Committee on Unemployment (1973) had recommended that larger employment opportunities could be generated by adopting technologies, suitable for our labour-abundant economy and that modern type of technology should not be imported without reference to Indian conditions and that the use of highly sophisticated or automated machinery should be discouraged. The Committee understand that this recommendation, which has already been endorsed by the Planning Commission, is still under consideration of the Government. The Committee would, therefore, like the Government to take a final decision in this matter expeditiously, as it will go a long way to activate the economy of the country and provide more employment opportunities.

5.90. The Committee would also like the Government to undertake a detailed study of the various industrial projects to evolve an appropriate technology mix so as to achieve the maximum substitution of capital by labour.

5.91. The Committee would like to point out that there are a large number of traditional industries which not only provide employment to the local people but have also earned a name for their products, not only in the domestic market but even in the international market. It is, however, a matter of concern that the traditional industries are not making headway in the face of competition by organised big industry. It need hardly be emphasised that the traditional sector is vital for generating employment opportunities. The Committee note that the traditional industries can be helped to hold their own provided marketing facilities were organised and the skills of the trade upgraded by suitable training.

5.92. The Committee consider that Government should pay special attention to the need for providing training and financial support to craftsmen as they can play a very useful role in the development of rural and semi-urban areas. In fact in drawing up plans for development of districts it should be ensured that the provision of requisite facilities for training finance for the craftsmen are not overlooked.

CHAPTER VI

STUDENT UNREST

A. Causes of Student Unrest and its remedies

6.1. The Department has stated that the subjects of Education and Public Order are State subjects under the Constitution; the phenomenon of student unrest is relatable to the public order.

6.2. It has been held that student unrest is not an ailment in itself but is only a symptom of several shortcomings prevailing in the larger body politic, which is influenced by the existing social, economic, educational and political systems.

6.3. The causes of the student unrest have been examined by several authorities and committees over the year e.g. the Committee of Educationists (1958), the Committee on Students' Welfare and Allied Matters (1965-66) and the Committee of Governance of Universities (1969-70). Their recommendations were communicated to the State Governments/Universities for consideration and implementation. It is primarily for the State Governments and Universities to devise and implement effective programmes to minimise student unrest.

6.4. The Central Advisory Board of Education has also set up a Committee to study the question of Student Unrest and suggest ways and means to enable the students to take full advantages of the educational opportunities and equip themselves to play their proper role in building a new nation. The deliberations of the Committee are in progress.

6.5. It has been further stated that the "student unrest is not always caused or directed by purely educational issues, and even when educational issues are involved, it is not always possible for the Central Government or the State Government to intervene either effectively or purposefully. This is because such issues are exclusively the concern of the respective educational institutions like the universities which being autonomous organisations, are responsible for considering and settling such issues. It is neither desirable nor feasible for even the State Governments to intervene in the administration of the universities except to the extent of assisting them to maintain order in the campus when there is any marked instance of student unrest and disorder."

6.6. It has generally been recognised that the following factors contribute towards student unrest:—

- (i) Exclusion of students from formulation of the academic programmes.
- (ii) The present system of education with special reference to the unsuitability of many courses for securing suitable jobs.
- (iii) The present system of examination.
- (iv) Change in the sense of values due to generation gap.
- (v) Political interference in the student campus.
- (vi) Inadequate facilities in the institutions for sound education, libraries, hostels, student welfare, co-curricular activities, etc.
- (vii) Lack of sound teaching and sound teacher-student relations.
- (viii) Economic strains.
- (ix) Spectre of unemployment.
- (x) Domination of English.
- (xi) Alienation of educational centres from the life of the community.
- (xii) Cinema influence
- (xiii) Revolution of rising expectations.
- (xiv) Lack of consultative and administrative machinery for redress of grievances.
- (xv) Lack of civic and moral education.
- (xvi) Proliferation of students in the colleges and lack of atmosphere of serious scholarship.
- (xvii) Influence of Teacher politicians.
- (xviii) Police excesses.
- (xix) Lack of properly organised Student Unions and tendency of student unions to behave like Trade Unions.
- (xx) Absence of imagination and tact combined with firmness on the part of heads of institutions.

- (xxi) General fall in standards of discipline among the adults at large.
- (xxii) Conflict between urban and rural youth.
- (xxiii) Formless "unrest" rather than "focussed protest" (in grievances rather than causes).

6.7. The Secretary of the Ministry stated during evidence that all the factors mentioned above are very important. In regard to the effective measures taken to remove the above causes for student unrest and to ensure that the full potential of a student to contribute as a responsible member of society, is developed; the Government have stated as follows:—

"The steps taken in regard to removing the causes of students unrest fall into the following categories:

- (a) Steps for improving academic standards, re-orientation of education system, and restructuring of courses. These constitute a part of the University Grants Commission's programmes in the Fifth Plan.
- (b) Improvement in student amenities, such as student homes, non-resident student centres, Day-study Centres, Book Banks, Health Centres and facilities in hostels. Within funds available, both the Central and State Governments are making every effort to provide maximum possible facilities.
- (c) Development of Employment-Information-cum-Advisory Bureau.
- (d) Opportunities for extra-curricular activities: The N.C.C. and National Service Scheme have been introduced. Sports and Physical Education Programmes are also being developed. The National Service Scheme is ultimately proposed to be integrated with the curricula. Participation in productive work of Universities to this effect will help in the inculcation of appropriate values and attitudes. Participation of students in academic, administrative and other matters is also being encouraged at different levels.
- (e) Provision of Scholarships: The number and amount of scholarships have also been increased in recent years despite the paucity of resources. Government have also taken special measures to assist in the supply of

adequate food and other rations in hostels and for supply of paper at reasonable prices for books and exercise books.”

- (f) The unrest due to unemployment in white collar jobs is an important factor. It is difficult for the educational system to ensure the provision of jobs which will be available with economic development. However, the Government of India are sponsoring a programme of agricultural reform which will improve problems solving skills of students and their employability. The Government of India is also assisting the State Governments to vocationalise secondary education and to provide facilities to Universities and colleges for development.

6.8. Asked about the steps taken by the Government to provide job opportunities to the students after completion of their studies, the Government have stated as follows:—

“One of the goals of the planning process is to optimise economic growth and improve employment prospects within the available resources. Under the new pattern of 10+2 the curriculum will emphasise work-experience upto Class X and vocational courses beyond class X. For engineering graduates, special opportunities for practical training are being provided. A National Volunteer Scheme envisaged by the Ministry of Education will also provide opportunities for meaningful national work by the new graduates.”

6.9. An eminent educationist has expressed the view that “patronage and protection given to rowdy elements amongst the students by political parties and leaders create an extremely difficult position on various campuses. Generally speaking, it is these students who have got backing and protection of the higher ups, who are at the back of the most of student agitations in the universities and colleges. To argue that political parties should be kept out of the campus is to say that the students should not be a part of the democratic process in a democratic country. What however needs to be safeguarded is the protection given by political parties to those students who have not shown any intellectual acumen as students but have been instrumental in organising violence on the campuses.”

6.10. Asked about the reaction to the above suggestions and remedial measures taken therefor, the Government have stated as follows:—

“It would be possible for the State Governments/University authorities to take action only in cases where there is a violation of law and order, or a gross breach of decorum or discipline or code of conduct expected of teachers and students. It would not be possible for the colleges or the Government to prevent patronage or protection being given to rowdy elements among the students by political parties and leaders. It may, however, be expected that good sense and national interest will prevail and such cases of protection to rowdy elements would become increasingly rare. It can also be hoped that the students would not allow themselves to be exploited by political parties for their own purposes.”

6.11. Regarding the need for appointment of Teachers with great care and discouraging persons having connections with political parties, the representative of the Ministry stated during evidence as follows:—

“Normally, teachers are appointed after selection through Selection Committees on the basis of their academic achievements. Except for Government teachers who cannot be Members of any political party, other teachers can in theory and in practice also belong to political parties. So, it may be difficult to keep out teachers who are connected with political parties.

Regarding improvement of the teacher-pupil ratio, the witness stated:—

“Subject to the availability of funds Government would certainly like to improve the teacher-pupil ratio wherever it is not proper.”

B. Student participation in University affairs

6.12. The Government have stated that the Education Commission (1964-66) has made the following recommendations in respect of students Unions:—

“Student unions represent an important way of providing student participation in university life outside the classroom. Properly organised, they help in self-government and self-discipline, provide a healthy outlet for students' energies and give the students useful training in the use of democratic methods.

It is for each university to decide how its students union will function and would welcome a good deal of experimentation.”

6.13. The Committee on Government of Universities in Part I of its report, endorsed the recommendations of the Education Commission. The University Grants Commission and the Government of India are in agreement with these recommendations.

6.14. The Gajendragadkar Committee on Governance of Universities and colleges has pointed out that the successful working of Student Unions depends to a large extent upon the mutual trust and confidence between the teachers and the students so that the students are also guided on the right lines without in any way, curbing their freedom to decide for themselves. It is hoped that with the increasing opportunities for the student participation in college and university affairs through various Committees such as Faculty, Hostel or college committees, and the improvements in academic standards and extra-curricular activities, the Student Unions would progressively function as responsible bodies.

6.15. It does not appear desirable to restrict membership of students unions which even the Gajendragadkar Committee recommended should be open to each member of the student community.

6.16. The recommendations made by the Gajendragadkar Committee in regard to student participation in university affairs have generally been accepted by the University Grants Commission and the universities have already been informed accordingly.

6.17. Some of the State Governments, while amending their legislative proposals, have already taken this point into consideration.

6.18. In so far as Central Universities are concerned, steps have been taken by the Universities for such participation. In case of Aligarh Muslim University, provision has been made for representation of students in the Senate. There is also provision for the Students Council, whose main function would be to make recommendations to the Executive and Academic Councils in all matters, affecting academic work, discipline, welfare, sports and other co-curricular activities of students. In the Jawaharlal Nehru University, students are represented on the Academic Council and University Board of Studies. They are also represented on various bodies like the Library Committee, Sports Committee, Freeship Committee and Cultural Activities Committee. In the case of the Delhi University, students are represented on the Academic Council and Court.

6.19. Explaining the difficulties of introducing the scheme of student participation in all universities, the representative of the Government stated that it would take time because it necessitates the amendment of the Acts of Universities which take a lot of time. It was too early to say or to assess as to what had been the effect of the participation.

6.20. In connection with the election of office bearers of Student Unions, the following view has been expressed by an educationist:

"If by some means we can stipulate that only a brilliant student who is academically in high ranks could be elected as a Union representative, it would be more easy to communicate through him the programmes of the universities and colleges and thus have a better relationship than with a politically motivated poor ranked student who represents the large body. Government or any political body should not have any direct relationship with any student."

6.21. Asked about the reaction of the Government to the above suggestion, the Government have stated that:—

"the above suggestions are not feasible where election is involved."

6.22. The representative of the Government stated during evidence that about the students' unions the Gajendragadkar Committee's Report have stated *inter-alia* as follows:

"It may be desirable to elect the office bearers, not directly by the large body of students (many of whom are fresh men) but indirectly by the different students' societies in the University, who would send selected representatives to the Union Executives.

There should be some dis-qualification for office bearers, for instance, person who have spent two or more years in the same class should be dis-qualified."

6.23. Regarding the remedial measures taken to eliminate pollution of atmosphere in colleges, created by the activities of wrong elements among the teachers, students and politicians, the representative of the Government stated during evidence as follows:—

"It is often found in the students' unions that some students leaders continue to be there for a very long time. They hold monopoly. That is sought to be met by limiting the term for the maximum duration during which students leaders can hold an office in the union. Measures like

students participation in the affairs of the institutions which constitute encouragement of the right element can also meet the situation."

6.24. A knowledgeable person has, in a memorandum submitted to the Committee, expressed the view that the present student agitations have been the outgrowth of lack of avenues for their growth and non-existence of institutional structure to voice their opinion. Therefore, "Student Councils" should be formed at the State level and national level where the student community could discuss their problems and suggest solutions.

6.25. Expressing their reaction to the above suggestion, the Government have stated that "it would be useful to have periodic discussions with students at the State and national levels. Such discussions are held from time to time when specific issues are under consideration. It is not considered necessary to have a formal structure or organisation for this purpose. However, such Student Councils may be constituted in each institution and at the University level."

6.26. The representative of the Government stated during evidence as follows:—

"The Academic Committee had recommended the formation of 'Students Councils'. The idea was to have different categories of students on these councils both from the unions, sports as well as from extra-curricular activities who are considered to be best. They should all sit together and consider matters relating to them and make recommendations. So far we are trying to seek that this is provided for in University Acts. For example in Maharashtra and Madhya Pradesh, students participation has been provided for in their respective Universities Acts. When the new Acts of the Central University come up before Parliament, we will see that this is provided for.

As regards Delhi it is going to have students participation from the 1st February, 1975. In Banaras and Aligarh Universities too the students participation is there. It was Kerala University which started first the students participation. Their experience has been good."

6.27. The Conference of Vice-Chancellors convened in 1969 discussed at length questions relating to the participation of students in university and college affairs, and the manner and extent of such participation. It emphasised that the genuine needs and difficulties

of the student community must be carefully and sympathetically considered and consultative machinery devised so that the authorities in the universities and colleges could discuss periodically and regularly with students, their needs and problems in order that remedial action could be taken expeditiously. It also recommended the setting up of joint councils of teachers and students for dealing with cocurricular programmes and related matters. It was emphasised that effective and meaningful student participation has to be secured in the management of hostels, student homes/non-resident student centres, canteens, libraries/reading rooms, sports and games, cultural programmes etc. It was noted that the manner and extent of participation of students in such committees and the areas in which these committees are to function would vary widely from institution to institution depending on the local needs and conditions. In any case, a determined effort has to be made to avoid polarisation between teachers, students and administration, and necessary steps taken to build up an atmosphere of harmony and mutual understanding.

6.28. In connection with the creation of proper understanding and harmonious relationship between the students unions, university authorities and the Government, the following view has been expressed by an educationist:—

“From the University and Government’s side frequent invitations be given to the students representative to discuss matters of mutual interest and the representative of the Government and Universities should impress upon the students’ representative about the day today problems of the administration and the reasons of delay in removing grievances or the inability in meeting their demands.”

6.29. Asked about the reaction of the Government to the above suggestion, the representative of the Government stated during evidence that the Government fully supported the suggestion. He also invited the attention of the Committee to a similar recommendation of the Gajendragadkar Committee Report on the Governance of University which has been accepted by the Central Government in principle. The recommendation reads as follows:—

“In most universities and colleges, there is no machinery for continuous exchange of ideas between the students and teachers and between students, teachers and the authorities. As a result, dissatisfaction unnecessarily mounts up where the cause of irritation can easily be removed. And, misunderstanding persists though, in some cases,

practically the alleged grievance is beyond the competence of the academic authority. This is specially so in cases where the cause of students unrest lies outside the campus. It is our considered opinion that in addition to a constant dialogue between teachers and the students in respect of aspects of university activity, institutional machinery for consultation of students' opinion, ensuring students' participation should be established in each university."

6.29A. Elaborating further the representative of the Government stated during evidence that the Gajendragadkar Committee had recommended that joint teachers and students committee be formed. It is recognised that a close association of the students in the functioning of the department would be conducive to the raising of the academic standard and this would provide an opportunity to the students to receive proper initiation in shouldering the academic responsibility. That Committee recommended the constitution of a joint teachers students committee in each department of the University as participation at every level sometimes is more important than their taking a decision. The functioning of the joint Committee shall be to discuss matters affecting the academic life of the students in the Departments or any other matter relating to the functioning of the Department. The Joint Committee will consist of two research students and 4 other students and some teachers from two categories—Senior Heads of the Department/Professor, Reader and Lecturers.

6.30. Student unrest is not an ailment in itself but is only a symptom of several shortcomings prevailing in the larger body politic which is influenced by the existing social, economic, educational and political system. The Committee note that the causes of student unrest have been examined by several authorities and committees over the years and that their recommendations have been communicated to the State Governments/Universities for consideration and implementation and that it is primarily for the State Governments and Universities to devise and implement effective programmes to minimise student unrest. The Committee note that the Central Advisory Board of Education has also set up a committee to study the question of Student Unrest and suggest ways and means to enable the students to take full advantage of the educational opportunities and equip themselves to play their proper role in building the new nation.

6.31. The Committee consider that the fundamental problem with regard to student unrest is to prevent a feeling of alienation among

the students and promote integrated socialization of the student community so that the student does not remain a social outsider. The Committee, therefore, recommend that early action should be taken by all Universities to provide effective participation of students in various activities of University the scope of which could be expanded in the light of experience.

6.32. The Committee consider that the problem of student unrest should be viewed in correct perspective. As against a few cases of unrest in certain institutions/universities, there are a large number of such institutions/universities where education is proceeding with out interruption.

6.33. It has been generally recognised that some of the contributory factors for student unrest are the deterioration in academic standards, lack of relevance of the present system of education to the needs of society, the present examination system, lack of sound teaching and good teacher student relations. Government have stated that steps for improving academic standards, reorientation of education system and restructuring of courses constitute a part of the University Grants Commission's programmes in the Fifth Plan. The Committee have dealt with these aspects in the earlier Chapters of the Report. The Committee need hardly emphasise the crucial importance of these measures being implemented early.

6.34. The Committee consider that concerted efforts should be made to involve the students in serious pursuit of studies and intellectual attainment throughout their college career. They should also be helped to develop their personalities and skills. A systematic study of the factors that make a student dissipate his time and energy should be undertaken and remedial action taken to ensure that the student is able to attain his full stature as a responsible member of society.

6.35. The Committee cannot over emphasise the imperative need to create proper climate in academic institutions by providing and improving student amenities, such as student homes, non-resident student centres, day-study centres, book-banks, health centres and facilities in hostels to the maximum extent possible. Concerted measures should also be taken to secure effective and meaningful participation of students in the management of hostels, study centres etc.

6.36. The Committee recommend that co-curricular activities within the college campus should be expanded and diversified to provide an outlet for the exuberant energies of the youth. The scope for activities such as dramatics, musical evenings, inter-class

debates or elocution competitions on a more frequent basis, student-teachers get-together in cultural programmes, indoor-sports and games, youth festivals, art competitions, mock parliaments etc. should be increased to draw out the aesthetic and emotional potential of the student and allow it to have full play. Students should be encouraged to participate extensively in sports activities and also to develop interest in activities such as hiking, mountaineering, swimming, rowing, gardening etc. etc. The Committee consider that the provision and improvement of such facilities at colleges will go a long way not only in improving the health, morale, creativity, and team-spirit etc. of the student but also act as a safeguard against disruptive tendencies.

6.37. The Committee consider that if the authorities are serious about youth welfare, they have to open meaningful channels of communication with the youth and understand their feelings, apprehensions and aspirations sympathetically. Students represent the future of the country and no efforts should be spared to understand and settle their genuine problems and grievances.

6.38. The Committee note that the recommendations made in the Report of the Committee on Governance of Universities and Colleges (Gajendragadkar Committee, 1971), in regard to student participation in university affairs, have generally been accepted by the University Grants Commission and the Universities have already been informed accordingly. In so far as Central Universities are concerned, steps have been taken by the Universities for such participation. Some of the State Governments have already taken this into consideration while amending their legislative proposals. It is expected that such participation will give the student community a feeling of identification and commitment to their college or university and the academic life it offers them and would help to bring out their most constructive impulses in the task of management of their academic lives. The authorities would do well to keep a close watch on the working of this scheme wherever it is being tried so as to effect necessary improvements on the basis of its actual working.

6.39. The Committee consider that a true and lasting solution of the problem of student unrest will be to establish human contact between the student community and the teachers and to give them meaningful opportunities to express themselves regarding academic and other problems. The relationship should be such that both share the joy of the pursuit of learning. The emphasis should be on a spirit of comradeship between the teachers and students, based on mutual affection and esteem. The Committee need hardly emphasise that the teachers should keep themselves abreast of the current

developments in knowledge in their special field of teaching so as to enable the students to reach peaks of excellence in different disciplines.

6.40. The Committee consider that much of the pollution of atmosphere in some colleges and universities can be traced to the activities of wrong elements among the teachers and the students and the influence of political parties, who try to exploit the situation for selfish ends. It is therefore desirable that political parties consider the feasibility of evolving a code of conduct among themselves to avoid strident interference in the academic affairs of educational institutions.

6.41. The Committee understand that the Students Union in many cases have taken the form of a trade union adopting a militant approach whereas their functions are to provide a forum for intelligent and constructive discussions in the interest of student's welfare. It has been suggested to the Committee that the system of election of office bearers to the Union should be so devised as to exclude professional students with a record of repeated failures, from competing for election as office bearers.

6.42. The Committee are informed that it is not an uncommon phenomenon that some teachers who are actively associated with political parties, foment trouble during student unrest. The Committee understand that Government teachers are forbidden to become members of any political party. The Committee stress the desirability of introducing a convention that teachers in non-Government institutions of learning should not also have very active connection with political parties.

6.43. The Committee agree that student unrest is not an isolated problem. It is a social, sociological, emotional and political problem. The Committee consider that the essential aspect of the problem is to understand the student, his needs, fears and aspirations and to take the utmost pains to relieve his mind of the anxieties which trigger off a conflict. Another aspect is for the adults themselves in any position of authority to undertake a self analysis to find out the extent of erosion of moral and spiritual values in their own lives and the resultant dissatisfaction, frustration and bewilderment in the sensitive minds of the young people who look to them for guidance. The students oscillate between their inherent idealistic urges and the unsavoury realities of the society to which they have to reconcile themselves. It is therefore essential that leaders of society set a high example of devotion to duty and adherence to certain fundamental values and principles, honesty, sincerity and fair-mindedness. It is to be understood that even the failure to apprehend

the problem of students in time and take suitable remedial measures before trouble escalates into violence is a dereliction of responsibilities and should be suitably dealt with. Authority should learn to listen to the urges of youth and devise effective remedies. The Youth who agitate should also reflect about their obligations to society and eschew violence in any form and take recourse to democratic processes of discussion to arrive at practical mutual solutions.

6.44. The Committee consider that the overriding consideration in a college campus should be the pursuit of knowledge and the cultivation of the graces of life. The key note of any activity should be a conscious adherence to discipline and a self imposed restraint with the dominating consideration of expanding the dimensions of the mind and responding to the forces of understanding, reason and humanity, so as to perfect the man and the method. It need hardly be stated that in such a case at the moment of trial all the rich qualities which form the heritage of society and the acquired skills are brought into play in an almost intuitive manner. In the eloquent words of the Education Commission, 'the destiny of India is being shaped in her class rooms'. The Committee consider that to this end all activities should be directed.

6.45. The Committee feel that one of the reasons for student unrest is the comparatively cloistered existence of the universities. The Committee consider that the universities should no longer function as reserved enclaves of knowledge but should be enabled to be brought into the mainstream of social life, by participating in constructive nation building activities, taking up problems of community for solution, establishing rapport with the people in their environment and neighbourhoods, carrying out literacy programmes, organising researches of benefit to the community, organising parent teacher and student programmes etc. Such programmes will provide a training ground for the students for meaningful participation in community life and transform their personality and outlook, besides fitting them for fulfilling their functions as future citizens of the country.

6.46. At present individual Students Unions operate at college level and university level. There is no forum for discussion on the general problems and grievances of the Youth—both students and non-students as a whole. The Committee consider it necessary that suitable forums for discussion of the problems of Youth—students and non-students—should be provided at the state and national level. They suggest that the feasibility of forming Advisory Councils at the state and national level to deliberate on the problems of Youth, provision of welfare facilities for student and non-student youth, as

also the wider issues of formal educational and non-formal educational policies etc., should be examined by Government. These Advisory Councils which should be composed of eminent educationists, representatives of student and non-student youth organisations as also voluntary organisations engaged in the welfare of Youth, should also include representatives of educational institutions and the Government. In the opinion of the Committee, these Councils would afford an opportunity to the students and non-student youth for active participation in discussing their problems, suggesting solutions as also providing channels of communications between the Youth—both student and non-student—and the authorities. The Committee have no doubt that these advisory bodies would greatly help to bring about healthy and constructive trends in the thinking of the Youth and enable them to participate more fully and whole-heartedly in national building activities.

CHAPTER VII

PROGRAMMES FOR STUDENT YOUTH

7.1. As stated in Chapter II, the following are the major programmes and agencies developed by the Ministry of Education and Social Welfare for Student Youth Services and Welfare:

- (a) National Service Scheme;
- (b) Planning Forums;
- (c) Nanak Bhavans;
- (d) Grants to National Headquarters of Bharat Scouts and Guides; and
- (e) Youth Welfare Boards and Committees in Universities.

A. National Service Scheme

7.2. The object of the NSS Programme is to promote national consciousness and a sense of social responsibility and to inculcate a sense of discipline and dignity of labour among college students. Programmes taken up under this scheme are adoption of a village by a University for social uplift work, carrying out socio-medical surveys, setting up medical centres, social service to slum dwellers in urban areas, immunization and sanitation drives, running of welfare centres, adult education and illiteracy eradication programmes, blood donation, etc. Social service is also rendered in the form of help to patients in hospitals and inmates of orphanages, Cheshire Homes and Welfare institutions for the physically handicapped.

7.3. Under the programme, any student studying in a college for a university who has opted and is selected for it is expected to remain in the programme for a continuous period of two years. The student is required to render social service for a minimum of 120 hours per annum.

7.4 The NSS was launched during the Gandhi Centenary year in October, 1969 on a pilot project basis in 40 universities and institutions covering 40,000 students of the undergraduate classes. The

following were the targets fixed for enrolment in the Fourth Five Year Plan:

Year	Enrolment
1969-70	40,000
1970-71	95,000
1971-72	1,29,000
1972-73	1,60,000
1973-74	1,92,000

7.5. During the year 1973-74, NSS Programmes were extended to almost all the Universities covering over 1,60,000 students. As part of the NSS activities, a "Youth Against Famine" campaign was launched in 1973 under which student and non-student youth participated in camps, in order to mitigate famine conditions in drought affected areas and places prone to drought. The NSS programmes continued in 1974-75 and grants to the Universities/Institutions will continue to be given through the State Governments/Union Territory Administrations.

7.6. It is proposed that the programme under National Service should have three broad components viz:—

- (i) Work to be done by students during the college term:—
 - (a) Every student, before obtaining his first degree, should make at least five persons literate;
 - (b) Study service, viz. application of knowledge acquired in higher education to the service of community;
 - (c) Service during emergencies; and
 - (d) Integration of national service in the curriculum of studies in the first degree course of as many disciplines as possible, by including therein practical training and on-the-job field training.
- (ii) Special Camping Programme during vacations for creation of durable community assets; and
- (iii) Voluntary service to be rendered for one year after taking the degree.

Evaluation & Brief Progress Report

7.7 A limited evaluation of the scheme was carried out by the Tata Institute of Social Sciences, Bombay. It has indicated encouraging results in spite of various difficulties in the timely receipt of grants by universities and lack of organisation. A mid-term appraisal of the progress of this scheme was made in late 1971 by a team of experts. This revealed that while good work has been done by the universities under the scheme, there was need for formulating community service programmes of challenging nature which stimulated a feeling of meaningful participation in nation building activities. There is no rigidity about the programme being adopted on uniform basis by all universities as the participating university has been left to evolve this programme in consultation with the concerned School of Social Work depending upon local needs and conditions. Certain guidelines on the various activities have been given by the Centre such as work in rural or urban slum areas, emergency relief, institutional work in hospitals, children institution, etc. campus projects.

7.8 The year 1969-70 was solely confined to preparatory work. During the year 1970-71 and 1971-72, the social service, rendered by the University Students, covered many aspects like adoption of villages by a university for intensive social uplift work, carrying out of socio-medical survey, setting up medical centres, imparting training to rural women in sewing, embroidery and knitting. Work in the urban areas ranged from social service to slum dwellers, mass immunisation, sanitation drives" running of welfare centres and adult education programmes for the poorer sections of the community, blood donation and campaign work in slum areas. Social service under this scheme was also rendered in the form of help to patients in hospitals, inmates of orphanages, cheshire homes and welfare institutions for the physically handicapped. Work projects were also carried out.

7.9 The most important social service rendered during the year 1971-72 was in Central refugee camps set up for refugees from Bangla Desh. Batches of NSS students from various universities served in these camps for 10 to 15 days at a time by rotation. While proceeding to the refugee camps, the NSS students also collected donations in cash and kind for the refugees. Another important social service was the organisation of the Chitrangan Mobile Hospitals established in various States as part of C. R. Dass Centenary Celebrations.

Youth Against Famine

7.10 During 1973, as part of the NSS activities, the Government of India launched a "Youth Against Famine" campaign in which University students from all over India worked side by side with local non-student youth in camps organised to mitigate famine conditions in drought-affected and drought prone areas. This scheme provided an opportunity to student youth to supplement their education with practical experience in the field and to work along with non-student youth in activities which needed a national effort, such as digging of irrigation tanks and wells, repairs of canals, construction of roads, etc. This programme also included lectures, discussions and debates on agricultural practices, study of the impact of national programmes like Bank Nationalisation, Land Ceiling, Food Procurement, Adult Literacy, Family Planning, Small Savings, etc. on rural economy. The entire expenditure on the holding of about 745 camps under this programme involving about 65,000 participants, estimated at about Rs. 73 lakhs was borne by the Ministry.

7.11. An evaluation of the Youth Against Famine campaign was conducted by the Delhi School of Social Work, University of Delhi, who felt that the campaign was a successful one, owing mainly to the existence of NSS infrastructure at different levels. The experience gained warranted the organisation of similar all-India campaigns as a regular feature during vacations in future.

7.12. Grants for the Youth Against Famine programme were released directly to the Universities and Institutions. The execution of the programme was made the responsibility of the Universities in collaboration with the local Administration. While at some places, the camps got enthusiastic cooperation from the local community, it was found that at some places there was some lack of cooperation from local people. The Programme, however, resulted in creation of durable community assets maintenance of which is the responsibility of the local authorities.

Youth against Dirt/Disease

7.13. Encouraged by the success of "Youth Against Famine" programme launched in 1973, it has been decided to launch, during 1974-75, a Special Camping Programme on an All-India basis entitled "Youth Against Dirt and Disease" as part of the NSS programme. The Central Government has already released grants to the State Governments totalling about Rs. 20 lakhs during 1973-74 for this special Camping Programme being undertaken during the vacations of 1974. This amount, together with the States' share, is likely to be

sufficient for covering over 35,000 campers. However, it is felt that in order to keep the tempo of such Special Camping Programmes, the coverage under the Youth Against Dirt and Disease programme should be 75,000 campers. It would, therefore, be necessary to cover another 40,000 campers under this campaign during the rest of the year subject to availability of funds.

7.14 The programme of Youth Against Dirt and Disease centres round the following:—

- (i) Environmental sanitation;
- (ii) Medico-Social work including mass immunisation against preventable diseases;
- (iii) Provision of potable water; and
- (iv) Popularisation and construction of Gobar Gas Plants.

Strategy for Fifth Plan

7.15 The N.S.S. strength has increased gradually from 40,000 in 1969-70 to cover 1,60,000 in 1973-74. On the basis of an assessment of the working of the N.S.S. for the past few years, it is proposed that during the Fifth Plan, emphasis on N.S.S. activities will be on:—

- (a) engaging students in literary projects;
- (b) including practical training and on-the-job-field training in the curriculum of studies in the first degree course of as many disciplines as possible; and
- (c) field camps during vacation, as far as possible, of all-India character to tackle specific issues on as wide an area as possible.

Integration of NSS with Curricula

7.16 The proposal for integrating National Service Scheme with the curriculum of studies by including practical training and on-the-job-field training in the curricula of as many disciplines as possible, was taken up with the University Grants Commission. The Commission desired that the manner in which integration of University disciplines with the National Service Scheme is effected, may be examined also by a Committee of Experts.

7.17. Till such time the integration of NSS in the normal curriculum of studies is achieved in all Universities, it has been suggested that emphasis in National Service Scheme should be on: (i) on Special

Camping Programme for a restricted number of students, i.e. "Youth Against Famine, Youth Against Dirt and Disease" and (ii) work in the field of eradication of illiteracy through non-formal education. This, however, does not preclude the colleges taking up other items of social services, although the main emphasis may be on eradication of illiteracy.

Financial Provision for Fifth Plan

7.18. The Fifth Five Year Plan includes a provision of Rs. 9.5 crores for the operation of the National Services Scheme and the National Service Volunteer Scheme for fresh graduates (which is still under formulation).

Coverage During 1974-75

7.19. As already stated, the NSS strength during the last year of the Fourth Five Year Plan was over 1,60,000. The Special Camping programme having been provided separately for a restricted number of students, it is necessary that to keep up the tempo of the programme and at the same time to keep it within manageable limits, the NSS programme during 1974-75 is consolidated and the NSS strength kept at 2,00,000 students especially in view of the fact that the programme is expected to be implemented in all the States and Union Territories including those which were not implementing it during the Fourth Plan.

Evaluation of the progress of the National Service Scheme

7.20. The Department has stated that a Mid-Term appraisal of the National Service Scheme was made in 1971 by a team of experts, when the Scheme had been in operation barely for two years.

7.21. The Expert Committee on National Service Scheme (1971) was of the view that the involvement of students in programmes of national service may be considered at the following three levels:

- (i) Change in curriculum.
- (ii) National Service as part-time voluntary activity by interested students.
- (iii) National Service on a compulsory basis.

7.22. The Committee opined that it was necessary to give a new orientation to the curriculum. A conscious effort was to be made to re-orient the syllabi in various subjects so that the student was able to develop a lively contact with the life of the people and

their problems. The Committee pointed out that one of the major problems hindering the success of the scheme was that the funds for implementing the scheme did not reach the colleges in time. Therefore, it was imperative to work out a procedure for the expeditious release of grants so that funds are available to the colleges during the academic year and during the period of long vacation.

7.23. The Committee also observed that it will not be prudent to regard the National Service Scheme only as an educational scheme. It must be considered as an integral part of the effort for national development.

7.24. The Committee suggested, during long vacation, the use of students in bringing land records up-to-date, in conducting health surveys, in reclaiming lands, in expanding school programmes in slum and rural areas, in providing labour for agricultural operations, in ensuring through vigilance groups, elimination of corrupt practices that deprive needy groups of services to which they are entitled.

7.25. The Committee also suggested short term courses, especially during vacations which may provide students with necessary skills for community service.

Compulsory National Service

7.26. The Expert Committee was of the view that the contribution of voluntary, part time efforts by students under the National Service Scheme, towards tackling the problems of economic and social change and development can only be marginal. The Committee, therefore, suggested that national service for a period of one year after graduation be made compulsory for all those who wish to take employment or go in for higher education. In case, for any reason, it is not considered desirable to make national service compulsory for all graduates, 'National Volunteer Corps' may be set up on an experimental basis. Those who render community service as Members of the Corps may be given preference in Government jobs.

7.27. Asked about the improvements made in the functioning of NSS as a result of its Mid-Term appraisal, the Government have stated that the National Service Scheme is essentially a university based programme. Therefore a gist of the major recommendations in the Report of the Expert Committee on the mid-term appraisal of National Service Scheme was forwarded to the Universities for implementation as far as possible. As a result, many Universities/colleges undertook programmes for covering nearby villages or slums under the National Service Scheme.

7.28. The University Grants Commission is pursuing the proposal for integration of national service with the curricula of studies of as many disciplines as possible at the first degree level.

7.29. The procedure for release of grants has been streamlined and the State Governments and the Universities have been requested to siphon off the grants to the colleges well in time.

7.30. The suggestion of the Committee that National Service for a period of one year after graduation be made compulsory for all those who wish to take employment or go in for higher education has been examined, and now scheme entitled "National Service Volunteers Scheme" is being formulated, which provides opportunities to volunteer graduates to work on full-time basis in rural areas for a period of 12 months on a monthly stipend, to carry out specified activities such as non-formal education, health care, child care, agricultural extension and rural development etc.

7.31. Asked about the reasons for not introducing compulsory National Service Scheme for students as emphasis by the First Five Year Plan, the representative of the Government stated during evidence as follows:—

"The National Service Scheme was started with a small beginning of 40,000 in 1969. We have now covered about 1,60,000 and we hope to cover about 13 lakhs by the end of the Fifth Plan. This scheme has a target of 13 lakhs, subject to availability of funds, by the end of the Fifth Plan and it will cover about 1/3rd of the students enrolled even by the beginning of the Fifth Plan. So one way of making it compulsory is to include it in the curriculum so that either 20 per cent of the marks or 20 per cent of the time is allocated to it."

7.32. Asked whether the Government propose to prescribe any conditions under the Scheme so that many students will not be able to get exempted, the representative of the Government, further, stated that "for the time being it is voluntary, we thought of having an Act like the NSS Act. If we have an Act for the NSS (National Service Scheme) all that it can do is to discipline the students. But for the present we feel that it would be better to make it compulsory by including it in the curriculum."

7.33. Asked about the reaction of the Government to the making of National Service compulsory before conferring university degree, the representative of the Government stated during the evidence as follows:—

"This is certainly an idea on which there should be no two opinions. But the point is that if a coverage of 13 lakhs is involving Rs. 950 lakhs during the Fifth Plan, the only way we can do this is through its introduction in curriculum and this should be done. Then it becomes compulsory. It should be expedited."

7.34. Asked about the reaction of the Government to making National Service an essential qualification for recruitment to the Public Services, the representative of the Government stated during the evidence as follows:—

"There is a National Service Act, 1972. It is not as if throughout the country there is a network whereby people or students are in a position to put in national service on an organised basis. Employment opportunities under the Constitution being equal, unless there is a system whereby every candidate for employment is in a position to perform national service and thereby acquire that qualification, unless such a network is established it is not proper to lay down this condition. It is very good to have national service as an essential qualification. But the prerequisite is that there should be a network in the country whereby it is possible for candidates to put in national service on an organised basis, and to get a certificate that they have put in national service, which can be recognised as a qualification. Under the National Service Act, 1972 "national service" means any service which is likely to assist the defence of India and Civil defence or the efficient conduct of the military operations and includes such social services as the Central Government may, if it is of the opinion that it is necessary for public purpose so to do, by notification specify in this behalf."

7.35. Asked about the reaction of the Government to the utilisation of the services of youths in the eradication of social evils, the Government have stated that under National Service Scheme, the services of students have been mobilized in programmes for the eradication of social evils, such anti-adulteration drive rehabilitation of lepers, helping Railways and State Transport authorities in checking ticketless travel etc. Some steps in this direction have been initiated by Nehru Yuvak Kendras also.

7.36. In regard to the Social Service Schemes for Youth Volunteers launched in the tribal and backward areas of the country, the Government have stated that many universities in the backward areas in the States of Bihar, Assam, Madhya Pradesh and Orissa are participating in the Scheme. Special camping programmes have been organised by these Universities during the summer vacation. During the period of the camp, the students have worked in rural areas and their activities have included creation of community assets, adult literacy classes, primary vaccination, sanitation drives, health campaigns and similarly other activities by which the tribal communities in these areas have been considerably benefitted.

7.37. It was pointed out to the representative of the Ministry during evidence that there was a project in Chanda district called Somnath Project in which students of Bombay and Poona Universities, and also from some northern universities participated. They lived and worked among the people and guided them. There was a scheme of clearance of jungles to bring the land under cultivation. The Secretary of the University Grants Commission agreed to the suggestion that such activities should be increased and more attention given by the Universities authorities to publicise them through documentaries etc. Reference was also made to the building of a hotel in Yugoslavia which was entirely built by students. They were given food and shelter and worked for three months at a time. Though the cost of construction was 10—15 per cent more, there was a net gain in that it generated a feeling of national integration and feeling that co-operative effect among youth and student leaders can bring results.

7.38. It is well known that the right type of education relevant to the country's needs, with emphasis on pursuit of excellence, plays a key role in developing the youth, who constitute the most important human resource of the country. It is equally necessary that the student youth should be provided opportunities for involvement in constructive development activities, through meaningful and challenging programmes of community service, and national reconstruction, which should form integral parts of national education scheme. The basic need is to produce youth of character and ability who are committed to national service and development, and play a vital role in promoting national objectives with a strong sense of common citizenship and culture and national integration. The Committee consider that if student power has to contribute significantly to the development of country, it is of crucial importance that apart from providing education of quality, programmes for participation in community service and

national reconstruction should be provided, with emphasis on dignity of labour, self-help, character formation and development of a sense of social commitment, so as to produce citizens who will not only raise their own stature but also of the country. The success of such programmes can have the most far-reaching implications for India's social development.

7.39. The Committee note that the National Service scheme for college students aims at promoting national consciousness and a sense of social commitment, by inculcating a sense of discipline and dignity of labour among college students. The Committee are glad to note that the scheme provides for programmes of social uplift work, carrying out socio-medical surveys, setting up medical centres, social service to slum dwellers, eradication of adult illiteracy etc. The Committee consider that the programmes are of a challenging nature and if the objectives of the scheme are to be accomplished, the emphasis should be on taking concrete and concerted measures to make the programmes meaningful and result oriented, by preparing a well conceived strategy, suited to the local needs, in co-ordination with local developmental organisations and voluntary agencies and involving a large number of students.

7.40. The Committee note that a limited evaluation of the scheme was carried out by the Tata Institute of Social Sciences, Bombay, and that a mid-term appraisal of the progress of the Scheme was made in 1971 by Expert Committee on National Service Scheme which made many useful suggestions. The Committee hope that suitable action would be taken to remedy the deficiencies in operation of the scheme and to streamline the procedure regarding release of grants to universities for the scheme.

7.41. The Committee would like to emphasise the need for providing short term orientation courses to students, for acquiring the necessary skills for purposeful involvement in community service. The Committee also stress the need for formulating detailed programmes of a challenging nature for meaningful participation of the students in nation building activities to ensure that the students cultivate the spirit of service and do not dissipate their time and energy in diversified, ill-planned efforts. The programmes should be such that concrete assessments could be made of the achievements. The emphasis in all these programmes should be on reinforcing the dignity of labour and instilling a sense of pride in the students for building durable community assets like digging of wells, building of roads, building of schools etc. which may soil the hands but enrich the soul.

7.42. The Committee consider that a statistical analysis of the creation of community assets, the number of cases of eradication of illiteracy etc. as a result of these programmes should be carried out at periodic intervals and the overall position exhibited in the annual reports of the Universities, University Grants Commission and the Ministry of Education and Social Welfare. The Committee would like a suitable procedure to be evolved for ensuring that the durable community assets created under the scheme, are not frittered away for lack of proper maintenance, and that the success of the literacy campaigns is consolidated by periodic appraisals and making available the requisite reading material to sustain the interest of the neoliterates.

7.43. The Committee consider that the success of the programmes will depend on properly oriented teachers who have an important role to play for guiding and directing the activities. It need hardly be stated that the strong fraternal bonds between the teacher and the students, which will develop in pursuit of common challenging tasks, will by itself be a powerful factor in moulding the personality of the student.

7.44. The Committee note that 'Youth against Famine' campaign was launched in 1973 as part of the National Service Scheme activities in which there were 65,000 participants and an expenditure of Rs. 73 lakhs was incurred. The evaluation of the campaign was made by the Delhi School of Social Work who felt that the campaign was successful owing mainly to the existence of NSS infrastructure at different levels. The Committee note that encouraged by the success of this campaign, it has been decided to launch a Special Camping Programme on all-India basis, entitled "Youth against Dirt and Disease" as part of the NSS programme, centring round environmental sanitation, medico-social work including mass immunisation against preventable diseases, provision of potable water and popularisation and construction of Gobar Gas Plants. The present provision of funds is for 35,000 campers and another 45,000 campers can be covered subject to availability of funds. The Committee welcome these educational-cum-development measures. They would however like maximum importance to be accorded for proper planning and organisation of the camps, economy in the use of funds, the tailoring of the projects to specify needs, assessment of concrete benefits to the community, co-ordination with other departments of the Government, prevention of overlapping or duplicating of efforts etc. The Committee urge that lessons

should be drawn from the past campaigns undertaken under the scheme after their critical evaluation in terms of real benefits to the Community and further campaigns should be undertaken in perennially drought-struck areas in Gujarat, Andhra Pradesh, Rajasthan etc. which will go a long way to create a better impact of the students on community life.

7.45. The Committee would like Government to publicise the activities through documentaries, radio-broadcasts, press releases etc. so as to generate enthusiasm in the youth of the country for participation in developmental activities.

7.46. The Committee consider that there should also be purposeful programmes for utilisation of the services of youth in the eradication of social evils like casteism, parochialism, dowry system, corruption adulteration, ticketless travel, queue disorder in Railway booking offices, hoarding, profiteering, etc.

7.47. The Committee note that student participation in programmes of the National Service Scheme is optional. The student is expected to remain in the programme for a continuous period of two years and is required to render social service for a minimum of 120 hours per annum. Starting from an enrolment of 40,000 in 1969-70, the enrolment in 1973-74 has reached 160,000. The scheme has a target of 13 lakhs by end of the Fifth Plan i.e. about one third of the students on the rolls as at the beginning of the Fifth Plan. The Committee note that a proposal for integrating National Service Scheme with the curriculum of studies by including practical training and on-the-job field training in the curricula of as many disciplines as possible is under examination by a Committee of Experts appointed by the University Grants Commission. Till such time as the integration is finalised, the Committee understand that the emphasis will be on special camping programmes and work in the field of eradication of illiteracy through non-formal education.

7.48. The Committee appreciate that integration of the scheme with the curricula will involve all the students in the programme of constructive activities. It should, however, be ensured that the integration of the scheme with the curriculum is brought about in such a way as will secure the essential objectives of the scheme, namely developing a lively contact of the student with the community and his awareness of its problems, purposeful participation, the development of character and commitment to national service.

7.49. The Committee would like the Government to ensure that the progress and achievements of the scheme are periodically evaluated to bring about necessary improvements in time.

7.50. The Committee recommend that Government may also examine the feasibility of introducing compulsory social service by the students for a period of one year, before awarding Degree to them.

B.—Planning Forums

7.51. The Government have stated that the Planning Forums scheme was initiated by the Planning Commission in 1955 to associate the teachers and students in the work of formulating and implementing the country's development plans. The scheme was transferred to the Ministry of Education & Social Welfare in 1968. Under the scheme the Central Government has been sanctioning grants to the State Governments; the Central share being 60 per cent and the State contributing 40 per cent. The State Governments remit the total grants to the universities and colleges. Under the scheme the Planning Forums were registered at the State level.

7.52. It was noted that the central grants for the Planning Forums scheme had been progressively going down. Accordingly the entire question of operation of the Planning Forums was re-examined and it was decided that the scheme should be implemented in future as complementary to other schemes in operation in universities such as NSS, National Integration Samities, etc. and that the Central Government may pay 100 per cent grants directly to the Universities. Accordingly the old scheme referred to above ceased to operate at the end of the Fourth Plan and a revised scheme has been introduced for operation during the Fifth Five Year Plan. The revised scheme envisages release of grants by the Central Government direct to the Universities.

7.53. Asked about the total expenditure incurred so far on the Planning Forums Scheme, the Government have stated that "the total expenditure on the Scheme so far has been of the order of Rs. Rs. 15.43,248."

7.54. The Fifth Five Year Plan includes a provision of Rs. 50 lakhs for the operation of the (revised) Planning Forum Scheme. The Budget provision for the year 1974-75 is, however, only Rs. 1 lakh, to be used mainly for meeting commitments.

Revised Planning Forums Scheme

7.55. *Objectives of the Scheme:* The main purpose of the Planning Forum Scheme is to create the awareness of the need for planned development of the country both among the student and the non-student community and involve them in the national development effort right from the planning stage. The scheme envisages the utilisation of student potential first to help formulate five-year Plan development projects for selected villages and thereafter to execute some of these projects as part of the student service to the community.

7.56. The purpose of the survey project is to prepare at the grass-root level, in consultation with the community, a composite Five Year Plan development programme for the village with the consideration for local needs, and the extent of cooperation, the community would give in cash and the kind of selected development projects. Such projects will relate to one or more of the following types, so that on implementation, the projects make a marked improvement on the living conditions, of the community.

- (a) Education
- (b) Health
- (c) Sanitation
- (d) Drinking water
- (e) Agriculture
- (f) Family Planning
- (g) Employment Opportunities in Villages
- (h) Development of youth Programmes
- (i) Cultural activities

7.57. For preparing such a composite 5 Year Plan of development of the Village, 15—20 students of the University accompanied by their guides, will spend a continuous period of upto 15 days in the village discussing the potentialities and need with the Villagers and identifying projects for inclusion in the Plan. To obtain the whole-hearted cooperation of the villages in the formulation of the village 5 Year Plan, it would be useful if the survey team explains Government's aim regarding the development of the country in a planned fashion by means of diagrams and charts. Opportunity may also be taken during the survey programme to assess the impact of various

Government policies like Bank Nationalisation, Land Reforms, State take over of grain trade, non-formal education etc., on the village population. It will of course be necessary for the survey party to be properly briefed on these matters before they go to the village.

7.58. The second part of this scheme envisages the utilisation of students potential in creation of some of the community assets included in the Plan development programme of the village. Only such of the projects as can be implemented by a group of about 100 students in a period of 20—25 days will be taken up for execution under this scheme. Some of the types of projects that can be executed by the students are:

- (1) Boring of tubewells.
- (2) Digging or deepening of wells, ponds, tanks, canal etc.
- (3) Health Programmes like mass inoculation, study of endemic diseases etc.
- (4) Construction of Villages road, school building etc.

7.59. Asked about the achievements of Planning Forums and the improvements made therein on the basis of the experience of their working in the past, the Government have stated that the main achievements of the Planning Forums are as follows:—

- (i) Improvement of Plan Information Centres for dissemination of development projects undertaken.
- (ii) Celebration of Plan Weeks, Planning surveys of family planning, communication facilities, etc.. Seminars on manpower planning, role of banks etc.
- (iii) Holding of socio-economic surveys; collection of data regarding economic conditions, education, medical facilities etc.
- (iv) Slum clearance and local improvement programmes.
- (v) Debates/discussions on problems like ceiling on land holdings, role of education in the attainment of socio-economic goals, small savings.
- (vi) Collection of funds for National Defence Fund, flood relief, etc.

7.60. Among other achievements of the Planning Forums mention may be made of school enrolment drive, opening of night schools for children, supply of free books, holding of adult literacy classes, introduction of mobile libraries etc.

7.61. The various activities of Planning Forums have helped develop Plan consciousness among the students and teachers to a considerable extent, besides rendering service to the rural community. The Planning Forums Scheme has been scrutinised from time to time and improvements made therein in the light of experience. Efforts are being made to improve the working of the Forums, for example opening of Plan Information Centres, holding of debates, symposia and contests, award of prizes, regular supply of Plan information material, etc. It has been stressed that the scheme should function as complementary to other schemes in operation in Universities such as National Service Scheme.

7.62. Asked about the specific achievements of the "Planning Forums" the representative of the Government stated during the evidence as follows:—

"Planning Forum was to popularise the plan at the district level through colleges and universities. The system of funding is that 60 per cent is the share of the Centre, and 40 per cent is the share of the States. The States give to the universities funds as per their requirements. They then come to the Centre for reimbursement. We want students' involvement—student youth and non student youth so that we can give it as part of NSS programmes. According to our information the number of Centres is about 1135. I assure you that we shall try and see that these Information Centres are activated, sufficient publicity material is given to them and we shall try to utilise these forums not only for plan information but also in some way to involve students when they come out of these."

7.63. Elaborating further the representative of the Government stated as follows:—

"Rs. 50 lakhs have been allocated for Planning Forums in the draft Fifth Plan. Subject to the financial stringencies we are trying to get a little additional allocation this year which the Planning Commission have also agreed to. Before allocating the funds we have to see that the States also give their 40 per cent share."

Evaluation of the working of Planning Forums

7.64. The Ministry of Information and Broadcasting had in 1963 constituted an Evaluation Committee under the Chairmanship of Shri S. C. Samanta, M.P., to evaluate the Plan Publicity Programme by voluntary organisations. This Committee also went into the working of Planning Forums and submitted its report in 1965.

The Evaluation Committee on Plan Publicity by voluntary Organisations reported *inter alia* that the progress made by the Planning Forums was slow and results were diffused. During the past 10 years only in about 1/3rd of the total number of colleges in the country Planning Forums were established. Of these many were not active.

Reasons of slow Progress

7.65. The Evaluation Committee have reported that many of the recently started colleges pleaded ignorance about the aims and activities of the Planning Forums. Because of the short duration of the courses in their colleges, the principals of Teachers Training Colleges were unable to find any time for Planning Forum activities. Similarly, the students of professional colleges were unable to take part in Planning Forums due to their syllabus being very heavy.

Lack of suitable literature on the Plan

7.66. The one serious handicap from which Planning Forums were suffering was lack of steady supply of suitable literature on various aspects of the Plan and Development activities. The Evaluation Committee was of the view that if the Planning Forums were to be useful and active, there should be a regular offer of good literature to them. They accordingly suggested that all the Planning Forums in the country should be on the mailing lists of the Planning Commission, the Ministry of Information and Broadcasting, Education, Community Development etc., enabling them to get all available literature on the Plan including the reports etc., published from time to time and useful journals.

Need for Incentive

7.67. The Evaluation Committee also emphasised the need to offer proper incentives to students for taking part in Planning Forum activity. The Evaluation Committee were of the view that issue of certificates by the principals concerned to students taking part in Planning Forums was a good incentive. They also recommended that such certificates should be considered as an additional qualification for recruitment for jobs in services, etc.

7.68. Asked about the action taken by the Government to improve the working of the Planning Forums as a result of the recommendations made by the Evaluation Committee on Plan Publicity Programmes (1965) the Government have stated as follows:—

“(a) Efforts are being made to improve the working of the Planning Forums. Special mention may be made of the opening of Plan Information Centres, holding of debates, symposia and contests, award of prizes, and supply of plan information material.

(b) The Scheme has been scrutinised from time to time. It was last reviewed in an Inter-departmental meeting held in August, 1973. Revision of the Scheme broadly on the lines indicated is being taken.”

It was stated during evidence that some kind of rationality was being tried so that this scheme can be a part of National Service Scheme programme. It was also stated that the information centres will be activated, by giving them sufficient publicity.

7.69. The Committee note that the scheme of Planning Forums which was initiated by the Planning Commission in 1955 to associate teachers and students in the work of formulating and implementing the country's development plans was transferred to the Ministry of Education and Social Welfare in 1968. They further note that the old scheme ceased to operate at the end of the 4th Plan and a revised scheme has been introduced as a complementary to other schemes in operation in the universities such as National Service Scheme. So far a sum of Rs. 15.4 lakhs has been spent on this scheme.

7.70. The Committee regret that the scheme of Planning Forums on which an expenditure of over Rs 50 lakhs was incurred, is proposed to be merged with other schemes, after operating it for 20 years. This itself indicates that the scheme had not achieved the purpose for which it was initiated. It is regrettable that the Planning Commission which initiated this scheme continued to operate it for over 13 years without critically evaluating whether the scheme was serving the purpose for which it was started and whether the achievements of the scheme were commensurate with the expenditure incurred. The Committee hope that the experience gained in the working of this scheme for about 20 years, will be fruitfully utilised

in making the revised scheme a success. The Committee cannot over-emphasise the need for periodical evaluation of the revised scheme with a view to take timely corrective measures, in the light of the experience gained.

7.71. Now that the preparations of district plans are being taken up actively by the State Governments, the Committee feel that it should be possible to activate the planning forums and utilise them for gathering data for drawing up meaningful developmental schemes which could be included in the district plans. This would give a sense of participation to the students in the planning process and also help in accelerating the completion of district plans.

C. Nanak Bhavans (Scheme of Student Service Institutes)

Background

7.72. The object of the Nanak Bhavans Scheme which was undertaken as part of the 500th Birth Anniversary Celebrations of Guru Nanak, is to set up Student Service Institutes in selected places in the buildings called 'Nanak Bhavans'. The Institutes aim at inculcating a spirit of self-help and self-reliance among the students, using their spare time for activities useful to them and to the nation, bringing the academic community to the service of the non-academic community and encouraging and organising sports and literary activities.

Organisation

7.73. Wherever possible, Schools of Social Work/University Department of Social Work are to remain responsible for the development of project and for coordination of the activities connected with the project in close cooperation with the State Governments. The actual management is to be entrusted to a Managing Committee of Student Cooperatives, to be specially organised for this purpose. The central theme would be that students must be helped to assume full responsibility for the management of the Institutes.

Accommodation

7.74. The Nanak Bhavan is to have a hall to accommodate 1,000 students, which should be so constructed that it can serve as a workshop and class-room in addition to its use as an auditorium. The Bhavan should also have a Library-cum -Reading Room, a cafeteria and a gymnasium. The Bhavan is to be housed on a plot having 10 acres of land.

Expenditure

7.75. The estimated expenditure for the construction of the Bhavan should not exceed Rs. 5 lakhs.

Activities

7.76. The type of activities envisaged by the student community, which will be organised by the Managing Committee of the Student Cooperative, would be,

(i) Helping Students:

- (a) to establish a Students Cooperative Store, dealing in student articles, including sale of books;
- (b) maintenance of Students Book Banks and raising donations for advancement of Book Bank activities.
- (c) holding of coaching classes by senior students in the evening for weaker junior students;
- (d) blood bank/blood donation by the student community for utilisation by students anywhere.

(ii) Continuing Education:

- (a) commercial correspondence, typing/shorthand secretarial practice, filing, office management and office correspondence;
- (b) carentry, smithy, cycle repairing, radio repairing, refrigerator mechanism, book binding and photography;

(iii) Service to Community:

- (a) holding of adult literacy classes either in the Centre or in selected schools for the benefit of non-student youth;
 - (b) adoption of nearby village for the purpose of survey of felt-needs and carry out rural development programmes;
 - (c) teaching of modern Indian Languages other than the regional language to either student or non-student youth; and
- (iv) Any other activities that lead to promotion of national integration.

Role of the Central Government:

7.77. The Central Government provide 75 per cent of the total approved expenditure on the construction cost of the Nana Bhavans, the remaining 25 per cent being contributed by the State Governments. The total expenditure, however, is not to exceed Rs. 5 lakhs. In the case of existing buildings, which can be converted into Nanak Bhavans, the Central Government's share is restricted to 75 per cent of the approved expenditure for additions or alterations.

Role of State Government

7.78. (a) The State Governments will make available 10 acres of land for the Institute free of cost;

(b) State Governments will bear 25 per cent of the construction cost of Nanak Bhavans and the building having been vested in them, they will remain responsible for its maintenance;

(c) State Governments will remain responsible for furnishing of the building, supply of necessary equipment and tools for running of the workshop and various other schemes of continuing education;

(d) State Governments will remain responsible to provide part-time Instructors from the nearby I.I.Ts/Polytechnics and payment of suitable honorarium to them for imparting training to the students under the various continuing education schemes and will remain responsible for the preparation of syuuabus etc.; and

(e) State Governments will bear themselves or in association with the Student Cooperatives, 25 per cent of the expenditure for running of the language teaching classes.

Role of Schools of Social Work|University Departments of Social Work.

7.79. The role of the Schools of Social Work/University Departments of Social Works, which will remain in overall control of the scheme, will be as follows:—

- (i) to organise, in cooperation with the State Governments, Students Cooperatives, which will be entrusted with the day-to-day running of the Student Service Institutes; and
- (ii) to provide continuing guidance for the running of the Institutes and to undertake annual evaluation of the working for submission of the same to State and Central Governments.

Progress and Future

7.80. The scheme was finalised in October, 1969 and circulated to the State Governments. It was included in the Fourth Five-Year Plan. During the Fourth Plan period, financial assistance was given to the following States for the construction of Nanak Bhavans:

	Rs.. lakhs
(i) Gujarat	2.50
(ii) Karnataka	2.50
(iii) Rajasthan	2.50
(iv) Maharashtra	3.00
(v) Orissa	3.00
(vi) Tamil Nadu	3.00

The establishment of Nanak Bhavans is at different stages of progress in the States.

7.81. After the initial grants released in 1969-70 and 1970-71, no grants have been released to any State Government. The balance grants due to the six States referred to above have also not been released, as the construction work has not made the stipulated progress. Moreover during 1973-74, there were instructions for economy cuts especially ban on construction of buildings.

7.82. For the year 1974-75, the Ministry of Finance has agreed to only a Non-Plan provision of Rs. 3 lakhs for giving the balance of Central grants to the six State Governments.

7.83. Asked about the reasons for slow progress of the Scheme of Nanak Bhavan, the Government have stated that the establishment of Nanak Bhavans was sanctioned in six States, Gujarat, Karnataka and Rajasthan during 1969-70; and Maharashtra, Orissa and Tamil Nadu during 1970-71. The Bhavans are in various stages of establishment in Rajasthan, Maharashtra, Orissa and Tamil Nadu. The construction has almost been completed in Jaipur and Dhenkanal (Orissa); more than half way in Madras, in its initial stages in Nagpur and will start in Gujarat shortly. In Karnataka the State Government has not so far been able to find suitable land for establishment of the Bhavan.

7.84. The main reasons for the slow progress have been:

- (i) the time taken initially for the State Governments concerned to examine the Scheme and to accept the terms and conditions under which the Bhavans were to be set up;
- (ii) further time needed for identifying suitable sites and completing formalities for preparation of plans and estimates through the State PWD; and
- (iii) shortage of cement and steel that slowed down the construction progress midway, as for example in Tamil Nadu.

Action is being vigorously pursued to get the projects completed in all the six States.

7.85. The establishment of Nanak Bhavans was only one of several items approved for the quincentenary celebration of Guru Nanak. The National Committee for the celebrations had allotted an amount of Rs. 10 lakhs only for this programme with assistance from the Central Government at the rate of maximum of Rs. 3.75 lakhs per Bhavan (*i.e.* 75 per cent of a ceiling of Rs. 5 lakhs each). Within this amount of Rs. 20 lakhs only 7 Bhavans were possible. Offers were made to about 14 States initially on the basis of:

- (i) representative regional distribution; and
- (ii) interest evinced by the States in the programme.

7.86. Finally, only 6 State Governments accepted the offer during the years 1969-70 and 1970-71. Although subsequently two or three other State Governments expressed their interest in the programme, their request could not be considered as no funds were available within the Guru Nanak Centenary Celebration allocations.

7.87. The Committee note that the Nanak Bhavan Scheme was finalised in 1969, with the object of inculcating self-help and self-reliance among the students, using their spare time for activities useful to them and to the Nation, bringing the academic community to the service of non-academic community and encouraging and organising sports and literacy activities. The type of activities envisaged under this scheme are setting up of students cooperative stores, students' book banks, coaching classes for weaker junior students, classes for Secretarial practice, office management etc.

7.88. The Committee note that financial assistance amounting to Rs. 16.50 lakhs has so far been given to six States for the construction of Nanak Bhavans. While the construction of these Bhavans is stated to have been completed in Rajasthan and Orissa and some progress has been made in Tamil Nadu and Maharashtra, the con-

struction is yet to start in Gujarat. In Karnataka, the State Government has not yet been able to find suitable land for the Bhavan. The Committee are concerned at the slow progress in the construction of the Nanak Bhavans. They are surprised how the grants were released in 1969-70 and 1970-71, to Gujarat where the construction of the Bhavans has not yet started and to Karnataka where suitable land for construction has not yet been found. The Committee would like the matter to be examined and necessary rules to be framed for the release of the grants to avoid such situations in future.

7.89. The Committee would like to draw pointed attention to the fact that the aims and objectives of Nanak Bhavans and the National Service Scheme are broadly the same. This underlines the need for closer coordination between the two. In fact, Nanak Bhavans can well provide the basis for many of the activities covered by the National Service Scheme. Talented students with organisational ability and capacity to generate enthusiasm could also be usefully inducted into the Nehru Yuvak Kendra Scheme so as to help the non-student youth in cultural activities including dramatics, debates, cultivation of hobbies etc. They could also play a meaningful role in extension of non-formal education to non-student youth.

CHAPTER VIII

NON-STUDENT YOUTH

8.1. As stated in Chapter I a programme for non-student youth was got approved in principle by the Union Cabinet in June, 1970 and the manner of its implementation was discussed by a National Youth Board constituted in July, 1970. The total population of youth in India in the age group of 15—25 years is approximately 90 millions according to the 1971 census. A large majority of these comprise non-student youth, for whom special programmes need to be introduced.

8.2. Due to financial stringency on account of influx of Bangladesh refugees and later the Indo-Pakistan conflict in December, 1971, the National Youth Programme had to be severely curtailed and it had a modest beginning. During 1972-73, the schemes for establishment of Youth Centres (Nehru Yuvak Kendras) and training of Youth Leaders were started.

8.3. The following are the major programmes development by the Government for non-student youths—

- (a) Nehru Yuvak Kendras;
- (b) Establishment of Work Centres; and
- (c) Training of Youth Leaders;
- (d) Assistance to Voluntary Organisation working amongst youth.

A. Nehru Yuvak Kendra

8.4. The Department has stated that the youth programmes to be organised by the Nehru Yuvak Kendras will have the following four components:

- (a) Preparation of youth for society's need;
- (b) Contribution of youth to the development of society in cooperation with others;
- (c) Satisfaction of the needs of youth; and
- (d) Participation of youth in the decision making process.

8.5. In order to have an impact, the youth programmes have to be multi-purpose, mass participating and non-student oriented. Only a small part of the programme will be implemented in a direct way by the Nehru Yuvak Kendras. A very large part of the programme will have to be implemented by the Nehru Yuvak Kendras through indirect assistance to the operators of various schemes, thus functioning as encouraging, motivating and catalytic agents.

8.6. While the type of activities to be carried out at a Nehru Yuvak Kendra is to be eventually decided by the local youth depending upon local conditions, certain priorities must be delineated and kept in mind always. Even from the beginning, activities must be developed in 5 directions in order to have a balanced multi-faceted programme:

- (1) Non-formal education comprising functional literacy, agriculture, education, health and family life education and civic education.
- (2) *Employment possibilities* including re-training for jobs, help in establishing small scales industries, production oriented skill training with a clear target that a specified percentage of the unemployed population of a specified locality should be found employed within a stipulated time.
- (3) *Social Services* including cleanliness, vaccination inoculation and pragmatic relief action schemes which should be on such a scale as to make an impact on the population to which it is aimed.
- (4) *Entertainment* including mass sport activities (not limited to certain sports like tennis, badminton, hockey covering very few individuals) cultural activities, especially those promoting National Integration; science hobbies and other mass participation activities preferably held in open air.
- (5) *Participation in decision making* by inviting youth for discussions about community life and in formulating proposals for community decision. As youth are part of society, they should not be made to feel that they are merely being asked to do the work while they have no right even to make suggestions regarding the type of work to be done or the manner of doing it.

8.7. It will be seen from the above that the proposals to establish these youth centres stem from the desire to restructure the educational process so that it leads to snow-balling effect in reducing social

stratification and making the youth conscious of the need for self-help and humanitarianism.

8.8. It has been stated that the establishment of the Nehru Yuvak Kendras has been welcomed by the States. The Kendras have generated expectations amongst the people and the non-student youth.

8.9. The categories of youth that can avail itself of the advantages offered through these Kendras can be enumerated as:

- (i) Unschoolled youth and early drop-outs from the primary schools who may have relapsed into illiteracy;
- (ii) Drop-outs from secondary schools at various levels;
- (iii) Youth who have finished their informal education and are either unemployed or underemployed;
- (iv) Youth in schools and colleges and those other who wish to take advantage of the centre.

Facilities

8.10. The scheme envisages that the minimum possible facilities should be made available for these activities at each Kendra. To start with, due to paucity of funds, these Kendras have been located in buildings either provided by the State Governments or if necessary rented and as the scheme develops a model plan for the Kendra will be drawn up and funds permitting the construction work taken up. The scheme, however, visualises that each Centre should have at least the following facilities:

- (a) Facilities necessary for conferences and meetings. For this purpose, initially the school hall or college hall could be utilised;
- (b) Facilities necessary for preservation and utilisation of material;
- (c) Facilities necessary for studying or training;
- (d) Facilities for maintenance of a science museum with a mobile section attached to it; and
- (e) Facilities necessary for administration.

8.11. The youth centre should also have necessary desks, chairs, black boards, projectors, gramophones, slides, radio sets, cassetts and casset players, tools and appliances for experimental purposes, instruments for physical education and recreation.

Youth Coordinator

8.12. Each Centre is manned by one Youth Coordinator who is assisted by an Accounts Clerk-cum-typist. The role of the Youth Coordinator is one of an animator who will goad and motivate the Youth of the area and activise the resident groups to participate and organise the above indicated activity. The task of the Youth Coordinator is an extremely sensitive one and, therefore, in order to select only the right person a double screening process was laid down.

Administrative Set-up

8.13. The scheme of Nehru Yuvak Kendras is fully financed and with the cooperation of the State Government also run directly by the Government of India. In view of the need to promote uniform development, the following organisational set-up has been decided:

- (i) *National Organising Committee*: The National Organising Committee under the chairmanship of the Union Education Minister will lay down the broad guidelines relating to the minimum programmes to be developed at the Kendras, advise on the priorities, coordinate the programme at the national level and evaluate the implementation of the programme.
- (ii) *State Organising Committee*: The State Organising Committee with function similar to those of National Organising Committee, will function under the chairmanship of the Minister Incharge of the Youth Services/Education at the State level. The total membership of this Committee including the Chairman will be seven of whom 3 will be nominated by the State Government and three others by the National Organising Committee.
- (iii) *District Organising Committee*: The District Organising Committee will be responsible for ensuring proper implementation of the programmes at the Yuvak Kendra. The District Committee will comprise 11 members and would draw up the programme and approve budget. The Committee would be nominated by the State Organising Committee from among persons having knowledge of and involvement in youth work. District Organising Committee will comprise the District Collector or his nominee as the Chairman. The Youth Coordinator will be the member Secretary. Of the 9 others, 4 are to be nominated

by the State Organising Committee. The remaining five members will be from among youth activists who will be appointed later as the youth movement gathers sufficient momentum.

8.14. The question of the administrative set up of the Nehru Yuvak Kendras has been under examination for some time and in order to ensure more active involvement of the State Governments, the present thinking is that the Nehru Yuvak Kendras be made over to a registered society having its own Articles of Association etc., with a Board of Governors and Administrative Committee. However, this is liable to take some time and as an interim measure we have requested the Youth Coordinators to constitute informal groups to help them out in the day-to-day working of the Kendras.

Financial Aspect

8.15. The schematic budget of this scheme envisaged an expenditure on capital account of Rs. 1 lakh per centre and Rs. 40,000 on recurring account. During 1973-74, as per the scheme, Rs. 40,000 per centre was sanctioned. During the year 1974-75 onward additional funds will be made available for programmes to be undertaken by the Nehru Yuvak Kendras. In addition to the above financial assistance the various Central Government schemes can be channelled through the Nehru Yuvak Kendras.

Present Position

8.16. Out of the 100* Centres that were proposed to be established during the last financial year, up-to-date 80 centres have been established and Youth Coordinators have been posted. 14 more have been sanctioned and are likely to be established shortly. Sports Coaches have also been posted in most of the Kendras. The Department has been receiving reports of activities from various Kendras and these include organisation of sports and games, coaching classes in games, holding of debates and seminars, conducting of surveys to determine needs of the local youth, coaching classes in dance and music, provision of reading room facilities and initiating training classes in crafts.

*At the time of verification of the Report the Ministry of Education & Social Welfare suggested the following corrections:—

“16 more Nehru Yuvak Kendras have been sanctioned during 1974-75 bringing the total number of Nehru Yuvak Kendras so far to 110. Of these, 83 are functioning at present and the Youth Coordinators are in position. The remaining 27 are likely to start functioning shortly. Besides, 75 more Kendras are proposed to be established during 1975-76”.

8.17. The following chart shows the break-up of the Plan outlay proposed and approved and Budget Estimates for 1974-75 for Nehru Yuvak Kendras:

Name of the Scheme	Fifth Plan outlay as originally proposed	Draft Fifth Plan outlay	Approved outlay for 1974-75	Budget Estimates for 74-75 as approved by Ministry of Finance
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(RUPEES IN LAKHS)

1. Nehru Yuvak Kendras (including work centres)	(includ- ing work centres)	1,300	600.00	95.00	79.79
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8.18. Asked about the Plan provisions and targets of Nehru Yuvak Kendras:

First Four Plans

8.19. The scheme was started during the Fourth Plan (1972-73). During the Fourth Plan there was a provision of Rs. 13,41,968 (provided by re-appropriation) during 1972-73 and Rs. 33,00,000 during the year 1973-74. With that provision it has been possible to open 80 Nehru Yuvak Kendras in various States. In addition, 14 Kendras were sanctioned during 1973-74 and these are in the process of being established.

Fifth Plan

8.20. The total Plan provision for the Nehru Yuvak Kendras during the Fifth Plan is Rs. 600 lakhs. The target is to establish one Nehru Yuvak Kendra in each District Headquarters by the end of the Fifth Plan. According to 1971 census, there are 356 Districts and the total number of Kendras would therefore be 356. The number to be opened each year will depend upon the availability of funds. During 1974-75 it is proposed, besides the establishment of 14 Kendras sanctioned during 1973-74, to establish more Kendras depending upon the availability of funds.

8.21. In its meeting held on 24th November, 1972, the National Organising Committee on Nehru Yuvak Kendras had, *inter alia*, decided as follows:

"It was decided that the minimum programme should include organisation of physical education and sports and search for talent at the grass root level, social service, which should be specifically co-related with the developmental

Plan at the District level and involvement of students and non-student youth in adult literacy work. The informal education programme should include cultural activities, film shows, adult education and science education. For the purpose of informal education university students, teachers and local retired persons should be invited to deliver lectures. This should be regarded as rational guidelines for the minimum programme to be started in all Nehru Yuvak Kendras; variation, however, can be made depending upon the local situation, on the advice of the District Organising Committee."

8.22. Along with this, a number of Bal Kendras were desired to be established, but again due to paucity of resources this has not been feasible. Likewise Community Schools were envisaged for being established in each Block, which would provide focus at the Block Level for activities covering science, culture, library movement, health education, non-formal vocational education, sports and physical education, and would act as sub-centres of the Nehru Yuvak Kendras in respect of the Blocks. Improvement in skills development of hobbies, inculcation of book reading, establishment of discussion clubs etc. were also to be dovetailed into the whole scheme. This, however, could not be taken up for want of funds.

8.23. The various programmes, which have been identified from time to time for non-student youth, are being integrated under the Scheme of the Nehru Yuvak Kendras, so as to obtain the maximum impact and coordination in order to optimise the utilisation of the limited funds available.

Evaluation of the working of Nehru Yuvak Kendras

8.24. The Department has stated that since the Nehru Yuvak Kendras have been set up recently, a little over two years ago, and since the financial allocations given to these have been very limited in respect of their programmes, it would be premature to review formally or evaluate their functioning. However, an Informal Group has been constituted to have a look at the work being done by these Kendras and to suggest ways and means of improving their functioning.

8.25. The Department has stated that the following measures have been taken by them to seek the support and confidence of the State Governments in the execution of Nehru Yuvak Kendras programme:

- (i) Location of Nehru Yuvak Kendras is decided on the recommendation of the State Government.
- (ii) First selection of Youth Coordinators is made by a State level Selection Committee. Candidates recommended by such a selection Committee are screened by Central Selection Committee.
- (iii) Education Secretary or his nominee in the State Government is the Controlling Officer for Nehru Yuvak Kendras in that State.
- (iv) State organising Committee under the Chairmanship of State Education Minister is set up for all Kendras in the State.
- (v) District Organising Committee under the Chairmanship of District Collector and Youth Coordinator as Secretary is set up for each Kendra.
- (vi) Specific instructions have been issued to Youth Coordinators to keep close liaison with State Government agencies functioning at district level.
- (vii) All important instructions to Youth Coordinators are invariably endorsed to Controlling Officers.

8.26. The representative of the Government stated during evidence that "we should diversify the programmes from the main city centres of the districts to more rural settings." The witness stated that some Centres have been created in the tribal areas.

8.27. The representative of the Planning Commission stated during evidence:

"The importance of these programmes has been realised quite early. But unfortunately there are large organisational problems and we feel that we will be able to spend the funds with due returns. The programme is not likely to be handicapped by resources availability. These are high priority programmes and if very well organised, can give high returns. The Nehru Yuvak Kendra is a very big jump from the point from which they started and if they are able to do this programme well of course, this is a pioneering effort and therefore there will be difficulties but they will be able to overcome them. I do not think funds will stand in the way."

The representative of the Ministry stated further during evidence:

“When you talk of student youth, it is a fairly cohesive group. You can draw up a programme for them; but in regard to this large varied mass who have different amounts of time available at different times and have different interests, unless a very comprehensive programme is drawn up to cater to the interest of well identified groups, would you really be able to cater to their needs effectively? When this question was considered in the Planning Commission also, this procedural difficulty was outlined, but that difficulty was pointed out not in order not to go forward with the programme but to force us to do harder thinking, bring forward better organisational policy etc. But the programme which the Ministry of Education have taken up is a very high jump from one of not considering the totality of the programme but if we succeed in doing it effectively from the point we have started from, I hope we would have made a good beginning, which would augur well for future.”

8.28. Asked whether any evaluation report was prepared of the Nehru Yuvak Kendras, the representative of the Ministry stated during evidence:

“We felt it too early for a proper evaluation because it was just at the end of 1972 when it was started. Initially it did not get off to a very good start because reorientation was involved. We had reorientation courses and these were completed only in 1974.”

The witness added:

“Instead of evaluation, we have small informal groups under General Candeth. We have asked them to form into informal groups. They are going round and within six months, they hope to give an idea for improving these programmes further.”

8.29. Asked whether Yuvak Kendra can be a coordinating centre for some small clubs, the witness stated that Youth clubs are already in existence in a number of districts and guidelines have been issued to the coordinators.

Rashtriya Nehru Yuvak Kendra Sansthan

8.30. The Department has stated that the Central Advisory Board

of Education in its meeting held on November 4-5-1974, resolved as under:

“The Board recommends that the programme of Nehru Yuvak Kendras should be improved and expanded, with greater involvement and participation of State Governments. An appropriate Organisation to achieve these objectives should also be set up.”

The detailed organisational structure for setting up of a Sansthan for the Nehru Yuvak Kendras as a Central Autonomous Society controlled by the Union Government, and established under the Societies Registration Act of 1860 as amended from time to time, to be called “Sashtriya Nehru Yuvak Kendra Sansthan”, is actively under consideration.

8.31. The advantages of an autonomous organisation are that the youth coordinators at the district level will have considerable freedom of action both in respect of sanctions, financial and administrative powers, greater functional freedom, and powers in making local purchases etc., so as to enable effective functioning of the programme. They would not suffer from the chain of command in a Government set-up, which, in trying to control such widely dispersed functionaries from the Centre, with an inadequate communication system and with limited staff, is a disadvantage. It is felt that the involvement of local youth, the officials and non-officials concerned with developmental activities at the District level, and academic personnel, can be ensured through an autonomous organisation in which the State and Central Government agencies, and non-officials could be made to participate actively.

8.32. Broadly the proposed Sansthan will have a general body consisting of Education Minister as Chairman one representative each of State Governments, one representative each of concerned Ministries of the Government of India, and other concerned organisations, and a number of youth workers. The Sansthan will have a Board of Governors, and Advisory Committee on Physical Education and Sports, and an Advisory Committee on Non-Formal Education and Adult Literacy. At State and District levels it will have State and District Advisory Committees.

8.33. The Committee have earlier pointed out that the most crucial and much neglected group among the youth is that of the non-student youth. Government and society have an obligation to ensure for them a life of dignity, a life of faith in themselves and faith in the society of which they form an integral part and a sense of

being needed by society. This can come only through their involvement in youth work.

8.34. The total population of youth in India in the age-group of 15—25 years is approximately 90 millions according to the 1971 census, a large majority of whom comprise non-student youth. According to Government, youth includes persons in the age group 15—25 years. The Committee consider that youth should include all persons in the age group 15—30 years. In that case the number of non-student youth who can be drawn into purposeful youth activity would be much larger.

8.35. The Committee realise that non-student youth constitute a large varied mass who are dispersed in different groups and different occupations, with different interests and do not form a fairly cohesive group like student youth. The Committee consider that a comprehensive programme to determine the needs of well identified groups of non-student youth and to provide focal points for their constructive involvement in youth activities is essential.

8.36. The Committee consider that opportunities have to be provided to non-student youth for preparation and training for work and family life, assumption of social and civic responsibilities, development of a spirit of comradeship, patriotism, cultural outlook and participation in planning and implementation of the programmes of community and national development, recreation etc., in short for developing their personality and making them socially useful, functionally efficient and economically productive. The Committee also consider that the problem of development of non-student youth is a gigantic one and needs urgent attention. Though the Directive Principles of the State Policy embodied in the Constitution, aim at securing social and economic justice, so far no tangible programmes have been worked out on the scale required to give concrete shape to the fulfilment of the basic national task of uplifting the vast mass of non-student youth. The Committee feel that the situation calls for concerned, multi-pronged efforts by Government and society to bring into the lives of the neglected non-student youth, a content and a meaning which they miss.

8.37. The Committee note with concern that it was not until 1970, when a programme for non-student youth was first formulated. The Committee have already commented in Chapter II regarding the inadequate financial allocations for this programme.

8.38. The Committee note that the Nehru Yuvak Kendra, is one of the important elements in the programme for non-student youth

welfare. The objectives of the Nehru Yuvak Kendras are to prepare youth for society's needs, to enable them to contribute to development of society, to satisfy the needs of youth and to help them to participate in the decision making process. The programmes of these Kendras include non-formal education, training the skills of youth for employability, social services, entertainment including mass sport and cultural activities. It has been stated that only a small part of the programme will be implemented directly by the Kendra and a large part will have to be implemented through indirect assistance to the operators of various schemes, the Kendra thus functioning as encouraging, motivating and catalytic agents.

8.39. The Committee note that 80* Kendra have been established so far and 14 are likely to be established shortly and that by the end of the Fifth Plan, one Kendra will be established in each District Headquarters, bringing the total number of Kendras to 356. The Committee further note that about Rs. 46 lakhs have been spent so far on this scheme upto the end of the Fourth Plan and that Rs. 6 crores have been provided for this scheme in the Draft Fifth Five Year Plan.

8.40. The Committee note that so far no evaluation of the working of the Nehru Yuvak Kendras which were started at the end of 1972, has been made as it has been considered pre-mature to do so. They further note that informal groups under General Candeth have been appointed to go round these Kendras and suggest improvements in their programmes within a period of six month.

8.41. The Committee hope that the informal groups which have been constituted to suggest improvements in the programmes of these Kendras will submit their reports within the stipulated time. They would like Government to take expeditious decisions on the suggestions made by the informal groups and implement the same according to a time-bound programme.

8.42. The Committee consider that the scheme of the Nehru Yuvak Kendras is a pioneering effort in promoting the development welfare of non-student youth. They realise that the organisational problems of catering effectively to a large varied mass of non-student

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“16 more Nehru Yuvak Kendras have been sanctioned during 1974-75 bringing the total number of Nehru Yuvak Kendras so far to 110. Of these, 83 are functioning at present and Youth Coordinations are in position. The remaining 27 are likely to start functioning shortly. Beside, 75 more Kendras are proposed to be established during 1975-76.”

youth, are vast. As the sheet-anchor of the developmental and welfare programmes for non-student youth would be the Nehru Yuvak Kendras in each District, it is imperative that the programmes and activities of these Kendras are formulated with great care and implemented expeditiously so as to create an impact on the non-student youth in their areas.

8.43. The Committee further consider it desirable that the working of the Nehru Yuvak Kendras already set up, should be consolidated and watched for some time after bringing about necessary improvements in their programmes. Further extension of these Kendras should be made on the basis of the lessons drawn from the working of the existing Kendras so as to obviate shortcomings which may have been experienced earlier in the setting up of new Kendras and full benefit is derived from the expenditure incurred on these Kendras. The Committee would like to emphasis that the achievements of these Kendras have to be viewed in the context of transformation which they bring about in the thinking and lives of the non-student youth, particularly, those belonging to the weaker sections of society.

8.44. The Committee suggest that Nehru Yuvak Kendras should hold annual camps of at least 2-3 days' duration, which would help to bring the participants closer to each other and afford them opportunities to participate in cultural activities such as, dramas, debates, discussions, exhibitions etc. These camps may also will be utilised to impart knowledge in the ideals of Nehru Yuvak Kendra and generate enthusiasm among the participants for social work, and fighting social evils besides informing them about the working of our democratic system and their duties and responsibilities as citizens.

8.45. The Committee have elsewhere in the Report pointed out the opportunities which are available in the Nehru Yuvak Kendras for a meaningful contribution by the students under the National Service Scheme and Nanak Bhavans. The Committee feel that the youthful students should consider it a privilege to be of assistance to non-student youth and should make an effective contribution in the matter of spreading non-formal education and cultivation of hobbies and skills among non-student youth. The Committee suggest that the Coordinators of Nehru Yuvak Kendras should maintain close contact with their counter-parts in Nanak Bhavans and authorities in-charge of local National Service Scheme in the interest of better co-ordination of programmes, and mutual benefit to the participants.

8.46. The Committee would like to stress that the activities of Nehru Yuvak Kendras should not be burdened with extraneous activities so as not to dilute in any manner, the main objective of the Kendras which is to provide a meaningful programme for fuller development of non-student youth.

8.47. The Committee consider that if any impact of youth welfare programmes is to be made on the youth it is not only desirable but necessary to have a network of youth clubs in every mohalla at the grass root stage which will be in live contact with the people in the slums, villages, backward areas etc., and which will form focal points for meaningful developmental and recreational activities. The Nehru Yuvak Kendra can play the role of a co-ordinating centre for all the youth clubs in the towns and villages of the District. The clubs should be run by the youth, for the youth and with the assistance of socially dedicated volunteers, who are sensitive to the needs of youth.

8.48. The Committee would also like Government to study the role played by Youth Clubs in Western and Eastern countries and to take suitable steps for promoting vigorous and energetic youth clubs with the help of well established voluntary organisations. The Committee would, however, like to emphasise that the organisational effort required for such activities would be of a high order, the inputs being purposeful planning and the maximum use of human effort which can make up, to a large extent the shortfall in financial investment.

8.49. The Committee note that the constitution of Yuvak Kendras provides that the President may be either a Collector or Dy. Commissioner or his nominee. The Committee feel that as the Yuvak Kendras require close coordination between various official agencies it would be a distinct advantage if the Collector/Dy. Commissioner is directly associated with the activities of the Kendras particularly in the formative years so as to provide firm leadership and resolve all difficulties without delay. The Committee would also like that the Chief executive officer of the Zila Parishad should be a member of the District Organising Committee.

8.50. The Committee find that the constitution of the Committee to look after Nehru Yuvak Kendras provides for appointment of a number of non-officials. It would be in the fitness of things if these non-officials possess intimate knowledge of different facets of activities which are covered by Nehru Yuvak Kendras so that they can make effective contribution.

8.51. The Committee note that Government have a proposal of bringing the activities of the Nehru Yuvak Kendras under the auspices of a registered autonomous society to be called "Rashtriya Nehru Yuvak Kendra Sansthan". The Committee cannot help pointing out that as Nehru Yuvak Kendras have been established only recently in the field and are experiencing numerous difficulties of growth, it is but appropriate that no radical change may be made in the existing setup. The position could be reviewed in course of time after the programme has gained momentum in the field and the picture about the scope and range of activities, the types of organisations to be involved for work amongst non-student youth, becomes clearer.

B. Youth Leadership Programmes

(i) Youth Co-ordinators

8.52. As stated in Section A, each Nehru Yuvak Kendra is manned by one Youth Coordinator. The Department has stated that since the Youth Co-ordinators were expected to show results in spite of various constraints, much depends on the Youth Coordinators' own motivation to appreciate and espouse the cause of Youth particularly non-student youth. Much, therefore, depends on his ability to motivate and sustain the interest of youth in whatever organised endeavour may be started, on his knowledge of the various schemes of the Central and State Governments under which benefits could be availed of at the District and lower levels and on his own ability to muster the co-operation of the officials concerned. Considerable freedom of choice has been given to the Youth Co-ordinators in regard to the types of activities to be undertaken at the Kendra. This is because the needs and aspirations of the community differ from region to region and the programmes to be undertaken in the Kendras should not be straight-jacketed. The common denominator of the functions of the Youth Kendras is that they should act as catalysts and sponsors of any type of cultural, developmental and employment oriented programmes in which the youth of the area could be seriously motivated. Their function is to muster the facilities available in the Government offices, voluntary organisations and the youths themselves for the benefit of the community.

8.53. Asked about the method of selecting the youth co-ordinators and the training imparted to them, the Department has stated that pending finalisation of recruitment rules and final selection by the UPSC, Youth Coordinators have been appointed on an ad-hoc basis, after selection through properly constituted committees

for the purpose. At the State level, the initial selection was undertaken by a committee consisting of the Minister in-charge of Youth-Services/Education as Chairman, and Education Secretary and Vice Chancellor of one of the universities in the State, as members. This committee recommended a panel of names which was submitted to the Centre where the final selection was made and notified. It may be reiterated that these are only *ad hoc* selections and proper selections would be undertaken by the UPSC on finalisation of recruitment rules, a draft of which has already been sent to them.

8.54. Orientation courses have been organised by the Ministry for these Youth Coordinators. So far three such courses have been conducted to cover the Youth Coordinators working in different regions and States, in batches.

8.55. Asked about the nature and duration of course of orientation prescribed for them, the Government have stated as follows:—

“During the year 1974 a series of orientation-cum-training courses were organised by the Directorate of Adult Education. The courses were of ten days duration each, and included about 50 discussion hours and 12 hours of field work. The emphasis of the course was on the organisation and implementation of out-of-school activities and the various aspects.”

8.56. The Committee are glad to note that Government are fully aware of the key role that is to be performed by a Youth Coordinator in the programme. The Committee stress that as the Coordinator is the main spirit behind the activities, it is of the utmost importance that he should be a person of active habits, genuinely interested in the welfare of non-student youth, a man of proven organisational ability and integrity with a capacity to generate enthusiasm and cooperation amongst all the participants in the activities of the Kendra. It may be worthwhile to make it a tenure appointment so that accent on performance is sustained and the activities do not come to suffer for want of initiative and drive.

8.57. Above all it should be ensured that the person appointed as Coordinator discharges his responsibilities in wholly non-partisan manner so as to command the confidence of all sections of non-student youth amongst whom he has to work.

(ii) Youth Leaders

8.58. A major obstacle in the way of expanding youth work to meet the needs of youth and ensure their participation in the life of society is the shortage of qualified youth leaders.

8.59. Rapidly growing population necessitate an increase in the number of well trained youth leaders. Contemporary youth leaders and programmes should address themselves to the basic human needs of young people, including the need for opportunities to reach new levels of social, educational and civil rights and responsibilities.

8.60. More youth leaders are needed at all levels of youth work, for example, group leaders, project directors, the managers of youth institutes and organisers, trainers or commissioners at the district or regional level; administrators, elected officers of voluntary organizations and officers of Governmental youth services at the national level. If young people are expected to be concerned with aspects of economic and social development, their leaders should be equipped to participate in development.

8.61. The training of professional and voluntary youth leaders should be based on a knowledge of the needs of youth and their aspirations.

8.62. The Department has stated that with the increasing emphasis on attention to youth and its problems, it is essential that a large number of youth leaders will have to be trained. Such trained leaders can help young people to understand themselves and achieve emotional maturity which can help them to contribute to programme beneficial to themselves and the community. At present there is no organisation which gives systematic training for youth leadership as such. Whatever training is now being imparted by some Government Departments or voluntary organisation is intended for specified specialist roles of particular interest to that Department or organisation. It is, however, obvious that when large scale programmes for youth welfare get going in big way, the need for larger and larger numbers of properly trained youth leaders would become apparent. It has, therefore, been decided that financial assistance should be given to voluntary organisations and State Government/Union Territory Administrations for approved projects of training of youth leaders.

8.63. Such training should be directed towards changing attitudes about agricultural labour, about indicating a sense of importance and urgency of depending on indigenous goods in preference to foreign goods about the significance of handicrafts, small scale

industries as self employment measures, in pre-vocational training, in establishment of cooperatives, etc.

8.64. Governments/Union Territory Administrations or National voluntary organisations can implement a programme of training of youth leaders on the above lines. Financial assistance for such a programme will be available to cover the actual boarding and lodging charges of the participants subject to a ceiling of Rs. 8/- per day.

Projection in the 5th Five Year Plan:

8.65. The scheme is being continued in the Fifth Five Year Plan on the same basis as in the Fourth Five Year Plan.

Progress of the Scheme

8.66. The Department has stated that the progress made in implementing the scheme "Training of Youth Leaders" is as under:

Expenditure on the Scheme

Year	Amount sanctioned	No. of youth leaders for whose training amount was sanctioned	Remarks
	Rs.		
1972-73	31,450	75	380 trained. Institutes permitted to carry forward the unspent balance to the current financial year.
1973-74	74,400	630	
1974-75	48,000	340	Training is being imparted in batches currently.

8.67. Asked about the number of youth leaders trained so far, the representative of the Government stated during evidence that 355 youth leaders have so far been trained and 200 additional youth leaders are starting their training.

8.68. Although no formal survey has been undertaken of the Youth Leadership Programme/activities of different voluntary organisations, youth welfare scheme including training programmes for youth leaders, the youth welfare programmes were formulated in consultation with some national youth organisations who have been

in the forefront of youth welfare activities for quite some time, such as National Council of YMCA, Youth Hostels Association etc. The scheme is closely dovetailed with the scheme for Nehru Yuvak Kendras in that the youth leaders are being sponsored through the aegis of the Kendra concerned.

8.69. The training is mainly aimed at motivating the youth and the nature of the training is 'behavioural' as against the professional training which is directed towards improving professional competence in the respective fields. The emphasis is on increasing the production in the respective fields. The following are the major areas of training:—

- (i) Agricultural farming
- (ii) Animal Husbandry
- (iii) Cattle breeding
- (iv) Poultry
- (v) Dairy farming
- (vi) Cooperative movement and community living
- (vii) Lift Irrigation
- (viii) Health Education
- (ix) Food and fruit preservation; and
- (x) Grape growing.

8.70. Broadly, the youth leaders who are given training are young men who are picked up by the Youth Coordinators of Nehru Yuvak Kendras from out of the following categories:—

- (i) Young farmers—agriculturists (actual tillers of soil).
- (ii) Dairy farmers
- (iii) Teachers of primary and secondary schools
- (iv) Veterinary staff
- (v) Social workers

8.71. The youth leaders are selected by the Youth Coordinators in consultation with the District Collector, the Education Officer, Agriculture and Animal Husbandry Officers and other District Officers in the field concerned.

8.72. The idea of the training is that the trainees not only acquaint themselves with the modern techniques in these directions but also motivate others on return.

8.73. The training is being imparted in the following institutions for periods varying from one week to 4 weeks:—

- (i) National Dairy Research Institute, Karnal
- (ii) The Kaira District Cooperative Milk Producers' Union, Anand
- (iii) Indian Agricultural Research Institute, Pusa, New Delhi
- (iv) Central Health Education Bureau, New Delhi
- (v) Mahatma Gandhi Vidyalaya, Urli Kanchan (Poona)
- (vi) Central Food and Technological Research Institute, Mysore
- (vii) Rafi Ahmed College of Agriculture, Sehore, M.P.
- (viii) Pant Nagar Agriculture University, Pant Nagar (U.P.).

8.74. The expenditure on journeys performed by the trainees is borne by the trainees themselves. The Government of India, however, contributes towards the training at the rate of Rs. 8/- per day per trainee for the duration of the training mainly for boarding and lodging.

8.75. The Task Force of Planning Commission on Youth, Physical Education, Games and Sports (1973) has recommended that "Potential youth leaders—both teachers and students—might be identified and built up through camps, seminars, conferences, etc. This should cover about 10 per cent of the undergraduate students. The expertise available with the voluntary organisations and N.C.C. might also be utilised for organising these camps."

8.76. Asked about the action taken on the above recommendation of the Task Force of Planning Commission, the Government have stated that several efforts are being for identifying and building youth leadership. These include:

Special camping programmes during vacations as part of the National Service Scheme, such as Youth against Famine and Youth against Dirt and Disease camps. These involve a large number of under-graduates;

The National Cadet Corps, through which also similar opportunities are provided; and

A youth leadership training programme dovetailed with the scheme of Nehru Yuvak Kendras.

8.77. The Committee are concerned to note that though the Nehru Yuvak Kendras started functioning from 1972-73, only 355 youth leaders have been trained so far and another 200 leaders have started their training. The Committee are surprised as to how the programmes of the Kendras could be successful without adequate number of trained youth leaders. They would like that the training programmes of youth leaders should be expanded to increase the availability of a large number of these leaders.

8.78. The Committee attach great importance to the training of youth leaders for it is they who would be motivating the youth and inspiring them to develop their potentialities by availing of non-formal education, in vocational training in agriculture, animal husbandry, dairy farming, cooperative movement, health education etc. The Committee, therefore, stress that in the light of experience gathered, the qualities expected of the leaders to be involved in the programme should be laid down and followed to make the best selection.

8.79. Another aspect which the Committee would like to stress is the selection of training institutions for youth leaders so that they get the best training available in the selected fields. The Committee would like Government to make systematic survey of institutions which can impart training so that they can pick out the best.

8.80. The contents of training programme should also be critically reviewed so as to make them more relevant and pertinent to the activities of Nehru Yuvak Kendras.

8.81. The Committee are not sure whether there is any obligation on the selected leaders to work in the Nehru Yuvak Kendras after completion of training. In view of the fact that Government are arranging for these training programmes and there is a shortage of youth leaders, Government may prescribe a minimum period for which it would be obligatory for a youth leader to be actively associated with the activities of the Yuvak Kendras.

C. Work Centres

8.82. The Department has stated that it was decided that in selected places and in the vicinity of engineering institutions, Work Centres should be established in co-operation with the Ministry of Labour, Employment and Rehabilitation. At these Work Centres,

facilities are to be provided for the unemployment youth who want to get training in craft and other technical skills without their being formally enrolled in the institutions. At the same time, where the unemployed consist of people who have graduated from institutions, opportunities could be provided for them to get some work experience which might enable them either to get employment more easily to set up small enterprises either on their own or on co-operative basis. This scheme has the potential of generating self-employment opportunities for the youth.

8.83. The Government have stated that the basic objective of the Work Centre is to train the out-of-school youth in various occupational skills, having the potential for self-employment with a view to help them establish themselves in a useful vocation in their own neighbourhood, thus arresting the influx of rural and semi-urban youth to the cities.

8.84. Financial assistance from the Government of India is available to the State Government Departments of any registered voluntary youth organisation, to cover 50 per cent of the non-recurring expenditure subject to a maximum of Rs. 1 lakh per project and 50 per cent of the recurring expenditure subject to a maximum of Rs. 60,000/- per year per subject. In exceptional cases, the percentage of assistance towards capital expenditure may be increased.

8.85. This scheme was formally put in operation and circulated to the State Government and Union Territories in September, 1971. For the year 1974-75 a budget provision of Rs. 15 lakhs has been made. The scheme has also been included in the draft Fifth Plan.

8.86. Since the start of the Scheme, one voluntary organisation each at Calcutta and Andaman and Nicobar Islands has availed of financial assistance in 1971-72 and 1974-75 respectively.

8.87. Work Centres Schemes from the Governments of Tamil Nadu, Orissa and Maharashtra are under examination. As suggested by the Ministry of Labour, the Governments of Tamil Nadu and Orissa have been requested to obtain the clearance of their proposals from the State Director, Craft Training Centres. Certain further details relating to the proposal from Maharashtra have been called for.

8.88. It is hoped that with the establishment of Nehru Yuvak Kendras in various districts, it will be possible for the Youth Co-

ordinators to activate the State Governments to formulate proposals under this scheme.

8.89. Asked about the reasons for the poor response of the State Governments|Union Territories to the scheme of establishment of "Work Centres" the Government have stated that the scheme was approved in the year 1971-72 and the State Governments/Union Territory Administration were addressed to formulate their proposals and send to this Ministry for setting up one Centre in each State|Union Territory. But the State Governments have not so far evinced much interest in the scheme.

8.90. In subsequent years also, this scheme has been brought to the notice of State Governments/Union Territory Administrations. Under the scheme, the State Governments|Union Territory Administrations and voluntary bodies are required to contribute a matching grant of Rs. 1 lakh for capital expenditure and Rs. 60,000/- annually for recurring expenditure to enable them to receive an equal amount of Central financial assistance for the project. It is also essential that the sponsoring agency interested in setting up the Centre, should get clearance from the Director-in-Charge, Crafts Training Schemes, in operation under State Governments. While no State Government have yet communicated specific reasons for not availing of Central financial assistance, it appears that due to all round economy measures prevailing in the country, the State Governments have not so far evinced interest in the scheme as they have to contribute their matching share.

8.91. It is proposed to examine dovetailing of the Work Centres, the Reception Centres and other programmes for non-student youth and to integrate them with the activities of the Nehru Yuvak Kendras so as to ensure more coordinated implementation as well as optimise the utilisation of limited resources.

8.92. It is also proposed under the scheme for Work Experience and Vocationalisation, to appoint an officer in each district for their implementation. These officers would also be available for providing guidance in respect of the scheme of Work Centres.

8.93. The Department has further stated that steps have already been taken to create under the Nehru Yuvak Kendras, work centres where non-student youth can get elementary training in various skills such as radio repairing, pump repairing, repairs of electrical equipment, tailoring, sewing, embroidery, etc. The requisite funds to make a start in this direction have already been placed at the disposal of a number of Nehru Yuvak Kendras, the Central

Government meeting the entire expenditure. But the expenditure on these work centres under Nehru Yuvak Kendras is on a very much reduced scale than in the work-centres originally envisaged.

Reception Centres:

8.94. The Government have stated that the Reception Centres to be established in Metropolitan cities are intended to function as Information Centres for purposes of giving to the non-student youth coming from rural and urban areas in search of employment, useful information on job opportunities, and providing them lodging facilities for temporary stay. These Centres will be operated by State Governments who will be given suitable matching grants for the purpose. These Centres are to be set up in consultation with the Department of Social Welfare.

8.95. Asked about the number of Reception Centres, if any, set up so far in the Metropolitan and other important cities, the Government have stated that the Non-student Youth Programme is being implemented by stages owing to financial constraints. The scheme of Reception Centres had also to be postponed to a subsequent phase on account of the financial stringency. Funds permitting, it is proposed initially to establish two Reception Centres one each at Delhi and Bombay.

8.96. The Committee note that since the start of the scheme of work centres one voluntary organisation each at Calcutta and Andaman and Nicobar Islands has availed of financial assistance in 1971-72 and 1974-75 respectively for the scheme of Work Centres. The scheme was for establishment of a Centre in each State for giving training in occupational skills to non-student and unemployed youth to improve their employability. The reason given for want of progress was that the State Governments did not avail of the financial assistance by the Centre because of their lack of interest in contributing the matching share. Similarly a scheme of Reception Centres to function as Information Centres for non-student youth coming from rural and urban areas in search of employment has not made any progress because of financial stringency. The Committee note that the schemes of Work Centres, Reception Centres and other programmes for non-student youth are being integrated with the activities of the Nehru Yuvak Kendras.

8.97. The Committee feel that while Nehru Yuvak Kendra should mainly concentrate on providing meaningful programme and cultural activity for non-student youth, it may be useful to have linkage with the work centres. The efficient organisation of work centres should, however, be made the responsibility of technical service institutions so that the scope and contents of training are kept abreast of technical developments.

8.98. The Committee recommend that such work centres may preferably be located in rural areas to encourage non-student youth to develop skills which would enable them to make greater contribution towards agro-industrial development. The Committee need hardly stress that the courses to be provided in the work centres to be located in rural areas should be such as to serve the needs of industrial development.

D. Voluntary Youth Welfare Organisations

Assistance to Voluntary Organisations engaged on Youth work.

8.99. Barring educational institutions whose attention is mainly towards students, voluntary organisations are almost the only bodies who till recently have played a significant role in development of welfare of non-student youth. The role of voluntary organisations in the formulation and implementation of specific projects for the youth has received the attention of the Government in view of their capacity (a) to enlist the services of devoted workers, (b) to tap financial resources for development and welfare of youth, and (c) to conduct experimental projects and pursue activities of pioneering nature. Their main handicap, however, is inadequacy of financial resources which is increasing continually because private charity is scarce and what is available is being spread thinly over an ever increasing number of voluntary organisations. It is felt that voluntary organisations can ply a very vital role in promoting the welfare of youth if their principal assets are developed.

8.100. Registered voluntary bodies which have the resources, personnel and facilities and are engaged in youth welfare activities for a minimum period of 3 years, are eligible for financial assistance under the scheme, preference being given to those whose area of operation extends beyond a single State.

8.101. Assistance may be given for activities of an All-India character, which meet regional or national needs for promoting national integration. Such activities may be of the following types:

- (i) Carrying out significant experimental or pilot projects;
- (ii) Conducting research in youth work;
- (iii) Training of personnel for youth work;
- (iv) Conducting conferences, tours, festivals, seminars, refresher courses, workshops devoted to problems of youth welfare;
- (v) Organising camps; and

- (vi) Any other services conducive to the promotion of the national integration.

Grant-in-aid from Government of India is given to the extent of 80 per cent of the non-recurring expenditure subject to the maximum of Rs. 10,000/- per project.

8.102. The following table shows the Fourth Five Year Plan outlay, Budget Estimates and actual expenditure in respect of financial assistance given to voluntary youth welfare organisations:

Year	Budget Estimates	Actuals	Plan outlay (Rs. in lakhs)
1969-70	1.00	..	
1970-71	2.00	1.98	
1971-72	2.00	0.98	
1972-73	2.00	0.93	
1973-74	1.00	0.33	

8.103. The following table shows the break up of the Fifth Plan outlay proposed and approved and Budget Estimates for 1974-75 for voluntary youth welfare organisations:

Name of the Scheme	Fifth plan outlay as originally proposed	Fifth Plan outlay	Approved outlay for 1974-75	B. E. 74-75 as approved by Ministry of Finance
1	2	3	4	5
(Rs. In lakhs)				
Assistance to voluntary organisations for Youth Welfare activities.	15	15.00	2.00	2.00

8.104. In connection with the financial assistance provided by the Government to the voluntary Youth Welfare Organisations, it has been suggested to the Committee by a youth welfare organisation that "if the Government is serious about its intentions in regard to youth programmes, it will have to give thought to helping voluntary agencies. The present ambivalent attitude will have to be changed. It is these agencies which can motivate the workers and carry on youth activities with vigour. What they need, is supportive money."

8.105. Asked about the reaction of the Government to the above view and the steps taken by them to associate the voluntary organisations in youth welfare programmes, the Department has stated as follows:

“Government recognise the role of voluntary organisations in promoting youth welfare activities, and have taken this into consideration in formulating non-student programmes. The Scheme of assistance to voluntary organisations working in the area of youth is designed to encourage and support these organisations.

In addition to what has been stated in (a) above, representatives of voluntary youth organisations are associated with the formulation and operation of some of the major youth programmes as and when considered necessary.”

8.106. Asked about the criterion adopted by the Government to determine the eligibility of voluntary organisations for financial support, the Department has stated as follows:—

“Voluntary organisations have a distinct contribution to make in the organisation of youth programmes.

The Ministry operate a scheme of Financial Assistance to Voluntary Organisations working in the field of Youth. Under this scheme, financial assistance is extended to approved programmes taken up by such organisations. This financial assistance covers 80 per cent of the approved estimated expenditure upto a ceiling of Rs. 10,000. No grant is given for maintenance purposes.

The criteria laid down generally provide that the organisation should be registered under law; should be recognised by the State Government concerned for the purpose of grant-in-aid; should have a properly constituted managing body; and should maintain audited accounts of income and expenditure; in addition to having facilities, resources, personnel experience and should ordinarily have been engaged in youth welfare programmes|activities for a minimum period of three years.”

8.107. A voluntary youth welfare organisation has given the following suggestions to encourage the genuine youth organisations and to improve their working:—

- (i) A law should be enacted providing for registration and conduct of youth organisations and for setting up an

autonomous body to deal with youth organisations and youth service schemes.

- (ii) The impartial autonomous bodies, The National Youth Boards and the State Youth Boards should draw certain standards for youth organisations, grant them recognition and examine their eligibility for government grants, and other facilities and support for their activities.
- (iii) Very often youth organisations are started by older people in which you have little voice in decision-making. This causes a certain amount of alienation and absence of a sense of participation or involvement among young people. Only those organisations which carry on youth activities with youth participants should be eligible for support. The Youth Board should prescribe rules and regulations.
- (iv) Involvement of political leaders and political parties in youth organisations is posing a real threat to youth development. It is often found that whenever a viable youth club or organisation is formed, the local political parties manage to get into its administration and literally capture it so as to make use of it for political and electoral activities. In many cases, the organisations themselves seek the favour of political leaders and parties so as to get funds. The involvement of political people adversely affects the growth of genuine organisations and make their future also unstable, the organisations tending to flourish or decline according as the leaders with whom they are attached are in favour with the ruling party or not.

This is a danger which youth organisations must themselves resist. But the autonomous National Youth Board must distinguish between genuine youth development activities and political party activities in the name of youth and prescribe rules and regulations disqualifying organisations indulging in political activities for any kind of support.

- (v) Many of the genuine organisations languish after some years mostly due to paucity of funds. It is, therefore, necessary to provide them with steady resources to carry on their activities on whatever scale they are doing. The State Youth Boards set up under the National Youth Board should see to it that organisations do not die for want of funds provided their activities merit state support.

8.108. Asked about the reaction of the Government to the suggestion that involvement of political leaders and political parties in youth organisations should not be permitted, the Department has stated that "so long as a Youth Organisation and its funds are not used for political purposes, the political affiliations of individual members are not major determining factors."

8.109. The Committee note that Government have recognised the role of voluntary organisations who have played a significant role in development of welfare activities of non-student youth. It has been stated that the voluntary organisations have capacity to enlist the services of devoted workers, to tap financial resources for development and welfare of youth and to conduct experimental projects and pursue activities of pioneering nature. The Committee note that financial assistance is given to such organisations by Government to the extent of 80 per cent of the non-recurring expenditure subject to the maximum of Rs. 10,000 per project.

8.110. The Committee need hardly emphasise the important part which voluntary organisations can play in promoting youth activities and in experimentation with new programmes and techniques which could lead to effective involvement of youth in developmental activities of the community. There is also great scope for availing of their expertise for training of youth leaders. The Committee feel that there are immense opportunities for youth welfare work through youth clubs organised with the assistance of the voluntary organisations who have the necessary expertise. The Committee would however, like the Government to ensure that the voluntary youth organisations, to which financial assistance is given by Government are genuine and have a real record of social service to their credit.

8.111. The Committee stress that if the enthusiasm of voluntary organisations is to be sustained, grants to them should be given on assured basis for a fairly long term, subject, of course, to the satisfactory compliance with the prescribed conditions and achievement of targets. There should be also an arrangement for evaluation of the work done by these voluntary organisations and some objective criteria laid down to determine the success achieved by them in cultural and other creative activities. The Committee suggest that these objective criteria may be laid down by an Expert Committee after visiting the centres of activity, hearing the representatives of the voluntary organisations and the non-student youth. In view of the urgency of the matter, they suggest that the Expert Committee should be asked to give their report within six months and Government should announce that decision thereon without delay. Such criteria should be publicised so that more voluntary agencies which are active in the field or can develop these activities effectively can avail of the financial assistance and help energise and extend the programme.

E. Non-formal education

8.112. Department has stated that the Fifth Five Year Plan's educational strategy is built on the assumption that formal and non-formal education should be co-related and integrated. Accordingly non-formal ways of imparting and acquiring education will be developed for all categories of learners. The main emphasis will be on:

- (a) Non-formal education for non-school going children in the age group 6—14,
- (b) Non-formal education for the youth in the age group 15—25; and
- (c) Functional literacy linked with development schemes.

8.113. Out of a population of 9 crores in the age group 15--25, nearly 5.2 crores are illiterate. These are young people who have not received primary education at all or have left primary school at an early stage. However, members of this group play a very important role in the society and are always engaged in economic-cum-productive occupation. They offer a rich and potential material for non-formal education.

8.114. This programme of non-formal education in the Fifth Plan has the following main features:

- (a) Out of about 52 million illiterate youth in the age group 15—25, the Fifth Plan proposes to reach about 10 million. If funds do not permit, this target may have to be lowered.
- (b) The curriculum will include in addition to the basic skills in reading, writing and arithmetic, information and knowledge about the environment, development processes, principles of health and hygiene, child care and nutrition, social, economic, scientific and technological changes in the midst of which youth live and work etc. In other words, the curriculum will be a 'mix' of knowledge, skill and literacy skills. The emphasis will be on aptitudes and attitudes for problem solving and for active participation in the surrounding environments.
- (c) Learning materials will consist of about 50 units, each unit being a composite entity including a living or working problem related to key words, basic knowledge and know-how. The duration of the course will be 8-9 months.

- (d) The prototype of these materials will be prepared by the Directorate of Adult Education with the help of an all-India representative group of specialists. Their involvement should bring the best experiences already achieved in various places, as well as to avoid at a later stage re-opening of basic issues concerning the curriculum and learning materials. The prototype material will have to be adopted or complemented on the State level (for linguistic and other reasons) and sometimes on a District level as well.
- (e) Materials will also include charts and film strips.
- (f) The method would be problem-oriented and to the extent possible, audio-visual media based.
- (g) In the implementation, *all the districts* will be covered, the numbers widening out each year.
- (h) Each district is expected to cover about 5,000 to 6,000 adults a year on an average, to reach the target envisaged, starting with about 100 centres and making 200 in the course of 2-3 years. Each centre will enrol 30 adult youths per year.
- (i) The district level agencies will be either the Nehru Yuvak Kendras, Functional literacy project officers, functional literacy centres for women and appropriate voluntary agencies.
- (j) The teaching will be done by a variety of personnel—school teachers, NSS volunteers, unemployed village level youth, craftsmen, skilled workers, social workers, university and college students etc. The NSS volunteers will be expected to make at least 5 illiterates literate in the course of one year, either functioning singly or in groups of 4-5 students.
- (k) The supervisory responsibility will rest with either part-time supervisors drawn from the educational system or full time graduates of the National Service Volunteers Scheme.
- (l) Training will be given in tiers to the personnel who will be implementing the programme. The key personnel (about 400) will be trained by the Directorate at 5 regional centres and the key personnel in turn will train the others.

8.115. The programme will be implemented jointly by the coordinated efforts of the Central Government, State Governments and Voluntary Agencies.

8.116. The Task Force of the Planning Commission on Youth, Physical Education, games and Sports (1973) has emphasised that the aim of any sound educational process, both formal and non formal, was to help the youth in the development of balanced and harmonious personalities. Formal education to some extent, was a responsibility of society in order to prepare young people for life. However, it was quite obvious that formal education could cover only limited areas. There was, on the other hand, the whole area of non-formal education which had tremendous potential for helping the youth to prepare themselves for living. In India, the number of young people especially in the villages, who were not attending schools and colleges was quite large. They too had as much right as others to get opportunities for developing their personalities and to learn skills which would provide them with opportunities for earning their livelihood. It was also important that the skills that they learnt were of immediate use to them in their villages otherwise it would accelerate the trend of educated and skilled workers in rural areas to migrate to towns.

8.117. Non-formal education should not be construed as literacy programmes only. It had a much wider connotation. It included a number of other activities like dramatics, leadership training, self-study programmes, etc. Any programme for youth must take into account the possibilities that informal education offered to our youth to develop their personalities and through which they would be able to play a more meaningful role in the social and economic development of the country.

8.118. An aspect of informal education requiring attention was the question of self-employment. In the present context of increasing unemployment, it was necessary that the youth should be provided adequate training facilities as well as given orientation to seek avenues of self-employment. There was need to provide information about possibilities of such self-employment schemes as could be undertaken by young people individually and in groups.

3.119. The Central Advisory Board of Education at its session held in November, 1974, has lent strong support to the introduction and gradual development of schemes of non-formal education. It was felt that the mere reliance on formal education cannot cover all educational needs in India and is disproportionate both to the

growing quantitative requirements and to the increasing demands for greater relevance of education.

1.120. The Central Advisory Board of Education have made the following recommendations:

“The exclusive emphasis on formal system of education should be given up and a large element of non-formal education should be introduced within the system. Multiple-entry and programmes of part-time education have to be adopted in a big way. At the secondary and university stages, part-time and correspondence education should be developed and all encouragement given for programmes of self-study. All State plans should henceforth include programmes of non-formal education as an integral part of educational provisions, and suitable machinery be set up in each State to formulate, devise and implement programmes of non-formal education, including functional curricula, integrated and inter-linked with the formal system.

Programmes of adult education are of great significance for the success of the programme of universalisation of elementary education as well as for securing intelligent participation of the people in all programmes of national development. They should, therefore, be developed on a priority basis. In particular, the Board recommends that the Functional Literacy Programme which represents the single largest on-going effort of intensive non-formal education linked to a developmental activity, should be strengthened and expanded; and that similar functional literacy programmes should be developed in relation to other developmental schemes appropriate to rural and urban situations. The Board further recommends that the adult education programmes should form an in-built part of every developmental activity whether in the rural or urban, public or private sector, and that every Central and State Ministry/Department should make appropriate provision in the respective schemes.

Adequate financial allocations be made in the State Plans for non-formal education for the age-group 15-25 on the basis of well-defined norms set up by the State Governments (broad guidelines on the subject may be given by the Government of India).

The programme should be flexible, diversified and functionally related to the needs and interests of youth and should equip them for participation in developmental activities.

During the current year 1974-75, all efforts be made to begin the programme in (a) one district in each State with Central assistance and (b) at least one additional district with State funds; and

By the end of the Fifth Plan an effort should be made to cover at least six to seven million illiterates in this age-group."

8.121. Regarding non-formal education the representative of the Ministry stated during evidence that the activities in respect of non-formal education will have to be very different from these for formal education and resources of the entire community will have to be mobilised for even teaching purposes because "we would like teaching to take place based on the skills and on the arts and crafts that are common to particular community or which should be implanted in this community. The new approach to education was a total education within the community and as education was part of the community life. To take education in this new dimension required development of know how on the part of new type of teachers and also strong measure of communication and co-operation with those who organise education. These plans have been taken up.

8.122. The representative of the Ministry of Education stated during evidence that for non-formal education, the States have been asked to send the names of the districts in which it was to be tried. Then a number of steps have to be taken. One of the steps was the preparation of curriculum, second step was preparation of material by the States and the third, equally important, was selection and training of the instructors. The services of school teachers in the rural areas and the districts concerned will have to be utilised by paying them some honorarium and these people will also have to be oriented. A graduate belonging to the particular district, who is unemployed, may be asked to render his services by paying him some stipend. Those points are still under discussion.

8.123. The witness added that the non-formal education is one of the major planks in educational reform, Rs. 25 lakhs have been allotted for this scheme in 1975-76. And with the States allocation of an

equal amount, at least a start will be made with these schemes and multiplier effort will start from the subsequent years.

8.124. It was also stated during evidence that preparation of Curriculum and materials has been started. It was hoped it would be ready by the end of February, 1975. It was further stated that the involvement of six million may not be actually achieved within the funds allotted.

8.125. Asked whether there was any scheme to employ unemployed graduate volunteers to impart non-formal education, the Department has stated that no separate Central scheme is envisaged for employing unemployed graduate volunteers as Graduate School Teachers. Graduates can be employed on a stipendiary basis in any of the schemes of the Central or State Governments included in the Plan. It is expected that some unemployed graduates would be employed by State Governments for imparting non-formal education at the middle school level. Such volunteer graduates would be given suitable orientation before being sent to the villages for organising non-formal education for the age groups 11-14 and 15-25 etc.

8.126. Non-formal education of adults specially in age group 15-25 is considered by the Ministry to be of very great importance, not only for increasing productivity but also for accelerating the general level of all round development. For this purpose a scheme is being formulated to start a National Service Volunteer Corps comprising fresh graduates who would be given a short training, and be required to serve for a period of 12 months (inclusive of training period) principally in villages, and during this period a stipend which will cover their maintenance, would be paid to them. The finalisation of this scheme would however depend upon the availability of resources.

8.127. It was stated during evidence that non-formal education was also used to develop indigenous technology. For instance, an action oriented Committee was set up to put forth an action oriented plan which has taken shape. For example, in Andhra Pradesh with its long coast line for the benefit of the fishermen living in the area, Curriculum for non-formal education will be such that they are taught something about fishery, its economics, exports etc. so that they can adopt it in practice to earn more.

8.128. Non-formal education has been described as one of the major planks in educational reform. The Committee note that since formal education can cover only limited areas, there is a big programme of non-formal education which has tremendous potential

for helping the youth to prepare themselves for leading a meaningful life. Out of population of 9 crores in the age-group 15-25, nearly 5.2 crores are illiterate in the country. The Fifth Plan target for eradicating illiteracy in this age group is 10 millions. It has been stated that if the funds do not permit the target may be lowered. The Committee note that the Central Advisory Board of Education has recommended introduction of a large element of non-formal education to cover at least six to seven million illiterates in the age-group 15-25.

8.129. The Committee note that the activities for non-formal education have to be different from those for formal education and call for mobilisation of the resources of the entire community for teaching purposes. Teaching is to be based on the skills and arts and crafts of the community to which the Youth belong. The Committee understand that plans have been taken up for orientation of teachers for this new type of education, and for preparation of curricula and materials.

8.130. The Committee recommend that the difficulties in implementing the scheme of non-formal education, may be sorted out as early as possible and time bound programmes formulated, so that the targets originally proposed are accomplished. As the programmes of non-formal education concern mainly non-student youth, the Committee need hardly stress the importance of making concerted efforts to enable the programme of non-formal education to reach a large number of non-student youth which has been neglected so long. The Committee would also like that financial constraints should not be allowed to come in the way of implementing this programme which is essentially a developmental measure and will go a long way in making non-student youth literate and skilled to make a living. The Committee strongly urge that expeditious action should be taken with regard to orientation of teachers, preparation of learning material etc. so as to start the implementation of this scheme urgently.

F. Rural Youth

Youth Problems in rural areas

8.131. The Department has stated that UNESCO has undertaken studies on specific problems encountered by young people in four regions of the world including the Indian Sub-Continent comprising India, Pakistan and Sri Lanka in order to define the needs of young people and consider the possibilities of increasing their participation in social and economic life.

8.132. In these studies the problems of the drift from the land of young people from rural areas, of the lack of occupational quali-

fications among young city dwellers, of school and of the integration of students into society were discussed with reference to the Indian Sub-continent.

8.133. In the case of countries comprising the Indian sub-continent, the problem of the exodus of the rural youth and of social and economical "uprooting" was examined. The main conclusions of this study are as follows:—

8.134. All the studies carried out so far by the Sociologists to study the basic factors in the mental, physical and social development of rural youth seem to agree about the need to pay more attention to the specific needs and problems of the rural youth.

8.135. The economic and social development of the rural sector is closely related to the development of agriculture. The rural youth must learn to participate in agricultural development programmes, so that through them the process of social and economic development may take place with greater speed. The rural youth, therefore, should learn modern techniques of agriculture, home-making and develop positive attitudes towards life.

8.136. The insufficient comforts and opportunity relating to the rural areas have made the villagers look to the cities with surging hope. But hopes are soon frustrated and they are lots in the crowd of the slums. Slums proliferation is a by-product of the exodus to the cities, which again throws up fresh problems—violence, crimes and allied anti-social activities.

8.137. Rapid industrialisation, followed by urbanisation, has resulted in maladjustments in the social living conditions. The rural migrant, with a pattern of culture alien to the urban environment, has been a misfit in the urban milieu. The bait for the enormous migration to the urban areas has been the existence of such facilities as education and medical, recreational and employment opportunities.

8.138. The urban environment is thus a challenge to the rural migrants. They are denied the village open-space and are often forced to live in conditions of horror and shame. Many rural migrants have to choose between a job without a home and a home without a job. The former is preferred.

8.139. During 1951—61, a momentous decade of the Indian sub-continent's economic development, large and medium size towns grew up and small towns recorded a slow pace of growth. However, the cities of Bombay, Calcutta, Delhi, Madras, Kanpur, are unable to give liberally the adequate job opportunities for the rural migrants.

8.140. The final conclusions that can be drawn from this report are of two forms:—

- (i) a conceptual model based on the present findings which will help understand and predict the behaviour of rural youth.
- (ii) practical recommendations to the organisations and agencies associated with the youth development.

8.141. *Conceptual models*: The needs and interests of rural youth can be more properly understood if one has knowledge of the relationship between the interests and needs of the rural youth and his situational and personal factors.

8.142. *Practical Recommendation*: There is no difference in the needs, interests and leisure time activities within each group of non-school going boys, school-going boys and the school going rural girls. But there were differences in the ranking of these needs, interests and availability of leisure time between the foregoing three groups.

8.143. This report requires a very critical appraisal. As a matter of fact, the problem of the rural migration and the one of the rural youth is so complex and intricate in India, that it has hardly ever been apprehended in the totality of its aspects. The view expressed could be designated as opinions not very much different from the observation of a lay-man. The moral and the traditional structure of Indian sub-continental society is the main stumbling block for Social Scientists in separating the two issues or even seeing them as the functions of crisis. It is often thought that this might be partly imputable to the sub-continental educational system, which conforms to an obsolete and rigid set-up, where a teacher advocates his own philosophies and notions which may not have a bearing upon a student's needs and interests.

8.144. The question of exodus of youth to the urban areas is a question which has not been studied thoroughly. The reasons are many: That the exodus is quite a new phenomena, particularly in its size and on account of the disaster of the agricultural performance. The whole Indian sub-continent's rural population is getting more and more neglected, the reasons being among other, that the rural youth, in terms of economic sources, is a stand-by in the city. The shift from villages and farmsteads to cities is seemingly an unavoidable and a painful part of economic development. It is most painful when the total population is skyrocketing; then the cities are bursting both from their own multiplication and from the streak of migrants from the villages. In effect the peasants do not move to

the city if they have any opportunity of employment in their village; but most of the time the opportunities in their villages are rare. The migrants come because they are impelled by the lack of opportunity in the rural areas. In the cities they are exposed to get the amenities provided by the Government in general with some charities provided by the rich people even while they may be subjected to undertake a very humble not very remunerative job. It is estimated that if the population in the Indian sub-continent increases in accordance with the rate the United Nations projected; the approximate number of migrants to cities (between 1960 and 2000) will be about 99 to 201 million. Further-more in 2000; the largest city will contain between 36 and 66 million inhabitants. Even without considering the gravity of the problems to be encountered within future; the countries in the Indian sub-continent are already now unable to cope with the millions of penniless migrants and refugees from the excessively populated countryside.

8.145. The present policy of industrialisation in the sub-continent cannot hope to be successful without a substantial improvement of the agriculture sector of the economy. This of course will call for an extensive improvement of agriculture which seems to be more important than industrialisation for the time being. To sum up; about 80 per cent of the population in the sub-continent are engaged in farming; but on the other the productivity on the whole is so low that the inhabitants are virtually underfed. This is in fact a real obstruction for their advancement.

8.146. The solution to this is to increase the productivity of the farms and also to train farmers, so that they can adopt modern methods and techniques of agriculture. This would allow them to industrialise and to feed their people more adequately. It is however, not easy to accomplish these objectives soon. The peasants are conservative and resistant to change in their methods of cultivation. The entire population needs to be indoctrinated in the possibilities offered by scientific agriculture, including officials who must provide the necessary funds, planning, legislation, training and research programmes.

8.147. Asked about the steps taken to made the traditional sector of "agriculture" and "allied occupations" in the rural areas more attractive and remunerative with a view to reduce the migration of rural youth to urban areas, the Department has stated that there is no specific scheme for preventing migration of rural youth to urban areas. However, some of the plan programmes like setting up of Agro-Service Centres by unemployed engineers with easy credit ar-

rangements, setting up of farmers cooperative service societies and employment of educated youth as Secretaries of Panchayats and under land consolidation and land reform programmes, are expected to prove attractive and remunerative enough for the rural youth to reduce their migration to urban areas.

8.148. In general the various programmes of agricultural and rural development are expected to lead to larger employment and income, as to make it worthwhile for the rural youth to stay in rural areas. The mechanisation of agriculture, especially the use of lift irrigation pumps and power operated cultivation practices have reduced the monotony of agricultural work. The introduction of seeds of higher yielding varieties in cereal crops, potato, cotton etc. should attract educated rural youth to take up crop production as well as animal husbandry dairying; poultry; piggery etc., as remunerative occupations. Such type of educated farmers' communities are now quite conspicuous and will spread out in areas where the pace of agricultural development had made rapid strides in States like Punjab, Haryana, Western U.P., Andhra Pradesh, Tamil Nadu etc.

8.149. The Department has further stated that the educated youth would be attracted to remain in the rural areas only when they feel they have better chances of making a living there than by migrating to urban areas. In regions where agricultural development is not taking place as strongly as in Punjab etc. self employment opportunities through Agro-Service centres etc. would also tend to be relatively limited. In any case, as under the scheme initiated by the Ministry of Agriculture or under the EPP for creation of Agro-Service Centres, Growth Centres, etc. it is desirable to strengthen the efforts in this direction, as far as possible. A strong rural economic base is undoubtedly essential for the development of the economy as a whole.

8.150. In addition to the factor regarding the extent of opportunities available for employment in the rural areas, the willingness of the educated persons to continue to live in the villages would depend upon the creation of better civic conditions, development of market centres and entertainment centres, etc. as well as strengthening of educational and health facilities. In this context the approach of the Minimum Needs Programme, which visualises geographical spread of a minimum economic and social infrastructure seems most significant.

8.151. The Committee are gravely concerned at the ever-rising rate of migration from rural to urban areas. While some migration

in the very nature of things is natural and necessary, the heavy exodus of talented youngmen from rural areas to the cities creates a vacuum in rural areas which is hard to fill while it accentuates the difficulties being felt in the urban areas, particularly in the matter of accommodation, sanitation, water supply, public transport and distribution systems, etc. This trend can be reversed only if a multi-faceted effort is made to provide essential amenities in the rural areas by way of electric power supply, drinking water, medical and health facilities, etc. and provision of a vocation in the field of agro-industries where young persons can earn a livelihood and look forward for advancement.

8.152. The Committee have in their Sixty-ninth Report already stressed the need for developing growth centres, drawing up a programme for agricultural development, establishment of infra-structure and location of small scale agrobased industries in rural areas. They would like to stress in the present context the need for providing a forum for cultural and creative urges of the rural youth. This latter task can be performed by setting up Nehru Yuvak Kendras which should provide opportunities for non-formal education, improvement of skills, development of hobbies etc. by non-student youth.

CHAPTER IX

SPORTS AND PHYSICAL EDUCATION

9.1. As stated in Chapter II the following major programmes and agencies were developed by the Ministry of Education and Social Welfare for Physical Education, Sports and Games:

- (a) All India Council of Sports;
- (b) Netaji Subhas National Institute of Sports, Patiala;
- (c) Laxmibai National College of Physical Education, Gwalior;
- (d) Development of Play-fields;
- (e) National Physical Efficiency Drive;
- (f) Special Sports Schools;
- (g) Rural Sports Tournaments;
- (h) Sports Talent Search Scholarships;
- (i) Assistance to Sports Federations;
- (j) Bhartiyaam (Mass Youth Rallies);
- (k) Promotion of Mountaineering and Adventures; and
- (l) Promotion of leadership in Physical Education and Sports.

In addition, the Ministry is administering a scheme for 'Promotion of Yoga'.

A. Schemes relating to Physical Education

9.2. The Government have stated that they had set up the Central Advisory Board of Physical Education and Recreation in 1950 to advise the Government on coordination of all programmes and activities in the field of Physical Education and Recreation in the country.

9.3. One of the most important activities of the Central Advisory Board of Physical Education and Recreation was to prepare in 1956 a "National Plan of Physical Education and Recreation" which served as a guide for the physical education programme undertaken by the Government of India. The 'National Plan', besides defining

the nature and scope of Physical Education and Recreation in the country, made a survey of the facilities then available for these activities and offered valuable suggestions—both immediate and long term for making them more effective. Most of the programmes now in operation are generally based on the recommendations of the Board.

9.4. The Government of India's current development programme concentrates primarily on consolidation and extension of the Schemes already taken in hand during the previous Plan periods, with suitable adjustments to meet the growing demand in the present circumstances. The salient features of the schemes incorporated in the Government of India's development programmes are as under:

National Fitness Corps Programmes

9.5. This is an integrated programme of Physical Education named 'National Fitness Corps' for all Middle, High and Higher Secondary Schools from the academic session 1965-66 replacing the then existing programme of Physical Education, National Discipline Scheme and A.C.C. The NFC Programme covers the following activities:

- (i) Exercises Tables.
- (ii) Drill and Marching.
- (iii) Lezium.
- (iv) Gymnastics|Folk Dances.
- (v) Major Games, Minor Games and Relays.
- (vi) Combatives.
- (vii) Track and Field Events, Tests and Hiking.
- (viii) National Ideals and Good Citizenship, Practical Projects and Community Singing.

9.6. The NFC Programme was recommended to the State Governments for its adoption as a compulsory curricular activity for the Middle, High|Higher Secondary Schools from the academic year 1965-66. According to reports received from the States almost all the States have by now accepted the NFC Programme and initiated necessary action for its implementations. As per information available, over 18,000 Middle, High|Higher Secondary Schools with a

total student population of over 75,00,000 were covered under the programme at the beginning of the academic session 1968-69.

Lakshmibai National College of Physical Education (Gwalior)

9.7. With the object of providing a higher grade leadership in Physical Education and Recreation, the Lakshmibai National College of Physical Education—a co-educational institution—was set up by the Government of India at Gwalior in 1957 as a National Institution to provide a 3-year Degree Course in Physical Education at the undergraduate level and a 2-year post graduate Master's Degree in Physical Education.

National Physical Efficiency Drive

9.8. The object of the Scheme, which was initiated during the Second Plan period, is to awaken general awareness of the need and value of physical fitness and to arouse enthusiasm among the people for higher standard of physical efficiency and achievement.

Rural Sports Tournaments

9.9. Sports activity at competitive level has largely been confined to urban areas and a large number of youth living in rural areas have by and large remained away from sports activities. For improvement of standards of sports and games in the country it has been considered necessary to broad-base the games at the grass-root level and to bring the rural and tribal youth in the mainstream of Indian sports. For this purpose this Ministry has been arranging annual All India Rural Sports Tournaments since 1971 for youth residing in rural and tribal areas. Participation in the All India Tournaments is on the basis of similar tournaments held at block level, district level and State level. The participants in these tournaments are below the age of 16. Special stipends are given to promising sportsmen in a few selected games discovered by expert coaches during these tournaments. Special tournaments in swimming for young swimmers coming from the families of people living on aquatic vocations, for children coming from the families of traditional acrobats "NATS" in modern gymnastic, for tribal youth in archery and distance running, and a separate tournament in Hockey for boys living in tribal and rural areas, are being organised this year.

B. Development of Play-Fields

9.10. The Department has stated that the basic objective of the scheme is to provide facilities for large groups of people to partake in healthy open air activities. Under this scheme Central Financial

assistance is available to State Governments Union Territories for development of play-fields in urban areas. The Central assistance is intended to cover 50 per cent of the cost of developing any number of play-fields in a district. This amount represents not less than 50 per cent of the cost of developing play-fields in urban areas of the level of municipal towns and above. This scheme is not intended to help in construction of stadia, swimming pools, etc., at District Headquarters but to develop and maintain open areas in towns in which a large number of children, youth and others can cater for play, exercise, dancing, folk music, melas etc.

9.11. A budget provision of Rs. 5 lakhs exists in 1974-75 for this scheme. The scheme has also been included in the Draft Fifth Plan. Though funds were earmarked for this scheme since 1971-72, no State has taken advantage of the above scheme so far. Punjab State Sports Council submitted a proposal seeking financial assistance under this scheme late in 1973-74; they have been advised to send their proposal with the recommendation of the State Government.

9.12. Government of Himachal Pradesh and Haryana had also submitted certain proposals and they were asked to modify their proposals to reduce (if not altogether avoid) large scale construction in their proposals.

9.13. It was stated that the scheme has obviously not lifted. The reasons why the State Governments have failed to avail of financial assistance are not clear; possibly there is difficulty in deciding which districts and which towns in each district are to be covered by this scheme; whether open land near the inhabited locality can be spared for use of play-fields and who should contribute towards the balance of 50 per cent of the development costs. The Department has stated that it was hoped that Youth Coordinators of Nehru Yuvak Kendras will activate the scheme in their respective districts in the Fifth Plan.

9.14. In regard to the acute shortage of open space for construction of stadia and of playing fields, a knowledgeable person has stated as follows:

“With the growth of population and increase in the construction of buildings in practically all towns—big and small—a time will come very soon when every piece of land within the township will have crowded buildings and no land will be left for the construction of Stadium. Most of schools and colleges do not possess their own playing fields. The way the youth is becoming sports conscious with the

efforts of all sports organisations may be after 10 years or so, the younger generation will ask for playing facilities, but as no open space will be left without buildings, it would be next to impossible to take the children out after school hours 10 to 15 kilometers from town and give them playing facilities. It is strongly suggested that the open spaces in all small and big towns should be protected for children's parks, playing fields and Stadia. If more buildings are to come up in the township they can be extended on the outskirts. This matter is important and requires immediate attention of State and Central Governments."

9.15. The Task Force of the Planning Commission on Youth, Physical Education, Games and Sports (1973) had reported that:

"One of the most deficiencies is the lack of sports grounds and playground facilities in schools and colleges. It was essential that schools had adequate playgrounds so that physical education and sports training could be carried out.

In the towns where the cost of land was high, it was not economically feasible for each school or even college to have its own sports ground or playfields. Here it was proposed that in each sector of the town, the Corporation or Municipality maintained playgrounds for use of schools and colleges in the vicinity and if necessary, made a small charge for their maintenance.

It should also be ensured that in future town planning, adequate areas in the green belt zone were reserved for playgrounds."

9.16. Asked about the steps taken or proposed to be taken to remove the deficiency of playground facilities for the student and nonstudent youth in the country, the Government have stated that they extend financial assistance to State Sports Councils for the construction of Utility Stadia, Swimming Pools, Flood-lighting of Play fields, etc. The pattern of assistance is as follows:

Utility Stadia	Rs. 50,000 or 50% of the cost, whichever is less.
Swimming Pools	Rs. 50,000 or 50% of the cost, whichever is less.
Indoor Stadia	Rs. 50,000 or 50% of the cost, whichever is less.
Flood lighting of Play Fields	Rs. 10,000 or 50% of the cost, whichever is less.

9.17. Under NSO Programme, grants are given through UGC for development of play grounds and construction of gymnasia in Colleges|universities. The scheme was introduced in Fourth Plan and grants totalling Rs. 63.95 lakhs released. The coverage was as under:

Play Grounds	36 Universities & 314 Colleges.
Gymnasia	33 Universities & 85 colleges.

9.18. Education being primarily a State Subject, development of playing facilities in Educational Institutions is the responsibility of the State Governments.

9.19. In the meeting of the State Sports Ministers etc, held on 2nd-3rd November, 1974, one of the recommendations adopted was that the State Governments should take steps including enactment in legislation, for the preservation and improvement of open spaces for being utilised and developed as play-fields in urban and rural areas. The State Sports Councils were also urged to draw up plans for basic physical facilities for sports so as to avail of the available financial assistance from the Government of India for construction of stadia etc.

C. Bharatiyam—Mass Youth Rallies

9.20. The Scheme of “Bharatiyam”—Mass Youth Rallies—was taken up as a part of the 25th Independence Jayanti Celebrations of the country. The “Bharatiyam” is a mass programme of Physical Education presented through national and State level Mass Youth Rallies. Some of the important activities included in the “Bharatiyam” are (i) Mass Singing (ii) Free hand Exercises (iii) Folk Dances (iv) Gymnastics (v) Lezim (vi) Yogasanas etc.

9.21. The Scheme of “Bharatiyam” taken up during 1972-73 provided for simultaneous Mass Youth Rallies at New Delhi and State Capitals on the 19th November, 1972. The number of participants for the National level Rally at New Delhi and the larger States was 5,000 and 2,000 (or 1,000) for the smaller States and Union Territories other than Delhi. Grants amounting to Rs. 20 lakhs were sanctioned to the State Governments and Union Territory Administrations for organising State level Rallies under the “Bharatiyam” programme.

9.22. Besides the State level Youth Rallies organised by different State Governments and Union Territory Administration at State capitals, the National Youth Rally under the “Bharatiyam” programme was organised by the Ministry of Education and Social

Welfare at the National Stadium, New Delhi on the 19th November, 1972. The President inaugurated the National Youth Rally and witnessed the 2 hour programme of physical exercises, folk dances, group singing, gymnastics, yogic exercises presented by about 5,000 Youth.

9.23. The Programme of the Mass Youth Rallies under the II Bharatiyam is being continued during the Fifth Plan period also with a Plan allocation of Rs. 85 lakhs for the Scheme. However, on the advice of Ministry of Finance the implementation of the programme has been deferred for the present in view of the current economic stringency.

9.24. In regard to the financial assistance given by the Central Government to the States for promotion of sports, a knowledgeable person has represented to the Committee as follows:

“The Government of India should be liberal in granting financial assistance to States for promotion of sports. The present quantum of financial assistance given by the Government of India is not sufficient. For instance, for construction of utility stadia, Government of India sanctions a sum of Rs. 50 thousand to the maximum extent and a sum of Rs. 25,000 is also provided by the State Governments for these stadia, thus making a total Government contribution to the tune of Rs. 75,000 only. In the present day of soaring prices, the cost of these stadia excluding the land goes up to 6 or 7 lakhs of rupees and it is not possible for the districts to raise funds by donations. As such no new plan for construction of stadia are coming up and some of the stadia are still incomplete due to lack of funds. It is strongly suggested that the amount of total expenditure for the construction of stadia should be met by Government of India.”

D. Financial Assistance for development of Sports

9.25. The Central Government provide financial assistance for development of sports through State Sports Councils and National Sports Federations.

9.26. Asked about the allocations made for various schemes of sports and the progress made by such schemes the representative of the Government stated during evidence as follows:—

“The funds are 5 per cent for a youth population of 19 million in the age group of 15—29. What we have done in the
668 LS—14

Conference of State Ministers is that we have requested them that they should try and involve a larger allocation in their own State funds. This is the consensus on which all of them have agreed. All of them agreed that they will give us periodical reports. 1500 youths should be involved in each block and wherever in the rural areas lands are available, play-fields should be earmarked and for the time being, the right of possession of this area in the municipal and revenue records should vest with the State Sports Councils. For the State Sports Councils, we allocated 20 lakhs in the Plan. In the revised estimate, it was cut to 10 lakhs. There are 20 to 25 State Councils, and out of this total amount, each can get about 1/2 lakh and it having to be distributed in 15 districts, you can imagine, how much it will be in each. The *per capita* expenditure on youth welfare and sports in the age group of 10 to 24 was 18 paise in Andhra Pradesh, a little more in Assam, Rs. 4 in Punjab and so on. So, it varies from State to State. The funds are certainly not adequate but we have to optimise what is available."

9.27. Asked about the reaction of the Government to the recommendations of the Task Force of the Planning Commission on Youth, Physical Education, Games and Sports (1973) that physical education should be made compulsory subject in all schools up to high school level throughout the country after which it should be available as elective subject in Higher Secondary Schools and colleges, the representative of the Government stated during the evidence as follows:

"In the draft Fifth Plan it has been stated that the main objective of the youth programmes was to increase the coverage of facilities for physical activity and healthy recreation and to inculcate in youth, habits of discipline and team work and a spirit of adventure. Games and sports should be provided in all schools."

9.28. Elaborating further the representative of the Government stated as follows:—

"The Government are trying to make it (physical education) compulsory in schools in the Fifth Plan. Under the 10+2 pattern curriculum that is proposed to be introduced throughout the country. The NCERT has been asked to prepare a model for the guidance of the States, it is sought to be included as a compulsory subject. In the

schools under the Central Board of Education, this is already compulsory. On 2nd November, 1974 for this very purpose we had a meeting of the States Education Ministers here (New Delhi) along with the people from the States Sports Councils and so on, and there the consensus was that the State Governments should seriously consider the possibility of making physical education, sports and games compulsory at the school level and making participation therein a precondition of eligibility in school examinations and for qualifying therein."

E. Promotion of Yōga

9.29. The Scheme of "Promotion of Yoga", which is being administered by the Ministry of Education & Social Welfare, provides for financial assistance to the Yogic Institutions of an All India Character for promotion of research and/or teacher training programmes in various aspects of Yoga, other than the therapeutical aspects. Assistance to the Yogic institutions for promotion of therapeutical aspects of Yoga is offered by the Ministry of Health, Family Planning & Urban Development (Department of Health).

9.30. To be eligible for assistance under the Scheme of "Promotion of Yoga", a Yoga institution must be of at least two years' standing and must have a duly constituted Governing Body managing the affairs of the institution.

9.31. In so far as the Ministry of Education & Social Welfare are concerned, financial assistance is offered to the eligible Yogic institutions for their recurring as well as non-recurring expenses on Yogic research and teacher training. The grants for recurring expenditure are sanctioned on a 'Cover-the-deficit' basis, subject to availability of funds. The grants for non-recurring expenditure are, however, sanctioned according to the following pattern:—

Construction Work	Upto 60% of actual expenditure.
Purchase of Library books, equipment, furniture, etc.	Upto 75% of actual expenditure.

9.32. On account of limitation of funds it has not been possible for the Ministry to extend financial assistance under the Scheme to the institutions other than the two institutions viz. K.S.M.Y.M. Samiti, (Lonavla) and the Vishwayatan Yoga Asharam (Delhi and Katra Vaishnav Devi Centres) because the allocation was hardly sufficient even to meet the requirements of these two institutions in

as much as our IV Plan expenditure on the scheme has exceeded the IV Plan allocation for the Scheme by about Rs. 1 lakh. (The total expenditure was Rs. 7.12 lakhs as against the Plan allocation of Rs. 6.15 lakhs).

9.33. Since we have been able to provide a higher allocation of Rs. 10 lakhs for the Scheme for the V Plan period it is hoped that some more institutions will also be covered under the scheme.

9.34. It is well known that excellence in games and sports and the maintenance of a higher degree of physical well being are the essential ingredients in the progress of a nation. The value of a sound body for a sound mind and the importance of inculcation of habits of discipline, teamwork and adventure need no emphasis. The Committee consider that programmes of physical education and sports should be so organised that a multiplier effect is felt in the whole country so that the resultant awareness and generation of enthusiasm will, apart from creating a sound body of citizens, promote national integration and healthy attitudes to life.

9.35. The Committee note that for non-student youth, a scheme of Rural Sports Tournaments for broad basing games at the grass-root level has been launched to bring the rural and tribal youth in the mainstream of Indian sports. The Committee consider this to be a step in the right direction. The Committee recommend that the scheme should be continued meaningfully with the aim of benefiting a large number of youth. There is scope for discovery of budding talent, who should be encouraged and developed into sportsmen of repute.

9.36. The Committee are concerned to note that there is no progress in the scheme which was initiated in 1971-72 for development of playfields to provide facilities in twons for large groups of people to partake in healthy open air activities. The Committee would like to lay stress on the need for providing this basic facility for sports and giving protection to open spaces in small and big towns for children's parks, playing fields and stadia, especially when the problem of pollution is assuming serious dimensions.

9.37. The Committee note that one of the main objective in the Fifth Plan is to increase the coverage of facilities for physical activity and healthy recreation and to provide games and sports in all schools. The Committee also note that a consensus has been reached at a meeting of States Education Ministers, State Sports Committees, etc. that the State Governments should consider the possibility of making physical education, sports and games compulsory

at the school level and making participation therein a pre-condition of eligibility in school examinations and for qualifying therein.

9.38. The Committee would urge that physical education, sports and games should be made compulsory at all levels in the schools. The Committee would also like Government to examine the feasibility of making it compulsory in colleges. This would require detailed planning and organisation to provide the necessary facilities which should be undertaken without delay.

9.39. The Committee are constrained to note that Yoga is not receiving the attention it deserves in the country of its origin, whereas it is attracting increasing attention in many foreign countries. The Committee would therefore recommend that Yoga, which is stated to tone up the system, increase the capacity for physical endurance and to possess curative values, should be introduced in Schools and Colleges. They consider that it should not be difficult to do so as the Yogic method of exercise requires very little space, equipment and investment and can be easily introduced with the help of trained Yoga teachers.

CHAPTER X

A. National Integration

10.1. The Department has stated that Government are promoting the following programmes of national integration within the education system:—

- (1) National Integration Samitis in Universities and Colleges.
- (2) National Integration Camps for School children.
- (3) Evaluation of Text-books from the point of view of National Integration.
- (4) Aadan-Pradan (Book Translation Programme).
- (5) Nehru Bal Pustakalaya.
- (6) Desh Gitanjali.
- (7) Integration through Language study.

Plan Outlay and Budget Estimate

10.2. The following table shows the break-up of the Fifth Plan outlay proposed and approved and Budget Estimates for 1974-75 for promotion of national integration:—

Name of the Scheme	(Rs. in Lakhs)			
	Fifth plan outlay as originally proposed.	Draft Fifth Plan outlay	Approved outlay for 1974-75	Budget Estimate for 1974-75 as approved by Ministry of Finance
motion of Scouting and Guiding . . .	15	135.00	12.00	4.00
motion of National Integration . . .	155			8.00

10.3. The Standing Committee of the National Integration Council, at its meeting held in October, 1968, recommended the setting up of a number of Committees to spearhead a mass movement in the cause of national integration. The purpose of these committees was to consider contributions which specialised groups could make.

towards the promotion of national integration and, in particular, the prevention of communal, caste and regional tensions; also to focus attention at different levels and sectors of national life on the programmes and recommendations of the Council and on the paramount need for solidarity and fraternity.

10.4. The Committee of Educationists and Student Leaders has been set up by the Ministry of Education and Social Welfare with the following objectives:—

- (i) to consider syllabi, curricula and textbooks with a view to emphasising values that would promote unity and mutual tolerance and excluding material that may tend to promote ill-will or hatred between groups and communities on any grounds whatsoever; and
- (ii) to recommend measures for eliminating from the organizations of students and teachers any narrow or communal feeling, and to imbue them instead with a sense of national purpose and national feeling.

Major Recommendations made by the first two Meetings of the Committee and Action Taken thereon.

10.5. The Committee of Educationists and Student Leaders met twice, first in January, 1970 and again in July, 1970. The following two major recommendations were made by the Committee:

- (1) Textbooks being a positive instrument for the promotion of national integration, a crash programme for the evaluation of textbooks for classes I to XI in schools throughout the country should be taken up with a view to seeing that material likely to promote communal tension and divisive tendencies is excluded from them; and
- (2) In order to promote a sense of national integration in universities and college campuses, National Integration Samitis should be set up in the universities and to the extent possible in affiliated colleges.

10.6. Action taken on these two major recommendations is given in subsequent paragraphs:—

The Committee of Educationists and Student Leaders met for the third time in June, 73 and after a review of efforts so far made observed that not only the efforts made in the direction of National Integration as a result of the recommendations made in the first two meetings should be further strengthened and expanded but also the

entire programme of National Integration need to be given more depth and correctness through various curricular and extra-curricular programme. The Committee desired that the following programme should be specially attended to:—

- (i) Attempt should be made to build in the curriculum field-oriented projects, wherever possible through multi-disciplinary projects. These projects will be undertaken in rural areas and in slums.
- (ii) Programme of Inter-State Youth Camps and Inter-University Teacher-Student Camps should be strengthened.
- (iii) Youth festivals should be reviewed.
- (iv) Large amount of literature on National Integration should be published and disseminated. Textbooks should be continuously evolved.
- (v) More Science books should be published, Science films should be shown, Science mobile exhibitions should be organised to strengthen scientific and rational knowledge which will create a climate of secular ideals.

10.7. The Committee also suggested the following organisational measures:—

- (a) Organisation of State, Central and All India conventions.
- (b) Nominate four or five Zonal Coordinators to organise and look into problems of the movement of National Integration in different universities and explore possibilities of involving organised bodies of student and teachers in the programme of National Integration.

10.8. The programme mentioned at (iv) is already being pursued by the Ministry under the schemes of Book Translation and Supplementary reading material. Position of the other recommendation is as follows:—

- (i) Attempt should be made to build in the curriculum field-oriented projects, wherever possible through multi-disciplinary projects. These projects will be undertaken in rural areas and in slums.

10.9. So far as School Curriculum is concerned, the Curriculum framed by the NCERT includes number of field-oriented projects. Due to change in the educational pattern from 11—3 to 10—2—3, new Curriculum is being developed by the Council. Every attempt would

be made to bring this recommendation in focus in the revised Curriculum.

10.10. As for University Curricula, the recommendation has been forwarded to the University Grants Commission so that suitable recommendations can be made to the Universities which are autonomous bodies.

- (ii) Programme of Inter-State Youth Camps and Inter-University Teacher-Student Camps should be strengthened.

10.11. There is no scheme in operation for holding Inter-State Youth Camps. A new scheme 'Exchange of Youth Leaders/Delegations at Inter-State and International Level' in the Fifth Five Year Plan with an outlay of Rs. 10 lakhs has been formulated. This scheme, however, is not directed specifically or mainly at teachers and students but non-student youth. This scheme has not been cleared by the Ministry of Finance on account of financial stringency. Accordingly, it was suggested that the possibility of including the programme in question as one of the activities of the National Integration Samitis in universities and colleges may be considered.

- (iii) Youth festivals should be revived.

10.12. A provision of Rs. 8 lakhs was made in 1972-73 for Inter-State and Inter-Collegiate Youth festivals but this amount was diverted for Mass Youth Rally (Bharatiyam) held in the same year. Youth festivals do not find any place now in the Fifth Plan but a provision of Rs. 85 lakhs has been included for Bharatiyam. Due to financial stringency Ministry of Finance did not agree for any provisions for Bharatiyam for the year 1974-75.

- (iv) More Science books should be published, Science films should be shown, Science mobile exhibitions should be organised to strengthen scientific and rational knowledge which will create a climate of secular ideals.

10.13. The NCERT has already made commendable efforts in this direction. Science books on Physics, Biology, Chemistry and Mathematics for the entire primary and middle stages of education have been published. Science films have also been produced by the NCERT with the following headings:—

- (i) Science is doing.
- (ii) Knowledge in its different forms.
- (iii) Know Your Biology Kit.
- (iv) Teaching Elementary Physics Today.

10.14. Work is also in hand on the production of Science Films at primary science kit, human Physiology, Physics kits and Chemistry kits. Besides, a mobile van fitted with Science equipment has been pressed into operation which has conducted programmes in the neighbouring areas of Delhi.

10.15. The question of nominating 'Zonal Coordinators' is under consideration. As soon as the Zonal Coordinators are appointed the work of organising States and All India 'conventions' will be taken up.

B. Evaluation of School Text Books

10.16. The Department has stated that this programme is being implemented through the National Council of Educational Research and Training. The evaluation covers text-books in subjects like languages, History, Civics, Moral Science and Social Studies, and is carried out by three independent agencies; the National Institute of Education, the Regional Colleges of Education and the State Governments themselves. Screening record booklets have been prepared for the use of evaluators to maintain uniform standard of evaluations.

10.17. So far nearly 3,000 books have been evaluated at the NIE level and about 2,600 books at the State level.

An Expert Committee under the Chairmanship of the Vice-Chancellor, Jawaharlal Nehru University, examines the evaluation records received and finalises its report in standardised forms which are then sent to the Education Secretaries of the State/Union Territory Administrations concerned, confidentially.

10.18. On the basis of this evaluation, books are classified into four categories:—

- (i) those which should not be used in schools;
- (ii) those which should be revised as per details furnished;
- (iii) those from which certain indicated portions should be deleted; and
- (iv) those which have no objectionable material and can continue to be used.

10.19. The Expert Committee has so far been able to screen a total of 1,387 books from 14 States and 2 Union Territory Administrations. Of this number; 375 books were seen to contain material

that was prejudicial to national integration as per details given below:—

Books that should not be used in Schools.	25
Books that should be revised as per details furnished.	244
Books from which certain portions should be deleted.	106
Books which contain nothing objectionable.	1012
	<hr/>
	1387
	<hr/>

10.20. It has been stated that the evaluation by NCERT and Regional Colleges of Education has been completed in respect of all the States. The work of evaluation by State level Review Committees is still to be completed in respect of Tamil Nadu. The high power Committee has completed its work in respect of all States except Rajasthan; U.P.; West Bengal and Tamil Nadu.

10.21. The Department has stated that the State Governments/ Union Territory Administrations are taking further action as per recommendations of the Expert Committee.

10.22. The evaluation of the Text books from the remaining States is expected to be completed in due course.

10.23. In the second phase of the Crash Programme, similar evaluation is planned for all text books prescribed in English medium schools in the country. Work on this has also been started by the National Council of Educational Research and Training.

10.24. Such an evaluation of text books will have to be carried out on a continuing basis to ensure that new books that are written do not contain any material prejudicial to the interest of national integration.

10.25. The Committee are glad to note that one of the important programmes for national integration is the evaluation of text books for classes I to XI in schools throughout the country with a view to seeing that material likely to promote communal tension and divisive tendencies is excluded from them. It is noticed that the evaluation is done independently by three separate bodies and that an expert committee at the Centre does the overall screening. Out of about 1400 books which have been screened so far, the Expert Committee has found that 25 books should not be used in schools, 244 books should be revised and 106 books contains certain portions which should be deleted. The Committee trust that prompt action

will be taken by the State Government to ensure that the 25 books referred to above are withdrawn and that the remaining 350 books should be brought into use only after the books are revised and got approved.

10.26. The Committee note that screening of books is complete in respect of all States except four States. The Committee would like Government to pursue this matter with these four States and the other authorities concerned to complete the screening of books expeditiously.

10.27. The Committee stress that such evaluations should be on a continuing basis in respect of all new books to ensure that these do not contain any material prejudicial to the interest of national integration. They would like that a suitable procedure is laid down for screening of new books expeditiously, within a specified time, so that the practice grows of obtaining clearance before allowing the books to be used in Educational institutions.

C. National Integration Samitis

10.28. The Government have stated that National Integration Samitis had been set up in Universities as part of the Gandhi Centenary Celebrations to undertake programmes relating to national integration and promotion of knowledge of History, culture and traditions of the people in various parts of the country. The Committee of Educationists and Student Leaders recommended that this programme should be enlarged and extended to cover more universities and affiliated colleges also.

10.29. There are 61 Samitis functioning in Universities and 57 in affiliated colleges.

10.30. Each Samiti is eligible for a grant-in-aid of Rs. 400 per month from the Government of India to enable it to organise various programmes. In addition, a Samiti can also get assistance for special projects which it may take up for promoting national integration. On an average, an amount of Rs. 3.50 lakhs has been given each year as grant-in-aid to these Samitis.

10.31. The Samitis have been carrying out the programmes as indicated in the Constitution. Some of them have been functioning with considerable success and have taken up meaningful programmes.

10.32. Some of the activities organised by the Samitis are:

— organising lectures, debates, discussions;

- celebration of National Integration Day and National Integration Week;
- holding of essay competitions on national integration;
- holding of adult literacy and adult education classes.
- organising rallies of students in connection with National Defence Programme;
- organising inter-university, inter-State and inter-regional visits and tours;
- organising cultural troupes and visit other States;
- staging of plays on national integration;
- participating in relief and other programmes in times of national crisis such as service in the refugee camps at the time of the Bangla Desh Freedom Struggle.

10.33. All these activities are valuable in themselves. However, there is much scope for strengthening the programme of these Samitis so that they develop into strong youth cadres which will be able to play a positive role in promoting fraternal feelings and in resisting expression of communalism, casteism and regionalism. In addition to enlarging the Samitis' Programmes to cover more universities and colleges and enlarging their membership so as to cover a larger section of student community, it is necessary to strengthen their programmes so that they may achieve this objective.

10.34. Some of the suggestions received from the National Integration Samitis for the strengthening of their programmes are listed below:

1. Inter-University and Inter-State Student-Teachers team-exchange programmes.
2. Seminars of students drawn from various universities within the State or from outside to discuss various aspects of national integration.
3. Organising all-India conferences of Samitis.
4. Organising social service camps in different cultural regions.
5. Production of material contributing to national integration such as dramas, songs, reading material written in simple language.
6. Organisation of mobile exhibition of books, photographs, posters aimed at the promotion of national integration.

7. Organisation of surveys and studies.

Progress made by National In'egration Samitis

10.35. The scheme of establishing National Integration Samitis was started only during the Fourth Plan. During Fourth Plan a Budget provision of Rs. 20 lakhs was made. During this period, 118 National Integration Samitis were established in various parts of the country. Total expenditure during 1972-73 was Rs. 3.27 lakhs. In the year 1973-74 a sum of Rs. 1.92 lakhs was spent as against the estimated expenditure of Rs. 2.62 lakhs.

10.36. Analysis of Estimates and Actual Expenditure during the last three years i.e., from 1971-72 to 1973-74.

Budget sub-Head Primary Head	Original Estimates	Revised Estimates	Actual Expenditure	Variations between col. 3 & 4 (+) Excess Savings (-) Savings
1	2	3	4	5
National Integration Samitis				
1971-72 . . .	3.25	7.00	4.63	(-) 2.37*
1972-73 . . .	8.50	5.00	3.27	(-) 1.73*
1973-74 . . .	4.00	4.00	1.96	(-) 2.04**

*Less number of Samitis established than anticipated.

**Due to economy cut.

Fifth Plan Provision and Target

10.37. During the Fifth Plan, a sum of Rs. 20 lakhs has been allotted for the purpose. The target proposed is to increase the present number of 118 National Integration Samitis to about 300 during the entire Fifth Plan. For the current financial year there is a budget provision of Rs. 4 lakhs.

Progress during 1969—74

10.38. The number of National Integration Samitis had been increased from 61 in 1970 to 118 in March, 1974. The State-wise break-up is as under:—

1. Andhra Pradesh	5
2. Assam	5
3. Bihar	3
4. Gujarat	5
5. Haryana	1
6. Jammu & Kashmir	1
7. Maharashtra	6
8. Kerala	1
9. Tamil Nadu	21
10. Madhya Pradesh	23
11. Karnataka	4
12. Orissa	18
13. Punjab	2
14. Rajasthan	3
15. Union Territories	4
16. Uttar Pradesh	11
17. West Bengal	5

Physical Targets

10.39. The scheme is still at experimental stage. The Samitis so far functioning in Universities and Colleges are confronted with the problem of maintenance of accounts etc., in respect of the grants being released to them.

**Evaluation of the working of National
Integration Samitis**

10.40. Asked whether any review has been made to find out whether the purpose, for which the National Integration Samitis were set up, is being fulfilled, the Government have stated that no separate committee or special review of the Working of the National Integration Samitis has been undertaken so far. The Committee of Educationists and Student Leaders which met in June, 1973 *inter alia* reviewed the functioning of these Samitis. The Committee how-

ever, made no specific recommendations pertaining to these Samitis, though they had generally reiterated the need for intensifying the current efforts towards National Integration.

10.41. The Government have also stated that the Evaluation Committee under the Chairmanship of Dr. S. Gopal reviewed some of the on-going programmes of National Integration in the Ministry and generally endorsed the progress of the programmes.

10.42. In many cases of such evaluation it has been sometimes difficult to incorporate the modifications suggested into the scheme, mainly because they are not practicable, with the very limited financial resources made available.

10.43. Asked whether the National Integration Samitis were really effective, the Government have stated that within the limited resources available, the Samitis can play a useful and effective role in achieving the objectives for which they were set up. It must, however, be pointed out that the 118 Samitis represent less than 3 per cent of the number of colleges in the country. If they are to make an appreciable impact, the programme will have to be expanded both in number of Samitis, and in the number of members enrolled. This, however, would be governed by the availability of resources.

10.44. The Committee note that National Integration Samitis have been set up in Universities to undertake programmes relating to national integration and promotion of knowledge of history, culture and traditions of the people in various parts of the country. At present 118 Samitis are functioning—61 in universities and 57 in affiliated colleges. The activities covered by the Samitis mainly relate to organisation of discussions, celebration of National Integration Day and National Integration Week, holding of classes for removing adult illiteracy, organising inter-university, inter-State and inter-regional visits and towns etc. The Committee understand that Government have received certain suggestions for strengthening the programmes of the Samitis such as Inter-University and Inter-State Student-Teacher team exchange programmes, seminars of students drawn from various universities within the State, organising social service camps in different cultural regions, production of material contributing to national integration such as dramas, songs, reading material etc.

10.45. The Committee note that there is an uneven number of Samitis in the various States ranging from 23 in Madhya Pradesh, 21 in Tamil Nadu, 18 in Orissa, 11 in Uttar Pradesh to 5 or less in other States. The Committee would have expected a more equitable distribution of the Samitis according to the number of universities and students in the various States.

10.46. The Committee note that grants amounting to about Rs. 14 lakhs were released to the Samitis during the Fourth Plan and Rs. 20 lakhs have been allotted for the Fifth Plan period. The total number of Samitis is proposed to be increased to 300. The Committee are surprised to note that the Samitis so far functioning are confronted with the problem of maintenance of accounts in respect of the grants released to them.

10.47. The Committee appreciate that the objectives of these Samitis are laudable. They, however, feel that there is a need for concrete programmes of activities for them. The Committee suggest that proper guidelines should be issued laying down a firm procedure for the formulation of the programmes of the Samitis, maintenance of accounts and audit thereof. There should also be a procedure for monitoring the activities of the Samitis with a view to finding out whether the activities have been commensurate with the amount spent.

10.48. The Committee note that no review has so far been carried out to find out whether the Samitis are fulfilling the objectives for which they were set up. The Committee consider that it is high time that a formal evaluation of the working of the Samitis is carried out with regard to their programmes and performances and that the decision to expand the number of Samitis should be taken only on the basis of the lessons drawn from such evaluation.

10.49. The Committee would also like the Government to explore the possibilities of integrating the National Integration Samitis with the National Service Scheme which is run in the colleges. This will also ensure a wider coverage.

D. Youth Festivals and Inter-State Camps

Promotion of National Integration among School Children

10.50. Camps are conducted by the National Council of Educational Research and Training to provide opportunities for the exchange

of visits by groups of students from one part of the country to another to help them learn about their rich cultural heritage and history, discover their common bonds and the underlying theme of national unity amidst the cultural variety and diversity. Under this scheme camps are organised for 10 to 15 days duration in which participants from schools from 4 or 5 different States stay in a school in a sixth State. The participating children of the different States are billeted together, mingle freely and live, work and play together for the entire duration of the camps. Exhibits depicting the geographical, industrial, agricultural, ethical and cultural importance of each State are provided and explained by the participants. Following these camps, exhibits are prepared by selected schools and the exhibition shown to children in neighbouring areas under a separate scheme called 'Our India Project'. Such camps are also organised by voluntary organisations. With financial assistance from the Ministry of Education.

10.51 Since 1972-73, Ministry of Education and Social Welfare have also approved holding Language Environment camps by the Central Institute of Indian Languages, Mysore, through its regional Languages Centres, as part of this Scheme. Under this programme, batches of students in one State studying the regional language of another State will camp for 10 days, along with a few language teachers, in the region where the language, they are learning is the mother tongue. Such camps enable the campers to have first hand knowledge of the environment and intonation in which these languages operate and their contacts with the local population, by means of their recently acquired knowledge of the language of the region, will promote national integration.

10.52. The Department has stated that a few voluntary bodies and Bharat Scouts and Guides have also held camps of this nature and a number of these have been assisted by the Ministry.

10.53. It has also been stated that Inter-University student Camps organised under the National Service Scheme also, *inter alia*, contribute to fostering national integration.

10.54. A new scheme in the Fifth Five Year Plan namely 'Exchange of Youth Delegation Leaders at Inter-State and International Level' was suggested. The scheme has, however, not yet been cleared by the Planning Commission or Ministry of Finance on account of constraint on resources. Why the scheme is instituted it will provide opportunities to the youth of one State to go to the other State to acquire first hand knowledge of the culture, habits, customs etc. in the other State.

10.55. The recommendation of the Committee of Student Leaders and Educationists was considered in relation to the programme of the National Integration Samitis in Universities and Colleges, and the feasibility of such activities by the Samitis, examined. The constitution of the Samitis provides that a Samiti may give hospitality to visiting fellow students from other areas by arranging their stay in hostel or in the homes of Samiti's members. Further that it may sponsor visit of teams of students in different disciplines to backward and remote areas for rendering services to the community in return for simple hospitality. A Samiti can also undertake such other activities as may promote and further the cause of national integration and communal harmony.

10.56. The following table shows the Fourth Plan outlay, Budget Estimates and Actual expenditure on promotion of national integration among school children:—

Year	Budget Estimates	Actuals (Rupees in lakhs)	Plan Outlay
			(Rs. lakhs)
1969-70	2.00	2.12	
1970-71	10.00	6.41	50
1971-72	10.00	8.83	
1972-73	10.00	7.58	
1973-74	2.00	nil	

10.57. In the earlier years of the Fourth Plan budget provision of Rs. 10 lakhs a year used to be made. Full utilisation could not be made because camps have had to be curtailed for various reasons like drought in 1972-73, Indo-Pakistan war in 1971-72. During 1973-74 owing to financial stringency no provision was made, but National Council for Educational Research and Training and CIIL were authorised to utilise the balances at their disposal for a limited number of camps.

10.58. A budget provision of Rs. 4 lakhs has been made for this scheme for 1974-75. An outlay of Rs. 40 lakhs has been tentatively included in the draft Fifth Plan for this scheme. The usefulness of this programme has been widely acknowledged. In view of the continuous rise in prices, modification has been suggested to increase the rate of boarding and lodging from Rs. 6 to Rs. 8 per head per day. This scheme is working very satisfactorily in so far as school children are concerned.

10.59. Asked about the objectives of holding the 'youth festivals' and the reasons for abandoning them, the Department has stated that the objective of youth festivals was to bring university students from different parts of the country to live together, to understand and appreciate each other's culture, and to give expression to their literary and artistic talent, and generally to promote national and emotional integration.

10.60. The last Youth Festival was held in November, 1964. The Festival could not be held in 1965 to 1967 owing to the outbreak of the Indo-Pakistan hostilities and the aftermath thereof. During the Fourth Plan a scheme of mass youth rallies of 'Bharatiyam' was formulated which more or less, serves the same objectives as the Youth Festival.

10.61. Asked whether the programmes of 'Bharatiyam' would secure the benefits derived from holding youth festival, the Government have stated that the programmes of 'Bharatiyam' also brings together youth from different parts of the country, at State and national levels. It has a wider coverage than the Youth Festivals, and involves broader spectrum of youth, and is directed towards a wider youth involvement.

10.62. 'Bharatiyam' not only aims at national and emotional integration, but also lays emphasis on cultural and physical well-being, through organised mass drill, and is designed to instil a greater sense of discipline amongst youth.

10.63. This scheme also incidentally is currently held over on account of resource position.

10.64. Asked about the reaction of the Government to the suggestion that the time devoted by students on the existing welfare scheme such as Youth Festivals, All India Seminar, Symposium is far less than the time required for achieving the aim of the scheme and therefore such schemes should be made an integral part of our educational system, the representative of the Ministry stated during evidence that as and when funds become available they would be doing these things and that they concentrated funds on huge schemes like non-formal education.

10.65. In response to the suggestion that persons from one region of the country should be sent to the other region of the country, for example from North to South and *vice versa*, together with some youth leaders and encourage them to work with the persons of the

other region, the representative of the Ministry stated that the basic objective of such scheme is National Integration but due to financial stringency such scheme could not be taken up but the Government are trying to use other aspects like the school children and children selected from various schools of five States to live in the sixth State. This would do them good at an impressionable stage in the young minds. They get an insight of the culture, the way of life and living habits of various regions of the country. Subject to availability of funds, during the subsequent years, this will be taken up at other than school stage.

10.66. Asked about the results achieved by the National Council for Educational Research and Training Scheme which was started to bring together school teachers from different parts of the country for acquainting them with regard to curriculum developments and plan schemes in general and to help considerably in the promotional work for national development, the representative of the Government stated during evidence that the objective of this scheme was *inter alia* to promote national integration. This work was started about a year ago and the first orientation programme was organised by about 50 representatives of the All India Primary Teacher's Federation. After that 3 such programmes were organised for district level representatives of Bihar, U.P. and Maharashtra. The teachers camp for 100 State level representatives of the primary teachers was organised in Srinagar. The teachers were so much motivated that they requested the Ministry of Education and National Council for Educational Research and Training to help them in organising an All-India Primary Education Teachers' Conference. An all India Primary Education Conference was held in Delhi where 500 representatives of primary teachers took part from different parts of the country. The National Council for Educational Research and Training is also organising a programme for 100 women teachers. In all such programmes organised so far, the teachers were not only given education about the new trends in school education by experts but they were also given first hand demonstrations. For the promotion of national integration some material was given to the teachers. More important than the material was to provide opportunities to the teachers from different States to live together and inter-act with each other. Cultural programmes were organised by representatives of different States for the promotion of national integration. An exhibition was organised in which representatives of different States exhibited their customs, foodgrains, musical instruments and so on. The teachers were also encouraged to learn

at least one or two languages for conversational purposes. The teachers who participated in such orientation programmes have intimated that they have further oriented a number of their colleagues and a number of such teachers have started programmes in villages for developing mass consciousness in enrolling children in the schools for which they are spending their own money.

10.67. The Committee note that camps are conducted by NCERT to provide opportunities for the exchange of visits by groups of school children from one part of the country to another. Under this scheme camps are organised for 10 to 15 days duration in which participants from schools from 4 to 5 different States stay in a school in a sixth State. The Committee are glad to note that the scheme is working very satisfactorily. The effect of such camps to foster the spirit of national solidarity in the impressionable minds of the young children, apart from its educative influence, needs no emphasis. The Committee note that for this programme only Rs. 2 lakhs were provided for in the Budget Estimates for 1973-74, out of which nothing was spent. The Committee feel that that the programmes should be carried out on a sustained basis so as to further consolidate the advantages gained and to effect improvements in the light of experience.

10.68. The Committee also welcome the language environment camps held by the Central Institute of Indian Languages, Mysore, through the Regional Language Centres, as part of the scheme of inter-school camps enabling the children to learn the language of the area in which they camp.

10.69. The Committee consider that Youth Festivals which enable the participation of youth from different States, provide a forum for promoting sense of unity amidst the rich diversity of the cultures and habits of different regions, by enabling them to live together, to understand each other, and to give expression to their artistic and creative faculties. Financial stringency has been stated to be responsible for not holding these important festivals.

10.70. The Committee would like to point out that the festivals, if conducted on the right lines, would be a powerful factor for promoting national and emotional integration, besides giving scope for expression of the artistic and cultural attainments of youth of different regions. The Committee would, therefore, urge Government to consider holding of frequent youth festivals to begin with at the Block and District levels and thereafter such festivals may be gradually extended to the State and national levels. The Committee suggest that youth festivals should be multi-dimensional providing

for dramatics, debates, discussions, music, sports crafts etc. The Committee envisage that a time will come when it will be possible for the festivals to be held including both student and non-student youth.

10.71. The Committee would also like to emphasise the need for programmes for exchange of visits of student and non-student youth from one State to another which will enable them to learn about the common cultural heritage and develop insight into customs and habits of the people of the other States. Such a group of youth may consist of about 50 student youth and 50 non-student youth. The Committee consider that a regular programme of such visits should be encouraged through concessions in the matter of hostel accommodation, railway travel etc.

10.72. The Committee would like to point out that another effective method for promoting national integration will be for a group of youths from one State to participate in some constructive nation-building activities such as road-building and works projects, social service etc. in another State. The Committee consider that travelling together and working together for a social objective would be a powerful factor for cementing mutual ties. The Committee would like Government to examine the matter and promote such work-party excursions.

10.73. The Committee are glad to note that national integration was also one of the objectives in the orientation programmes which is conducted for bringing together school teachers from different parts of the country for acquainting themselves with regard to curriculum development etc. The opportunities so provided for teachers from different States to live together and interact with each other, can become strong factors for fostering national integration. The Committee consider that the role of such emotionally integrated teachers can be very significant for communicating the spirit of national integration to the children under their charge and to community in their areas. The Committee also consider that there may be similar programmes for women teachers.

NEW DELHI;

April 29, 1975.

Vaisakha 9, 1897 (S).

R. K. SINHA

Chairman,

Estimates Committee.

APPENDIX I

(Vide Chapter I, Para 1.31)

Resolution

issued on the 15th July, 1970

SUBJECT: *Constitution of the National Advisory Board on Youth*

Regarding the importance of developing an integrated programme for Youth Services, the Planning Commission appointed in 1966 a Working Group under the Chairmanship of Prof. V.K.R.V. Rao, to determine the objectives of a comprehensive National Plan for Youth, to review the growth of youth movement in the country and of the existing programmes, to determine their strength and weaknesses from the point of view of the objectives and to draw up an effective youth programme and to determine how and to what extent the existing programmes can be integrated into it and in what manner they need to be modified. Taking into consideration the fact that the organisational and financial responsibility for youth programmes was spread over various Departments and Ministries, both at Centre and in the States as well as among Voluntary organisations, sometimes with overlapping programmes, the Working Group concluded that a National Youth Board should be set up to effect coordination between the various agencies in promoting a National Youth Programme geared to the needs of the economic growth and social development.

2. Realising the urgency of focussing the attention of development of youth programmes and the need to have a coordinated approach to the entire programme of youth, the Government of India redesignated the Ministry of Education as the Ministry of Education and Youth Services. The new Ministry of Education and Youth Services convened a Conference of representatives of Youth Organisations Youth Service Agencies and Youth Leaders, in April-May, 1969. This Conference was of the view that it was the world of non-student youth which presented special problems because of their large number, their largely rural composition and the absence of institutional facilities for their getting together as was possible for students. The Conference recommended that an attempt should be made to tackle this problem during the Fourth Plan period. Regard-

ing. The organisational aspect of youth programmes, the conference re-iterated the need for setting up a National Advisory Board on Youth.

3. The Government of India are of the view that it is imperative to enunciate and implement a policy on youth in collaboration with the State Governments and other agencies. It has accordingly been decided to constitute a National Advisory Board on Youth (hereinafter referred to as the National Youth Board) with the composition as under:

1. Union Minister for Education and youth Services Chairman
2. Deputy Minister in the Ministry of External Affairs } Member
3. Ministers of State/Deputy Ministers in the Ministries of Food, Agriculture CD & C (Deptt. of Agriculture and Department of Community Development; Information and Broadcasting, Communications; Tourism and civil Aviation (Department of Tourism). Home Affairs; Defence; Labour, Employment and Rehabilitation (Department of Labour and Employment); Health, Family Planning, Works Housing and Urban Development; Irrigation and Power; Law and Social Welfare (Deptt. of Social Welfare). } Members
 *Education & Youth Services.
4. All Ministers incharge of Youth Welfare youth Services activities in the States and Union Territories having legislatures and the Chief Executive councillor of Delhi } Members
5. Member (Education), Planning Commission
6. Chairman University, Grants Commission.
7. Chairman, Central Social Welfare Board }
 8. Chairman, All India Council of Sports } Members
 **9. Not more than ten representatives of national youth organisations/youth service agencies by rotation.
10. Not more than five representatives of other concerned voluntary organisations.
11. Joint Secretary/Joint Educational Adviser incharge of Youth Services in the Ministry of Education and Youth Services. Member Secretary

*Inserted *vide* corrigendum Notified under No. 2/9/70-YSI (3) dt. 25-9-70

**As modified *vide* corrigendum Notified under No. 2/9/70 YSI (3) dt. 25-9-70

4. The official members will continue to remain members till they vacate their offices. Three of the representatives of national youth organisations/youth service agencies nominated to the Board will retire every year; in their place representatives of their similar organisations/agencies will be nominated. The term of office of representatives of voluntary organisations concerned with youth

service/welfare activities will be three years; retiring members being eligible for re-nomination.”

5. The Board shall meet as often as necessary but not less than once a year.

6. The National Youth Board will function through a Standing Committee chosen from among the members of the National Youth Board. This Standing Committee will be assisted by panels of experts in the various subject fields. The Standing Committee will meet at least twice a year.

7. The functions of the National Youth Board shall be:

- (a) Providing necessary coordination between the various Governmental and non-Governmental agencies engaged in the promotion of Youth Welfare and Youth Service Programmes.
- (b) Accreditation of Organisations engaged in Youth Welfare/ Youth Service Programmes.
- (c) Formulating and sponsoring Youth Programmes for implementation by the Central and State Governments as well as other Agencies/Organisations and rendering advice and technical assistance in the implementation of Youth Programmes.
- (d) Recommending various Youth Programmes for financial assistance by the Government of India on terms and conditions as may be laid down by the Government of India from time to time.
- (e) Evaluating Youth Programmes and indicating, from time to time, areas and topics on which research in Youth Programmes should be undertaken.
- (f) Organising, through appropriate institutions, the training of youth leaders and other key personnel.
- (g) Assuming clearing house functions like preparation of reports, pamphlets, monographs, literature and youth activities, organising seminars, symposiums, workshops, etc. relating to Youth Programme; and
- (h) Undertaking any other activities relating to Youth Welfare/Youth Services upon request by the Government of India or other national and international organisations.

8. The National Youth Board shall have the power to appoint the Standing Committee as well as any Sub-Committees, Groups or

Commissions for discharging its responsibility and also to frame rules for the regulation of its business as well as that of the Standing Committee, Sub-Committees, Commissions, etc.

9. Secretarial assistance to the National Youth Board will be provided by the Youth Services Division of the Ministry of Education and Youth Services.

Sd/-

(KANTI CHAUDHURI)

Joint Secretary to the Government of India.

APPENDIX II

(See Chapter I—Para 1.31)

Statement showing the major recommendations made by the
National Advisory Board on Youth in their meeting on
11 to 13-12-1960 and action taken thereon.

The Annexure III at pp. 76—91 of the 1st Questionnaire is a record note of discussions that took place in the Board's meeting. They have been duly kept in view while formulating schemes for non-student youth through the successive plans. In fact the main scheme of setting up of Youth Centres, has since been formulated and is being implemented in a phased manner to cover all the districts by end of V Plan. A copy of the proceedings was also forwarded to the State Governments for further necessary action, in so far as they are concerned. However, the position of various recommendations and the action taken is given below:

S.No. 1	Recommendation 2	Action taken 3
I Youth Centres		
(a) Every State Government should appoint a State Advisory Board on non-student youth Welfare.		The recommendation of the Board was forwarded to the State Governments UTs for further necessary action. According to the available information, the State Boards for Youth Welfare Programmes have been established in Assam, Orissa, Gujarat, Kerala, Maharashtra, Karnataka, Punjab and Delhi.
(b) A district Youth Board should be formed in every district under the chairmanship of Collector of the District.		In the context of the development of the scheme of Youth Centres at the District level and establishment of Nehru Yuvak Kendras in a number of districts and consequent request to the State Government for setting up of State and District Organising Committee, there was no need for duplication.
(c) It should be left to State Govt. to decide whether the Block Youth Boards should be formed or whether it would be sufficient to entrust the youth activities at block level to officials at the taluqa level by giving them an honorarium for this work. It will naturally be ensured		This was brought to the notice of the State Government for implementation.

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that the national Youth Board members are nominated to the State and District Boards for areas from which they hail. A District Youth Officer should be appointed in each district.

(d) Establishment of Youth Centres.

The Scheme of Nehru Yuvak Kendras has been started from 1972-73. 94 Nehru Yuvak Kendras have been sanctioned so far in the different States. Since the Government of India is financing the scheme for Youth Centers at District level, the State Governments were requested to set up block level Youth Centres to be entirely financed by them.

2 Establishment of work Centres.

The scheme was started during 1971-72. Two work Centres have so far been sanctioned, one at Calcutta and the other in Andaman and Nicobar Island. The State Governments have not so far taken advantage of the scheme because of financial constraints, as it involves a matching grant on their part. The matter is however, being pursued with the State Governments.

3 Development of Play-fields.

The scheme was started in 1971-73. The State Governments have not so far availed of assistance under the scheme because of the involvement of a matching grant on their part.

4 Youth Leadership Training Programmes and Workshop for in service training.

The Sub-Committee envisaged was not appointed. However, a comprehensive scheme for the promotion of youth programmes which included provision of facilities of training to youth leaders was formulated in consultation with some of the national youth welfare organisations who have been in the forefront of youth welfare activities for quite some time. The details of the scheme are given at Annexure VIII of the 1st Questionnaire.

An in-service workshop for training of youth workers and officials engaged in youth welfare activities was held in New Delhi in September, 1971. 37 representatives from the Central Government, State Governments and voluntary organisations participated in this workshop.

5 Adventure facilities (Camping Sites, Hiking and Mountaineering) and National Holiday Camps.

Adventure facilities such as Mountaineering activities are being promoted under relevant schemes through universities/Mountaineering Institutes and IMF etc.

6 Reception Centres.

The scheme has been formulated and included in the Fifth Five Year Plan and Annual Plan a proposal (1975-

1	2	3
		76) of the Ministry. The modalities of implementation are under consideration.
7 Residential Facilities in major cities.		The recommendation was forwarded to the State Governments. However, financial assistance has been provided to Youth Hostels Association of India for hostel facilities. Establishment of youth hostels is, however, being dealt with by Department of Tourism, who have set up such hostels.
8 Standing Committee of the National Youth Board.		Since an all-comprehensive programme for non-student youth was formulated keeping in view the recommendations of the National Youth Board, the Standing Committee was not constituted to avoid duplication.
9 Accreditation Committee.		The Accreditation Committee was set up by a Government Resolution dated 15-2-1971. The proposal to constitute an Official Committee to scrutinise applications for accreditation was also initiated but no meeting of the Official Committee was held.

APPENDIX III

(See Chapter III, Para 3·3)

Statement showing the State-wise enrolment in primary classes I to V (6—11 age group) and classes VI to VIII (age group 11—14) and the percentage coverage of the population in the (corresponding age-group)

(Figures in thousands)

States	Classes I-V (age-group 6-11)		Classes VI-VIII	
	Total enrolment in 1973-74	Percentage of population in the age group	Total in enrolment 1973-74	Percentage of population in the age group
1	2	3	4	5
1. Andhra Pradesh	4300	76	670	30
2. Assam	1866	78	503	40
3. Bihar	4856	62	1091	24
4. Gujarat	3520	88	897	42
5. Haryana	1050	69	400	50
6. Himachal Pradesh	410	86	137	54
7. Jammu & Kashmir	493	78	131	38
8. Karnataka	3191	97	940	41
9. Kerala	3665	124	863	78
10. Madhya Pradesh	3832	65	764	23
11. Maharashtra	6232	89	1664	43
12. Manipur	188	115	38	44
13. Meghalaya	136	80	24	30
14. Nagaland	71	100	21	52
15. Orissa	2038	67	380	23
16. Punjab	840	90	549	51

1	2	3	4	5
17. Rajasthan	2490	66	640	31
18. Tamil Nadu	5426	110	1433	50
19. Tripura	187	77	48	40
20. Uttar Pradesh	11912	100	2237	33
21. West Bengal	5141	80	1240	35
Total--States	67854	84	14670	35
<i>Union Territories :</i>				
22. A. and N. Islands	18.28	125	5.49	74
23. Arunachal Pradesh	31.60	50	4.80	14
24. Chandigarh	32.10	83	13.60	67
25. Dadra and Nagar Haveli	8.50	78	1.15	22
26. Delhi	574.00	94	263.00	80
27. Goa, Daman & Diu	130.00	113	39.50	62
28. Lakshadweep	5.35	119	1.40	61
29. Mizoram	32.00	73	10.00	39
30. Pondicherry	68.40	121	20.60	67
Total--Union Territories	900.23	68	359.54	51
Total--India	63754.23	84	15029.54	36

APPENDIX IV
(See Chapter III, para 3-136)

Percentage of failures in examinations at different levels

Year	Number Appeared	Number of Failures	Percentage of Failures to total
PRIMARY			
1964-65	51,59,220	9,24,433	17.9
1965-66	55,43,933	8,95,535	16.2
1966-67	67,04,270	12,63,925	18.9
1967-68	53,45,367	6,26,745	11.9
1968-69	55,17,571	7,23,009	13.1
MIDDLE			
1964-65	19,95,144	4,28,169	21.5
1965-66	21,05,771	4,18,588	23.2
1966-67	23,91,721	5,79,051	24.2
1967-68	25,54,593	6,06,106	23.7
1968-69	21,80,277	4,87,373	22.4
HIGH			
1964-65	15,74,341	8,79,891	55.9
1965-66	19,91,519	11,43,256	57.4
1966-67	20,39,072	11,34,950	55.7
1967-68	21,35,333	11,76,383	55.1
1968-69	25,44,736	13,73,885	54.0
HIGHER SECONDARY			
1964-65	3,01,968	1,32,242	43.8
1965-66	3,44,647	1,27,477	36.9
1966-67	3,80,562	1,71,233	45.0
1967-68	5,32,095	2,21,020	41.5
1968-69	5,30,322	2,06,110	38.9

APPENDIX V

(See Chapter III, Para 3.137)

State-wise rate of dropouts at the Middle Stage

State/Union Territory	Drop-outs: rate at the Middle School Stage
1	2
Andhra Pradesh	39.3
@Assam	14.6
Bihar	36.2
Gujarat	23.9
Haryana	14.1
Jammu & Kashmir	12.7
Kerala	12.8
Madhya Pradesh	25.9
Maharashtra	27.0
Mysore	31.3
Nagaland	11.9
*Orissa	42.8
Punjab	8.1
Rajasthan	31.5
Tamil Nadu	33.7
*Uttar Pradesh	12.0
*West Bengal	19.3
Andaman & Nicobar Islands	11.5
Chandigarh	7.8
Dadra Nagar Haveli	22.1
Delhi	10.9
Goa, Daman & Diu	13.5
Himachal Pradesh	21.8

@Figures for Meghalaya are included in Assam.

*States in which boys do not receive free education at the middle school level, except Scheduled Castes/Scheduled Tribes boys.

1	2
Lakshadweep	34.4
Manipur	Nil
Assamachai Pradesh	67.6
Pondicherry	28.2
Tripura	28.7
I DIA	24.8

Note 1: Figures are provisional

Note 2: Middle School education is free in all the States except a few. But in these States girls and children from Scheduled Castes and Scheduled Tribes, however, receive free education. The reasons for high drop-out rate in certain States at this level appear to be socio-economic.

APPENDIX VI

Summary of recommendations|conclusions contained in the Report

S. No.	Reference to Para No. of the Report	Recommendation/Conclusion
1	2	3
1	1.23.	It is well known that the youths of a country have a significant role to play in imparting vitality and momentum to the life of the community. The future of the country depends on the quality and versatility of its youth in building a new society. Their idealism, energy, knowledge and willingness to make personal sacrifices are all essential ingredients for a better world. Youths form a significant proportion of the country's population. The Committee consider that this immense human resource, which the youths represent, should be harnessed to the utmost in the developmental efforts of the country.
2.	1.24. 1.25	The Committee note that education has so far been the main instrument for development of youth in the country. It is, however, a matter of concern that whereas the Directive Principles of State Policy embodied in the Constitution aim, at securing to the people of India, the right to education and the right to an adequate means of livelihood, the benefits of education are yet to reach a large number of youths. Moreover, there is the problem of unemployment and under-employment of a large number of youths, both educated and uneducated. Further, there is a lively discussion throughout the world regarding the relevance of the existing learning processes to the

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needs of a rapidly changing society. The Committee have, in a subsequent Chapter, dealt with the new educational strategy evolved by the Government in this regard.

66 per cent of the population of the country is below the age of 30 and 59 per cent below the age of 25 years. Thus, youths constitute a significant proportion of the population of the country. The Committee would, however, like to draw attention to the apparent lack of rapport between the society and the youth of the country and to the problem of increasing unrest among a large number of youths, particularly, the educated youth due to frustration etc. resulting sometimes in violent eruptions. It is to be recognised that the present unrest among the youth is inherent in the fast growth of industrial economy, the drift of young people from rural areas to the towns in search of jobs and the consequent congestion in the cities, leading to slums, insanitary conditions, social tensions, decline in moral and social values and generation gap etc. Moreover, when the youth who is generally fired with idealism and sense of purpose, sees social evils like blackmarketing, adulteration, corruption, etc. flourishing around him, he feels frustrated, losing faith in the sense of values of the older generation. A dichotomy has developed between the youth and the society.

The Committee consider that the activities of the youth of today which represent a ferment, are nothing new. These are in fact the manifestation of the same youthful idealism and protest which has been present in every generation. These protests are however much deeper and wide spread due to spread of education, rapid technological advances in the industrial, commercial, social economic and political field, the influence of mass media like radio and news-

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papers etc, as well as the great expectations aroused in the youth of the country after Independence. The Committee consider that there is an urgent need to win over the youth and harness their tremendous vitality and great potential for social good and espousing the basic human values, by proper understanding and positive response to their urges and beliefs. The nature of response to the social protests and grievances of the youth is of vital importance if they are to be dissuaded from unruly demonstrations and violent acts and if their energies are to be channelised for constructive work. For this purpose, it is very necessary to open channels of communications with them. Ways and means should be found to trust the youth, to listen to them, to understand them and to make it known to them that we care deeply for them. Effective measures should be taken to resolve the problems and grievances which are agitating the youth of the country like unemployment, corruption, wide economic disparities, education reforms etc.

3. 1.27.
and 1.28.

The Committee consider that after Independence, the emphasis has been mostly on the economic development of the country and that no specific attention was paid to organise the youth and formulate programmes for their development and involvement in the nation building activities. The immense potential of the youth, which has idealism creativity and energy could not be channelised into constructive activities for lack of resources for which the help of Government and society was needed but was unfortunately not forthcoming.

The Committee stress that well directed and meaningful programmes should be initiated to tap this vital human resources by giving opportunities to youth for self-expression and advancement. The youth should be encouraged to in-

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volve themselves in constructive and nation building activities so that they are drawn into the main stream of national life. The importance of national heritage and value of national property should be inculcated in them. The Committee have no doubt that if the youth are properly motivated and approached, they can be usefully involved in the eradication of social evils like dowry, casteism, communalism, regionalism, etc.

4.

1.29.

The Committee understand that youth organisations/clubs in many countries have become a growing force for the achievement of social, cultural and economic adjustments, required by a rapidly changing society, and that their functioning has proved dynamic and constructive. Such organisations provide creative educational experience by helping the youth to be responsible, self reliant members of society. They encourage and provide opportunity for young people to take responsibility for their own organisation's affairs, and awaken in younger people a sense of their own potentialities and give them a sense of solidarity with the whole community, both local and national. **Such organisations** are built around the 'grass root' needs of the community and members are encouraged to concentrate on particular subjects such as improvement of agricultural production methods, improvement of sanitation, building of roads, removal of illiteracy, fighting of social evils, dissemination of information regarding health and hygiene etc. They also help to provide a forum for motivating youth to acquire learning and skills, recreation programmes, leadership, the art of inculcating self-respect and mutual respect etc. The Committee consider that there is a great scope for promoting a powerful youth movement in India also, which would help the youth to enter into a socially more useful adult life and be integrated with

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society without any sense of alienation. The Committee have discussed this aspect in detail in the Chapter on Non-Student Youth.

5.

1.30.

The Committee would further like to invite attention to the Resolution on National Policy on Education which was adopted by Parliament in 1968 for a radical reconstruction of education for the economic and cultural development of the country, for national integration and realisation of the ideal of a socialist pattern of society. The Resolution, *inter-alia*, has stressed the necessity for linking the school and community closer through suitable programme of mutual service and support with emphasis on self-help, character formation and sense of social commitment. The Committee note that a vast majority of youth in the country are non-student youth and it is vitally important to activate the immense body of non-student youth in such a way as to give them identity, self esteem and a stake in living productive lives. In this connection the Committee would like to refer to the recommendations made at the Regional Seminar on the Role of Youth in National Development, organised by the United Nations, (ECAFE) held in 1970 in which it was suggested to all Member Governments that a national youth policy should be formulated to meet the aspirations of the youth in the country. The Committee regret to note that a national youth policy has not so far been formulated by the Government. The Committee recommend that having regard to the crucial importance of the youth as a vital human resource for the development of the country, it is imperative that a national youth policy is formulated by Government at the earliest to channelise the potentialities of youth for national development and social change. The national youth policy should form an integrated part of national development plans as youth has a dis-

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tinct potential not only for transformation of society but for overall economic development of **the nation as a whole**. The Committee would like that in the formulation of national youth policy, there should be full and active consultation with the representatives of youth in the country who should also be associated in implementing such policies as far as possible.

6. 1.40.
and 1.41.

The Committee are surprised to note that the National Youth Board has not met after its first meeting held in December, 1970, though according to its constitution, the Board has to meet at least once a year. The Committee are unable to comprehend how the Board will be able to perform its functions effectively unless it meets regularly as laid down in its constitution. Since the Board is an important body for *inter-alia* formulating and sponsoring Youth programmes and to watch the implementation thereof, accreditation of youth organisations and effecting co-ordination between the various governmental and non-governmental agencies engaged in the promotion of national youth welfare and Youth Service Programmes, the Committee consider that the Board should function as an active body for planning and directing the youth programmes in the country.

The Committee recommend that the meeting of the Board should be held as often as necessary but not less than once a year as provided in the Notification constituting the Board so that it can keep a watch on the developments relating to the various youth welfare programmes in the country and provide the necessary advice and guidance.

7. 1.42.

The Committee would also like the Government to consider the desirability of suitably reducing the membership of the Board so as to make it a compact body representing all the important official and non-official organisations connected with youth welfare programmes and to enable it to meet more frequently.

1	2	3
8.	1.43.	The Committee would also like Government to convene seminars to which youth leaders and academicians may be invited in order to have meaningful discussion on problems of student and non-student youth on the basis of which the schemes for youth welfare and development may be reviewed and new lines of approach initiated for effective implementation from time to time.
:9.	1.44.	The Committee are constrained to observe that no follow up action has been taken in respect of the recommendations made by the Board at its meeting held in December, 1970. It appears that there is no machinery to take the follow-up action for implementation of recommendation made by the Board. The Committee, therefore, strongly urge that the Board should be activated and made a more effective body to formulate, implement and monitor different youth programmes. There should also be an effective machinery to follow up the recommendations made by the Board and ensure their implementation quickly.
:10	1.49	The Committee are concerned to note that the Standing Committee of the Board, and its Sub-Committees have not been set up as required under the constitution of the Board. The Committee are unable to comprehend how the programmes of the Board could be effectively implemented without constituting a Standing Committee. The Committee do not agree with the reasons given for the non-constitution of the Standing Committee. The Committee recommend that inasmuch as the Standing Committee is to discharge the responsibility of the Board, which includes the co-ordination and follow-up functions in respect of all youth programmes, the Standing Committee of the Board should be set up without further delay.

1	2	3
11.	1.53.	<p>The Committee are constrained to note that the "official committee" for scrutinising the applications for accreditation from voluntary organisations has not yet been set up by Government and as a result the Accreditation Committee of the National Youth Board which was set up in 1971 to determine the accreditation of the voluntary organisations could not function because it was to come in the picture only after the assessment of the "Official Committee" was placed before it. The Committee are not convinced by the argument that after the formulation of the comprehensive programme for non-student youth, the constitution of such committees was no longer necessary as the Committee have not been informed what alternative procedure or criterion has been laid down by Government for determining the accreditation of voluntary organisations. The Committee are unable to comprehend how the services of the voluntary organisations. The Committee are to play in planning and propagation of meaningful youth programmes, can be utilised without any provision for their accreditation.</p> <p>The Committee would, therefore, recommend that the Government should set up the "Official Committee" without further delay so that the work relating to the accreditation of voluntary youth welfare organisation does not suffer.</p>
12.	2.9.	<p>The Committee note that one of the outstanding needs felt by youth is its participation in the life of society and to contribute to its growth and development. They feel that the immense potentialities of youth for national development have neither been fully recognised nor tapped meaningfully so far. They consider that policies and programmes on Youth should be conceived and carried out for youth and with youth. Such policies and programmes would not be meaningful unless the youth are given the right to</p>

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express their opinion on them as well as on the methods to be used for their implementation. The Committee, therefore, urge that the Government should recognise young people as partners in nation-building activities by involving them in planning, decision making and programme implementation and by enabling and encouraging them to participate in advisory bodies concerning them.

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2.10

The Committee consider that a comprehensive view of the needs of youth and the extent to which they are met is essential for the formulation of a long-term strategy for youth. Therefore, with a view to understand the situation of young people and to identify their most urgent needs, the Committee would like Government to obtain reliable data regarding the number of youth, their education and training levels, needs, attitudes, habits, employment opportunities, opportunities for the constructive use of leisure time and the functioning of various youth organisations. In obtaining such data and making studies on the conditions of young people of different categories namely urban, rural, student, non-student, educated, semi-educated and uneducated, employed, semi-employed and un-employed youth, the practical expertise of youth workers and youth organisations along with research experience of social scientists, should be utilised.

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2.11.

The Committee would also urge Government to give fellowships/grants for such studies to teachers and other scholars to undertake research work in specified fields as per a budgetted and time bound programme.

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2.23

The Committee are constrained to note that no separate allocations of funds were made for the development of youth services and youth

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welfare during the first two Five Year Plan periods and that no special programmes were formulated therefor. It was only from the Third Plan onwards that the allocations of funds for youth services and welfare have been made. During the Fourth Plan, an outlay of Rs. 24 crores was envisaged for youth services in the Central and State sectors which included Rs. 5 crores for non-student youth. The actual expenditure was, however, Rs. 8.8 crores, including Rs 1.2 crores for non-student youth. It is regrettable that even the meagre outlay provided in the Fourth Plan for youth services which constituted about* 2 per cent of the total outlay on Education, was not utilised in full.

16. 2.24. The Committee further regret to observe that even among the youth, the non-student youth have remained the most neglected group. No regular programme for the development of non-student youth was formulated till 1970. It is very disconcerting to observe that out of the budget estimates of Rs. 101 lakhs, only Rs. 15 lakhs were spent on the development programmes for non-student youth during the first four years of the Fourth Plan. It is thus evident that the programmes and plans for the development of this group of youth were not formulated in advance and were not given the importance that they deserved.

17. 2.25. The Committee note that during the Fifth Five Year Plan, against a provision of Rs. 54 crores (Central Sector) envisaged by the Ministry, the draft Fifth Plan has provided for an outlay of Rs. 32 crores only (Central Sector) on youth services which is about 2 per cent of the total outlay on education. Even this meagre provision, has not been finally approved and is

*At the time of verification of the Report the Ministry of Education & Social Welfare suggested the following corrections:—

“For 2 per cent read 5.6 per cent

For 6.1 per cent read 3.6 per cent and add words ‘on education’ after ‘plain outlay’ ”

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		<p>subject to revision. The budget provision for 1974-75 i.e., the first year of the Fifth Plan, is only about Rs 3 crores which is proportionately much less than 1/5th of Rs. 32 crores, envisaged for these services during the whole of the Fifth Plan period. This indicates that due importance has not been attached for youth services even now.</p> <p>The Committee would like to emphasise that it is high time that the magnitude and importance of the problem of youth welfare in the country, are realised in their true perspective and a high priority accorded for programmes of development of youth, who constitute the real asset to the country.</p>
18.	2.27.	<p>The Committee cannot over emphasise the imperative need for preparation of meaningful programmes for the development of youth in the country, particularly the non-student youth. They would, therefore, like Government to formulate such programmes in advance in consultation and coordination with the State Governments, Education authorities, representatives of youth organisations etc. It is also necessary that the procedure for implementation of these programmes is streamlined to facilitate their timely execution.</p>
19.	2.28.	<p>The Committee stress that the programmes of youth development are programmes for transformation for which the major input would be thought, human effort and leadership, in addition, to finance. They have no doubt that all these inputs would be provided in ample measure to make these programmes successful during the Fifth Plan period so as to have a real impact on moulding the youth of the country.</p>
20.	2.29.	<p>The Committee would further like Government to undertake an appraisal of the progress</p>

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made by the schemes which have already been taken up as that would help to identify the administrative, financial and other bottlenecks which had come in the way of their planning and implementation. The Committee hope that the youth programmes during the Fifth Five Year Plan would be coordinated and implemented according to a time-bound programme.

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3.9

The Committee note that Government had taken the initiative for appointing Education Commission, getting a comprehensive report from them as far back in 1966, following it up by a Committee of Members of Parliament who gave their report on the basis of which the National Policy on Education was outlined and adopted in 1968 by Parliament. The Committee are convinced that the parametres for education have already been well laid down by Government and the outline also spelt out. What causes concern to the Committee is the slow and halting progress in the implementation.

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3.10
and
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The Committee feel that Government should have brought out a comprehensive review indicating the progress made in implementation of the National Policy on Education in 1973, that is, after five years of the adoption of the policy resolution so that Parliament and the public were made aware of the concrete progress that has been made in pursuance of this policy. Government should have also brought up a motion in Parliament to give an opportunity to the Members to have discussion on this. This would have enabled the Members of Parliament and the public to express their views before the proposal for the Fifth Plan was finalised.

The Committee recommend that Government should give a detailed progress report either separately or in the annual administration report of

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the Ministry spelling out in detail the progress made in pursuance of the Education Policy Resolution and the provision made therefor in the Fifth Five Year Plan so that Members of Parliament and the public have an opportunity to know the precise progress made and express their views.

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The Committee note that in the strategy for reconstruction of education to be followed during the Fifth Five Year Plan, the thrust is in four main directions (i) insuring equality of educational opportunities (ii) establishing closer links between the pattern of education and the needs of development and employment market (iii) improvement in the quality of education imparted and (iv) involvement of the academic community, including students, in the tasks of social and economic development. The important features are introduction of work experience at all stages of education, development of informal education at all stages, large scale development of programmes of youth welfare, physical education and games and sports, revision of curricula, adoption of new methods of teaching, examination reform etc.

The Committee feel that where the subject concerns primarily the States like primary and high school education, there the Central Government may through its Research Institution and other organisations involve the State and the school authorities in evolving the approach, the scope of education, the coverage, the strategy for development of curricula, the content of work experience, etc. The Committee would in particular like to stress that in the case of specially backward States, the Central Government should take special interest to extend assistance so that the school education in such States goes up to the national level. As regards higher education

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where Central responsibility is involved, the Centre should take initiative and in addition to laying down guidelines, evolve proper machinery and earmark resources for implementation. The progress made in implementation should be concurrently monitored in order to identify areas of weaknesses for corrective action.

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The Committee need hardly point out that a responsibility lies also on the Central Government for making innovative approach in education so that the latest ideas which might have been generated and found practicable elsewhere in the world can also be drawn up to improve our educational institutions and the system to serve better the cause of development. The Central Government should also perform the role of co-ordination as between the Centre and the States and inter-State organisations so as to make for a similar development of adequate and acceptable standards all over the country. In particular the Central Government should take initiative in the matter of drawing up of meaningful curricula, drawing up of suitable text-books and in the matter of research so as to provide leadership in these important fields.

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The Committee note that the country today faces a gigantic educational problem which will become more and more complex and acute with the passage of time. A vast mass of children in the country are not receiving schooling despite all the educational progress of the past 27 years after Independence. The situation is even more depressing in rural and backward areas. Unemployment and under employment among the youth are large and steadily increasing. It is a well known fact that education contributes to increased productivity and the interests of the country therefore demand expansion of educational facilities. The programmes for radical reconstruction of education to suit the needs of the

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times have also to be carried out. The Committee, however, are concerned to note that Education has been given low priority in the Five Year Plans, as evidenced by the comparatively lower allocations of financial resources for Education. The percentage allocation on education to total Plan outlay has decreased from 7.0 in the First Plan to 5.2 in the Fourth Plan. The draft Fifth Plan shows that the percentage will be at a level of 4.6 per cent which may further be reduced as the present trend indicates.

The Committee consider that for meaningful accomplishments in the field of youth welfare and national development, education should be given a higher priority as the very structure of a welfare State, rests on the education provided to the youth. Education by itself is a form of economic development i.e., an investment in human resources. The Committee understand that in many countries particularly, Japan, there has been a parallel growth of educational expenditure and national income. According to Government's own analysis there is a high correlation between the growth of expenditure on education and the increase of income. The Committee, however, are concerned to note that the Fifth Plan provides for Education an outlay of Rs. 1726 crores only as against Rs. 3200 crores which was originally proposed. The Committee agree with the Central Advisory Board of Education that the disproportionately severe cuts now imposed on education will ultimately harm the long-term interests of the nation. The Committee would like to point out that it is high time that the magnitude and importance of the educational problem in the country, is realised in its correct perspective and more funds allotted for education.

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The Committee would also like Government to ensure by taking well thought out schemes that

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		optimum benefit accrues from the limited resources available.
27	3.28	The Committee endorse the recommendations of the Central Advisory Board of Education for effecting economies in non-Plan expenditure and pooling non-Plan and Plan funds, making a more effective use of teaching personnel, better use of available buildings, and equipment and mobilising community support to supplement Plan allocations. The Committee would also like Government to adopt austere standards for construction of school and college buildings, arrange for shifts system in schools and to effect qualitative improvements at all stages of education. The Committee consider that there is immense scope for originality, creativity and fresh thinking in the matter of planning and implementation of new strategies which will enable securing of maximum educational development on right lines despite financial constraints.
28	3.41 3.42	<p>The Committee are concerned to note that out of 118 million children in age group 6-14, the non-school going children numbered 39 millions i.e., more than one-third of the total children in this age group at the end of the Fourth Plan period. The Committee note that the Minimum Needs Programme proposed for the Fifth Plan aims at 97 per cent coverage for the age group 6-11 and 47 per cent for the age group 11-14.</p> <p>The Committee also note from the percentage enrolments to total population in the age groups 6-11 and 11-14 that out of 30 States/Union Territories the percentages for the age group 6-11 are below the all-India percentage of 84 per cent in the case of 15 States/Union Territories, the percentages being even lower than 60 per cent in the case of 6 States/Union Territories. For the age group 11-14 the percentage in 10 States/Union Territories are below the all-India percentage of</p>

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		<p>36 per cent, the percentages being even lower than 30 per cent in the case of 5 States/Union Territories. While there can be no two opinions regarding universalisation of elementary education in all the States/Union Territories, the Committee would like to lay special emphasis on the magnitude of the problem in those States/Union Territories where much leeway is to be made and the necessity for taking concrete and special measures to bring up those States at least to the all-India level.</p>
29	3.43 3.44	<p>The Committee are disturbed to note that even the first year's results for the Minimum Needs Programme have been much below the original targets and that the targets may not be reached as anticipated originally. The Committee have been informed that the establishment of a separate Bureau for Elementary Education has been proposed at the Central level, for central direction and supervision as per the National Programme of Minimum Needs but funds have not yet been allocated for the purpose. The proposed machinery will be set up when the position improves.</p> <p>The Committee are concerned at the delay in allocation of funds even for the nationally accepted Minimum Needs Programme. The Committee need hardly emphasise the need for strengthening the machinery at the Centre for central directions and supervision of the programme of universalisation of elementary education.</p>
30	3.45	<p>The Committee attach the greatest importance to imparting of education to children, particularly in the age group of 6-14 for they represent the future of the country. The Committee consider that after 25 years of the adoption of the Constitution, the minimum that can be done by way of achieving social objective is to see that no child in the age group of 6-14 is denied the facility of</p>

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		receiving basic education which would provide him with an intelligent basis for further development and contribution to the country. In this context, the Committee would like Government at all levels to pay special attention to the problem of 39 million children in the age group of 6-14 who represent 1/3rd of the total children's population in this age group, who are not at present getting any education in schools.
31	3.46	The Committee note that Government have envolved a multi-faceted programme of non-formal education, through television and radio programmes, through part-time peripatetic teachers who would specially look after education of nomadic children etc. The Committee would, in particular, like Government to pay special attention to villages which do not have a single school, so that these facilities can be established on priority basis.
32	3.47	The Committee would also like to be apprised of the result of the pilot project for non-formal education stated to have been carried out in a selected area of one of the hilly regions in U.P. and the details of the strategy evolved for effective implementation on an all-India scale.
33	3.48	The Committee feel that Government should face this challenge and convert it into an opportunity for bringing about radical improvement in the contents and scope of curricula of the new primary schools to be opened so that meaningful education is imparted to children, especially to those coming from the weaker sections of the society.
34	3.58 3.59 3.60	The Committee note that in pursuance of the recommendations of the Education Commission made as far back as in 1966, Government have thought of evolving of a broad pattern of

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education of 10+2+3. The Committee note that the size and nature of the problem of switch over from 11+3 pattern of education to 10+2+3 is of gigantic nature and the Ministry of Education have been trying to evolve a consensus to facilitate its implementation. The Committee understand that the system of 10+2+3 has been introduced so far in Andhra Pradesh, Karnataka and Kerala only and some progress in this behalf is being made in Maharashtra. Other States are stated to be examining the possibility of introduction of the scheme. The Committee understand that numerous difficulties are being experienced in the implementation of this new pattern.

The Committee have been given to understand that the Central Board of Secondary Education has decided to introduce the scheme from May, 1975, starting with Class IX in Delhi.

They also note that the curriculum as well as the text books therefor are being gone into by a Committee and that Government expect that a consensus on the subject would emerge towards the end of the year. The Committee feel that as this recommendation of change over to the new pattern has been there for the last 9 years, it should have been possible during all this time to work out in detail the curriculum, the text books therefor, the equipments and other supporting facilities required, try them out on pilot-basis in selective schools in most of the States, evaluate the results along with State Educational authorities and then extend it in a phased manner so as to win the confidence of the people and academicians.

35 3.61 The Committee would like to be informed of
 3.62 the precise progress made in involving the curriculum and text books therefor, as in the opinion of the Committee these constitute the essential

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prerequisite for implementing this programme in a purposeful manner.

While appreciating the challenging nature and size of the problem, the Committee cannot but stress the need for making a most careful, well prepared and well coordinated approach in this important matter.

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The Committee note that for introducing the new methods of problem oriented teaching, a massive programme of teacher training and re-orientation is required. The Committee have been informed that a very detailed programme of interacting with the States has been carried out for developing materials and teaching methods, and that summer schools at both the Centre and the States, are being held in a suitable manner for giving orientation to teachers in the new methods. The Committee also learn that a National Council of Teacher Education has been established in 1973 to report on improvement in Teacher education. It need hardly be stated that the success of the new pattern of education depends entirely upon the dedication and skill which the teachers bring to bear on educating their charges. The Committee realise that the magnitude of the task is great. At the same time, teacher orientation is vital if the new pattern is to achieve the desired results. It is a challenge to the organising capacities of the authorities and sense of dedication of the teachers and their eagerness to improve their professional skills. The Committee trust that concrete and concerted efforts would be made to effect the necessary reorientation in the teachers.

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The Committee feel that in opening new schools high priority should be given to areas, particularly in backward regions and States, which are not covered at present. The Commit-

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tee have no doubt that while introducing the new proposed pattern of 10+2 in schools, authorities would keep in view the special requirements of rural areas and reflect them suitably in the curriculum to underscore its relevance and enhance the capacity of students to make contribution to developmental efforts.

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The Committee feel that the most important issues in higher education are the one highlighted by the University Grants Commission in their Report of 1972-73

- (a) Much of higher education, particularly at the undergraduate level, both in academic and professional courses, is not relevant to the needs, abilities and aptitudes of the students and to the needs of India's economy.
- (b) The present system of higher education is generating much waste and stagnation, which is also explained by the system of teaching, learning and examinations prevailing in the country.
- (c) The growth rate of enrolment in University level courses has outstripped the growth rate in the national economy, and also led to dilution of standards in institutions.
- (d) The backward areas and communities and students hailing from them have not had any opportunities for higher education.
- (e) Need for improvement of quality of education in affiliated colleges which cater to 90 per cent of the students in the arts, science, commerce and law courses.

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(f) Need for improving the quality of post-graduate education and research both in universities and colleges.

The Committee feel that Government, the University Grants Commission and the Universities should pool their knowledge and experience in order to evolve meaningful and practical solution to these issues of vital importance.

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The Committee would like to point out that the students of Indian Universities have won high acclaim and place of honour in all parts of the world and this should hearten our educationists that our standards are second to none But what is required is improvement of general standard of students, so that a larger percentage make the grade of excellence and go out of the portals of the Universities imbued with zest for self-education and improvement throughout their lives. The Committee stress that this aspect should be borne in view while going into the question of effecting improvement in higher education.

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As is well known there are Universities in this country whose standards are accepted and recognised all over the country. It should not be difficult to analyse in detail their good features so that these could be incorporated with advantage in other Universities so as to improve their standard.

The Committee would, in particular, like to bring to notice the problem of standard of education in Colleges, particularly those in backward areas, so that concerted efforts are made to bring them upto the requisite standard.

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The Committee note that one of the important elements in the new pattern of higher edu-

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cation is the restructuring of courses of study so as to make them relevant to local and regional needs; and that special panels of the University Grants Commission are suggesting necessary modifications in the courses to make them effective. The Committee are, however, concerned to note that there is no time bound programme and that the restructural courses will be introduced only in a few places from the beginning of the next academic year. The Committee would like to emphasise the need for a time-bound programme for implementation of the restructured courses by all the Universities. The Committee would also like Government to ensure that details regarding the progress of implementation of the new pattern of education are given in the Annual Reports of the Ministry and the University Grants Commission.

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The Committee are glad to note that facilities have been given for acquiring education through correspondence courses, evening colleges and private study and that there have been a consequent check on the growth of enrolment at university level which led to dilution of standards.

The Committee attach great importance to the facilities of higher education being made available to young persons coming from weaker sections of society who because of economic constraints have to take up employment at a young age, but have the capacity and the capability and the desire for higher education. The Committee feel that the most pragmatic and practical approach would be to afford facilities and opportunities to these young students to appear in the University examinations either as private or correspondence course students.

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43	3.88 3.89	<p>The Committee are constrained to point out that while a beginning in the Correspondence courses was made as early as 1962-63, this facility has so far been provided by not more than 12 Universities and that they between themselves have been able to cover 50,000 to 60,000 students a year only.</p> <p>The Committee would like the University Grants Commission and the Government to specially analyse the reasons for this slow progress and see that the leading Universities in all parts of the country provide the facility of Correspondence course and that the range of courses covered by them is expanded so as to cover subjects in demand, particularly those which would improve the professional skills and prospects for advancement.</p>
44	3.90	<p>The Committee stress that the arrangements for checking up answers and providing guidance to students should be continuously improved, so that the students who avail of Correspondence courses do not suffer qualitatively as compared to regular students.</p>
45	3.91	<p>The Committee also note that Government have under consideration establishment of a National "Open University". The Committee consider that education is a continuing process for all men at all ages and would therefore welcome opportunities being given to all to improve their intellectual attainments and cultivate fresh skills through the proposed University.</p>
46	3.97	<p>The Committee note that the overall teacher student ratio in colleges has increased from 1:17.2 in 1952-53 to 1:20.6 in 1972-73 and that in particular disciplines, it is very high. For example it is 1:46 in Commerce, 1:40 in Law, 1:23 in Arts, etc. The Committee have been informed</p>

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that subject to availability of funds, it has been the constant endeavour of Government at all levels, to improve the teacher-student ratio. The Committee would like to underline the importance of having adequate number of qualified teachers to cope with the ever increasing enrolments in the colleges and the work with dedication and a high sense of professional responsibility in developing the intellectual attainment of the student. The importance of personal human contact between the teacher and the student for imparting a meaningful education to the student needs no emphasis. This will also minimise the incidences of student unrest. The Committee, therefore, recommend that Government should take steps to improve the teacher-student ratio in the interests of the integrated development of the students' personality and skills as also to enable better rapport between the teacher and the student.

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The Committee would also like an analysis of the teacher-student ratio to be done subject-wise and University-wise so that concerted action could be taken to improve the position on priority basis, where called for.

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The Committee feel that apart from the mere stress on numbers, what is of crucial importance is the quality of teachers. While we have numerous schemes for training of teachers in schools, there does not appear to be a well thought out scheme for teachers working in higher educational institutions. The Committee would like Government/University Grants Commission to give this matter their serious attention and evolve a concrete scheme which would ensure that the quality of teaching in Colleges and Universities goes on continuously improving in the interest of making the contents of education

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		relevant, stimulating and abreast of latest developments. Teachers should spare no efforts to encourage the students so that their full potential and personality are developed for better service to the community.
49	3.100	Another idea which the Committee would like to commend is entrusting these teachers with co-curricular responsibilities which would bring them closer to the students and help the development of a better rapport
50	3.101	The Committee feel that it is of utmost importance to attract and retain persons with high academic qualifications and aptitude to work in institutions of higher education. While Government have been taking continuous interest in the matter of revision of scales of pay of teaching staff, the Committee feel that it is time to recognise the importance of providing adequate avenues of promotion to brilliant men of outstanding ability who show their mettle and worth to rise to positions of higher responsibility at a comparatively young age, so that their services are retained and their enthusiasm harnessed to improve academic standards. The Rules of selection/promotion should not be unduly weighted in favour of seniority but merit should find fuller recognition.
51	3.116	The Committee note that although the money allotted for Research and Development is rising in our country for the last 10—15 years, the educational institutions continue to get a low share out of this allocation and that the Central Advisory Board of Education have urged that more allocation should be made to universities for research work. The Committee need hardly emphasise the importance of research work done by teachers and scholars in the universities. They urge that allocation of more funds should

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be made to the educational institutions for the purpose.

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3.117

The Committee note that the University Grants Commission are taking steps for co-ordination and development of facilities for research, by providing for specialised facilities in selected institutions within a State, to enable three or four universities in a State to offer a wider spectrum of facilities for advanced study and research. The advantage of pooling of such facilities and avoiding duplication and waste due to fragmentation of facilities for research and post-graduate studies cannot be over-emphasised. The Committee hope that the proposed co-ordination would be effected expeditiously.

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3.118

The Committee note that there has been persistent demand from universities that they should be given a greater share of research assignments. The Committee feel that with the development of centres of higher education in many universities, they are second to none in the matter of availability of talent and facilities to undertake research as is being done in other parts of the world. The Committee feel that in allotting projects of research to institutions, the claims of universities should receive fuller and detailed consideration so that they do not feel left out. The Committee also feel that the universities can help the process of rational allocation of assignment by better co-ordination amongst themselves in order to identify areas, type and the nature of the assignments which can be appropriately handled in various departments of the Universities. If this information is made available in a co-ordinated and purposive manner to the Ministries of Defence and Science, the Committee have no doubt that they would take this into account while allotting projects.

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54	3.119	<p>The Committee would also like to suggest that for undertaking research in new fields and directions Government should also consider involving the universities in these projects so that the existing resources and the talent of young and promising scientists and technicians can best be utilised to the advantage of the country.</p>
55	3.120	<p>The Committee have been greatly concerned to note that the University Grants Commission in their report for 1972-73 had expressed in categorical terms the acute difficulties which are being experienced by the Research Institutions and Departments under the Universities, colleges etc., in obtaining equipment, particularly imported equipment. The Committee find that the allocations of foreign exchange to cover the import of new equipment including spares etc., for research institutions under the Universities were only of the order of Rs. 1 to 1.70 crores. While the representatives of the University Grants Commission and the Ministry of Education pointed out the inadequacy of the allocation, the Ministry of Finance have brought to the notice of the Committee that even this amount was not fully utilised. The Committee are given to understand that there are several procedural difficulties being experienced in this regard. The Committee would like the Ministry of Education/Ministry of Finance/University Grants Commission to thoroughly go into the matter to evolve a workable procedure and allocate adequate foreign exchange so that the research efforts in any department of the universities/colleges etc. do not feel in hampered on this account.</p>
56	3.121	<p>There is also the imperative need for ensuring that the existing equipment is maintained in</p>

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perfect working condition. The Committee are concerned to note that the maintenance of equipment leaves much to be desired. They stress that the Universities should take the help of the laboratories under the Council of Scientific and Industrial Research and other well-known institutions so as to have proper and firm arrangements for servicing and maintenance of equipment.

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3.130

The Committee are glad to note that the Government have revised upwards the rates of scholarships under National Scholarships Scheme since July 1974. The Committee feel that scholarships are the most important means to provide opportunities to the meritorious but poor students to pursue their studies. According to the Government's own analysis, the scholarships and fellowships available for encouraging meritorious students and for promoting research are too few to meet the requirements of universities and colleges. The Committee would, therefore, like the Government to give priority to this project and increase the number of scholarships appreciably.

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3.131

The Committee find that the scholarship schemes carry only 15,000 awards for post-matric studies on merit-cum-means basis. They recommend that with a view to provide more opportunities to promising children, particularly those coming from working class families in urban areas, landless labour in rural areas, weaker sections of society, Scheduled Castes and Scheduled Tribes and others, the number may be increased progressively. The Committee also suggest that with a view to give a direction to post-matric education, weightage may be given in subjects which are of greater developmental importance.

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59	3.132	The Committee are happy that Government have taken the initiative of awarding scholarships at secondary stage for talented children from rural areas and that 10,000 scholarships at the rate of 2 for each Community Development Block are being given. The Committee would like an evaluation of this scheme to be made at an early date and the number of scholarships to be increased so as to give full scope for development of talents from the rural areas where more than 80 per cent of our population reside.
60	3.133	The Committee also attach great importance to the generation of interest in post-matric studies in Hindi by students drawn from non-Hindi speaking States in the interest of national integration. They note that at present only 1850 awards are being given annually. The Committee would like an evaluation of the present scheme to be made in full consultation with educational authorities of non-Hindi speaking States so as to improve the scheme and make it attractive to get promising scholars in this area of vital national importance.
61	3.134 & 3.135	The Committee understand that there have been cases of delay in the disbursement of scholarships particularly the scholarships meant for Scheduled Castes and Scheduled Tribes candidates and that such delay in the disbursement of scholarships sometimes results in the discontinuance of the studies by the recipients for want of financial assistance in time. The Committee feel that the Central Government should study this problem in depth and devise ways and means to ensure that such scholarships are disbursed by the State Governments in time or in the alternative set up their own machinery for disbursement of scholarships because the whole object of the scheme is defeated if the

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		money which is allocated for this purpose does not reach to the beneficiary in time.
62	3.144	The Committee note that it has been generally agreed that wastage and stagnation constitute an unfortunate feature of our educational system at all levels. The single largest factor responsible for this wastage and stagnation is the large number of "failures" and drop-outs. According to the analysis of the Government, the percentage of failures in the high school examination is above 50 per cent and at the first degree level also it is about 50 per cent. At other levels also, the position is no better. The average drop-out rate of students at the middle school stage in India is about 25 per cent. The Committee have been informed that the reasons are academic, economic and social. The Committee need hardly emphasise the necessity of taking concrete and realistic steps to reduce this tremendous drain of youth potential and national investment by improving the quality of education, extensive introduction of non-formal education, and also introduction of examination reforms at a very early date.
63	3.145	The Committee feel concerned to note that the percentage of failure at the middle stage in certain States such as Arunachal Pradesh, Orissa, Bihar, Andhra Pradesh, etc. is very high. The Committee feel that this should receive serious consideration of Central Advisory Board at the Centre and they should assist the State and the Educational Authorities to bring about an improvement in this behalf.
64	3.146	The Committee feel that the high percentage of drop-outs from the mainstream of education is a matter of very serious concern to society. The Committee would like Government to analyse in detail the reasons therefor and take remedial measures at all levels to bring down this

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percentage. Elsewhere in the Report, the Committee have suggested multi-level entry system in education. The effort should be that if after some lapse of time a 'drop-out' wants to rejoin an educational institution, he may not be denied this facility.

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3.154

The Committee note that 60 per cent of the High Schools in the country are in rural areas and that the educational facilities proposed to be created during the Fifth Plan will primarily benefit the backward communities and weaker sections of the population. The Committee would like Government to prepare a strategy for augmenting educational facilities in the rural areas and ensure its timely implementation. The Committee recommend that education for youth in rural areas should have a rural bias and should aim at teaching vocational skills to help them make appropriate adjustments in their vocations and enable them to benefit from new opportunities for employment|self employment.

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The Committee note that emphasis has been laid for creation of special facilities for higher education to be provided for backward areas and for making special efforts to remove regional imbalances. The Committee also note that the University Grants Commission have been relaxing the eligibility conditions for creation of colleges in backward regions. The Committee hope that greater emphasis would be laid on opening of new colleges in backward areas so as to provide for the development of the youth of those areas who have remained neglected so long. The Committee urge that there should be a deemphasis on opening of more colleges in metropolitan areas so that the available resources are utilised for a more balanced development of rural and semi-urban areas.

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The Committee note that there are as many as 1853 colleges which are non-viable. The Committee recommend that the problems of those colleges, particularly those which are located in backward areas should receive special attention and studied in depth. Concrete measures should be taken to improve the standard of teaching and range of courses to attract more students, and to make the colleges not only viable but worthy to be re-reckoned as reputed institutions of acceptable standard, so that the students passing through them suffer no handicap.

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The Committee note that a number of Committees of Commissions which have gone into the system of examinations at various educational levels, have found the present system defective and have emphasised the need for examination reform. In the report of the Education Commission (1964—66) it has been stated "The crippling effect of external examination on the quality of work in the higher education is so great that examination reform has become crucial to all progress and has to go hand in hand with the improvements in teaching". The Govt. of India Resolution on National Policy on Education (1968) has also stated that "the major goal of examination reforms should be to improve the reliability and validity of the examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time". The Committee regret to note that in spite of the need for examination reform having been emphasised since 1952, no concrete steps have been taken to reform the system in the country. The Committee feel that if the system of examination had been reformed, one of the major causes of student unrest would have been largely removed.

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68	4.18 4.19 4.20	<p>The Committee note that in May, 1973, the University Grants Commission circulated a plan of Action for examination reform. The Plan of action places emphasis on a system of internal assessment of performance of students as an integral part of the teaching process, based on the principle that those who teach should also examine. The Plan of Action also recommends semester system for assessment of performance over well distributed intervals of time. This plan has also suggested the constitution of a Question Bank every year, consisting of a large number of questions, covering the whole course which will be made available to the students and from which questions will be set for the examination. This purports to remedy mass copying and other ills. Further the scheme provides that students will be awarded grades and not marks at the examinations and assessments.</p>

The Committee have been informed that 12 universities have been selected for implementing the "Plan of Action" for examination reform and that the implementation is at different stages in these Universities. In addition, a number of other Universities are stated to be in the process of implementing the recommended reform measures, and that the Agricultural Universities have already adopted the semester or trimester system of examination.

The Committee also note that at the school stage, from class 1 to 5, the idea that there should be no failures has been recommended, to State Governments. In the subsequent stages viz. Classes 6 to 10, Government have in mind the introduction of internal assessment system. The Committee also note that in the new pattern of education for Secondary School course for class IX to X which is to be introduced from 1st May, 1975, continuous evaluation of the stu-

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dent's progress by the teachers themselves has been provided in certain areas, and that the results will be declared in terms of grades instead of marks. The Committee would like Government to evolve a system of giving home assignments to the School Students of all classes, which alongwith class work, should be checked regularly by the teachers. It should also be ensured that parents are kept informed periodically about the progress of their wards.

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There is an impression that the present system of examination does not promote the real objectives of education. It does not serve the essential purpose of testing the creative thinking and comprehension of the subject matter by the student.

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The main object of the students under the present system of examination is to pass the examination somehow, obtain a good division so as to be able to secure employment, without caring to imbibe the real content of education. This system has resulted in the evil of last minute preparations and cramming by the students, mass copying, threat to examiners etc. All this underlines the need for bringing about a meaningful reform of the examination system. Since education is a continuous process, the testing of a student should also be continuous, based on a qualitative analysis of his performance throughout the year. It is also necessary that the student is kept active throughout, by introducing the system of periodical tests, tutorial exercises etc., which would make it necessary for the students to study regularly.

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The Committee desire that the tutorial system should be implemented in letter and spirit and genuine academic difficulties of the students should be resolved without delay. Banks of text books and other relevant book should be

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set up to enable students to borrow costly books and Centres for study for non-resident students should be set up in the colleges and universities.

The Committee consider that more emphasis should be laid on consolidation rather than expansion of the education system and evaluation of the performance of students should be built on sound lines.

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The system of evaluation of the performance of the students should be such as would deemphasise more cramming faculties and induce the student to pursue his education with interest, understanding and comprehension.

The Committee welcome the steps taken to introduce the system of internal assessment, semester examination and question banks to replace the present system of examination.

The Committee would however like Government to ensure that the internal assessment system is so designed as to win the confidence of the students and the willing cooperation of the teachers. Adequate safeguards should however be provided to ensure that the system is fair and unbiassed and untainted by favouritism, nepotism etc.

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4.27

Under this system, the teacher plays a vital role in shaping the student, developing his character and watching his day to day progress with care and paternal interest. This system requires dedication of a high order on the part of the teachers who have to keep alert and abreast in their fields. Since the success of this system depends on the teachers, the Committee would like Government to take prompt steps for re-orientation and training of the teachers.

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4.28

The Committee are concerned to note that no time limit has been set for the implementation

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of the recommendations on Examination Reform. The Committee need hardly emphasise the desirability of laying down a realistic time frame in this regard. They recommend that Government should keep a close watch on the working of the reformed system and review in depth the position from time to time so that timely remedial action is taken in the interest of fulfilling the underlying objective. The Committee also consider it desirable that in view of the importance of Examination Reform, the progress made from time to time should be specifically indicated in the Annual Reports of the Universities, Ministry of Education etc.

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5.17

The Committee feel that the idea of work experience at all levels of school education is both necessary and desirable in Indian conditions. The emphasis on work experience should be such as would make the student a more useful member of the family and the community after completion of his education. In a country like ours where 80 per cent of the people live in the rural areas, it is but appropriate that there should be pronounced emphasis on work experience which should include working in agricultural farms or in subsidiary occupations such as animal husbandry, dairy farming, poultry and subsidiary vocations like food processing, and other agro-based industries. The Committee would like Government to make concerted efforts so that the vision of Mahatma Gandhi who first conceived the relevance of providing work experience to school children is at least realised in the Fifth Plan period.

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The Committee would urge that close coordination should be maintained in this behalf with the State authorities who are responsible for school education and suitable assistance be given to them in the implementation of this scheme.

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The Committee need hardly emphasise that there should be continuous effort to improve the quality of work experience to sustain the enthusiasm of the students as also to see that the underlying objective is fulfilled in actual practice.

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5.19

As regards the scheme for providing vocational courses, the Committee note that Government are laying emphasis on non-engineering vocations as they consider that adequate facilities have already been set up for technical training. The Committee feel that the most important factor for the success of vocational training would be the selection of suitable courses which would improve employment opportunities for the successful students. The Committee note that Government are proposing to introduce these courses in three selected schools in each district with the help of a survey to be conducted by a separate District Vocational Education officer in the States to be appointed in this behalf. The Committee however note that the scheme for affording financial assistance to the State authorities for appointment of these officers is yet to be cleared by the Ministry of Finance. The Committee would like the matter to be expedited.

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It is important that the survey for vocational opportunities is carried out most carefully according to well laid down guidelines. The Committee suggest that the scheme should be tried out on pilot basis before it is extended to all the districts. The Committee also stress the need for working out details of the curricula, the text books and other facilities required for introducing this scheme as also the institutions, the number of students to be taken etc. so as to achieve the best results.

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The Committee note that Government are making a provision for transfer of credits from

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vocational courses to university preparatory courses and *vice versa*.

The Committee consider that such a flexibility of approach is most essential in the formative years so that the students join this scheme with confidence.

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The Committee stress that in the formative years close watch should be kept by the authorities both at the Centre and at the State level so that the scheme of vocational training is implemented on the right lines and achieves the objective of imparting skills to post-matric students to improve their employment potential.

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The Committee note that it has been considered worth while to introduce work experience especially for the science students, in the context of the present day needs and the educational structure in the colleges. It has also been considered feasible to develop programmes of setting up production units within the colleges, linking small scale industries in the locality with educational institutions and by establishing suitable programmes with the other industries in the area. The Committee agree that such programmes will provide the students invaluable work experience, besides giving an impetus to the economic development of the surrounding regions.

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The Committee are glad to note that certain institutions such as the I.I.T. Department of Chemical Technology, and Engineering College at Bhopal have taken up projects from industry and the community for solving. The Committee feel that the experience of these institutions should be studied and lessons drawn therefrom should be translated for meaningful application on a wide scale to ensure that the Uni-

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		<p>versities and colleges function as 'growth centres' in their respective regions, involving themselves in planning and developmental activities of the region. This will ensure that the institutions of higher learning do not function in isolation from the community but are enabled to identify themselves with the needs of the community and contribute their share in the country's development as part of a regular programme. Besides the rich educative experience and sense of fulfilment which the students and teachers will gain thereby would be invaluable.</p>
82	5.36	<p>The Committee also suggest that suitable weightage should be given in regard to the participation of the student in the extension activities of the Universities, while awarding the final Degree.</p>
83	5.37	<p>The Committee note that the University Grants Commission has constituted an Expert Committee to examine the question of linking education, work experience and productivity etc. and that the report is expected to be available within six months time. The Committee would like early finalisation of the report so that the programmes of work experience can be introduced as early as possible in the colleges throughout the country in order that the students may develop valuable insights into the productive process and the use of science therein and cultivate the habits of hard and responsible work and gain self confidence.</p>
84	5.38	<p>The Committee recommend that while planning the courses for work experience relating to science and industry suitable linkages should be established with the CSIR, National Laboratories, Institutes of Technology etc. to enable the students to avail of the facilities afforded by them for a more purposeful acquisition of know-</p>

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ledge and skills and their practical utilisation. Similarly in subjects pertaining to humanities, linkages should be established with organisations in trade and industry, to provide opportunities to students for meaningful involvement in the practical aspects of business and industry.

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The Committee note that in order to accelerate the pace of development in educationally backward regions for under privileged sections of society in predominantly rural areas, the University Grants Commission is at present with the help of an Expert Committee working out details of courses of study at the first degree level suited to rural environment. The Committee hope that the courses of study will be finalised at an early date.

The Committee recommend that priority should be given for working out the courses of study suited to rural environment and for their early introduction.

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5.49

The Committee consider that an important need of the country is to enable the students to equip themselves with technical skills in addition to acquiring a sound general education. This will provide them a better chance for gainful employment or self-employment, than what a purely general education can do. The Committee feel that job-oriented education on the pattern of the optional courses provided by the Delhi University and Madras University is worthy of adoption by other Universities so that a considerable number of youth will acquire the necessary skills and get employed in productive occupations, instead of chasing white collared jobs of which there are not many.

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The Committee would also suggest in this connection that Government may examine the feasibility of introducing short-term courses in

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		<p>hotelliering automobile engineering, radio engineering, architecture, computer programming, secretarial practice, library science, management sciences, repairs of agricultural implements etc., as part of the Degree Courses to enable youth to find gainful employment after completing the course.</p>
88	5.51 5.52	<p>As pointed out earlier, the Committee stress that linkages should be established with leading organisations in industry, commerce etc., for providing facilities for practical training and for ascertaining the available job opportunities.</p> <p>The Committee also recommend that priority should be given for opening such courses in areas of acute unemployment.</p>
89	5.66 5.67 5.68	<p>The Committee are concerned to note that no serious effort has been made even to establish an indirect link by relating the output of the educational system closely with manpower needs or job opportunities in spite of the existence of two organisations connected with manpower planning, namely, the Employment and Manpower Planning Division and the Institute of Applied Manpower Research. It is imperative that the admissions to education courses, especially courses in technical education, should be related to the long term projections of the employment opportunities or manpower needs. The Committee regret to note that till now no appropriate assessment of manpower needs is available and largely the market mechanism seems to be operating and determining the demand for seats in institutions of higher learning.</p> <p>The Committee do not agree that the economic level of the country has not suffered so far on account of the inadequacy of trained manpower. The Committee feel that one of the reasons for the slow rate of economic development</p>

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is the failure to identify in advance the manpower requirements of those sectors of activity which be easily developed with the help of trained and skilled manpower.

The Committee note that Government propose to undertake as soon as the Fifth Five Year Plan is finalised and a clear picture of the perspective of the Sixth Plan is available, an estimate of the manpower requirements for technical personnel. Since the education and training of technical and professional personnel take considerably long time, the Committee would like the Government to take early decision in the matter as it is of crucial importance to take up manpower planning well in advance of the formulation of detailed plans and programmes of economic development. The Committee are of the view that the organisation charged with manpower planning should have the expertise to formulate manpower policy in keeping with the goals of economic development.

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The Committee are greatly concerned that Government have not been able to identify in detail the manpower belonging to different disciplines and levels of skills which is required for successful implementation of the plan programmes while some effort has been made in the case of identifying requirements of engineers, doctors, scientists etc., no such detailed analysis is available in respect of supporting manpower with intermediate and lower skills. Similarly detailed analysis of manpower for business management, accountancy, legal work and in general subjects covered by humanities has not been carried out. The Committee consider that with two high-powered institutions like the Institute of Applied Manpower Research and the Employment and Manpower Planning Division in the Planning Commission and the Planning Departments in

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the States, with cells in the districts, it should not be an insuperable job to work out the detailed requirements of manpower of different disciplines. This has become all the more necessary with the proposed introduction of 10+2+3 system of education which has the avowed objective of diverting 50 per cent post-matric students to vocational institutions. The Committee need hardly point out that unless the manpower requirements are determined in sufficient detail, the planning of vocational courses cannot be done on realistic lines. The Committee would like the Planning Commission and Government to realise the urgency of the problem and have these requirements worked out in sufficient detail within the next one or two years so that reliable data are available for deciding the pattern of vocational training as well as courses of education in the universities.

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The Committee would also like to stress the need for the formulation of a sound educational plan for the next fifteen years, which may remove the maladjustment between the educational system and socio-economic needs. Such a formulation should be supported by periodic appraisals so as to ensure adequate and timely remedial action.

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The Committee note that with a view to planning the courses of instruction in vocational education at the Higher Secondary stage, a survey is proposed to be carried out regarding the job opportunities for particular vocations in districts by the District Vocational Education Officer to be appointed for the purpose in every State. The survey is proposed to be carried out with the assistance of the Institute of Applied Manpower Research, D.G.E.T. and the State Labour Departments. The Committee need hardly emphasise the importance of mak-

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ing a correct survey, taking into account the short term and long term needs so that the students who take up vocational education in particular fields can confidently expect to be absorbed by the economy in gainful occupations.

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The Committee note that the Fourth Plan fell short of generating adequate employment opportunities. The Fourth Plan laid stress on increasing employment opportunities and on adoption of labour intensive techniques to the maximum extent possible but the extent of unemployment among educated and technically qualified persons in the country also, is a matter of great concern. One of the reasons for unemployment is the craze for white collar jobs. Further, the entrepreneurs have been shying away from less developed areas, with the result that there are few employment opportunities in these areas. The Committee hope that the introduction of work experience in schools and colleges, vocational courses in the Higher Secondary stage and job-oriented courses in the Universities would help the youth find gainful employment. The Committee consider that there is a vast scope for identifying a large number of small jobs and for preparing the youth at the local level, through the vocational courses of education that have been programmed. But that would depend upon the pace at which the new strategy of education is implemented.

The Committee would draw attention in this connection to their observations in the Section dealing with work experience and vocational education regarding the need for providing suitable courses enabling the students to develop the values, attitudes and skills for securing gainful employment/self-employment opportunities.

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94	5.80	As regards entrepreneurs shying away from less developed areas, the Committee have in para 2.22 of their Sixty-ninth Report on the 'Development of Backward Areas' recommended accelerated development of infrastructural facilities to be taken up in the backward areas in the country. The Committee feel that the suggestions in the Sixty-ninth Report should be implemented as early as possible so that entrepreneurs will be encouraged to start industries and generate employment opportunities in those areas.
95	5.81 5.82	The Committee note the emphasis is laid in the Fifth Plan for generation of more self-employment opportunities to the extent possible. The Committee note that the range of efforts required for creating opportunities for self-employment, covers infrastructural development, establishment of ancillaries, promotion of agro-based industries in the rural areas, organising of industrial co-operatives etc. The Committee would like Government to spell out a concrete programme of action for involving the youth in gainful self-employment by providing them the necessary facilities like financial and technical assistance.
		The Committee would like Government to carry out evaluation of 'Half-a-Million' jobs programme, carried out during the Fourth Plan so that the lessons thrown up as a result of such evaluation may be used for devising suitable schemes which could make a real impact on generating self-employment opportunities.
96	5.89	The Committee note that the Committee on Unemployment (1973) had recommended that larger employment opportunities could be generated by adopting technologies, suitable for our labour-abundant economy and that modern type of technology should not be imported without reference to Indian conditions and that the use

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		of highly sophisticated or automated machinery should be discouraged. The Committee understand that this recommendation, which has already been endorsed by the Planning Commission, is still under consideration of the Government. The Committee would, therefore, like the Government to take a final decision in this matter expeditiously, as it will go a long way to activate the economy of the country and provide more employment opportunities.
97	5.90	The Committee would also like the Government to undertake a detailed study of the various industrial projects to evolve an appropriate technology mix so as to achieve the maximum substitution of capital by labour.
98	5.91 5.92	The Committee would like to point out that there are a large number of traditional industries which not only provide employment to the local people but have also earned a name for their products, not only in the domestic market but even in the international market. It is, however, a matter of concern that the traditional industries are not making headway in the face of competition by organised big industry, It need hardly be emphasised that the traditional sector is vital for generating employment opportunities. The Committee note that the traditional industries can be helped to hold their own provided marketing facilities were organised and the skills of the trade upgraded by suitable training.
		The Committee consider that Government should pay special attention to the need for providing training and financial support to craftsmen as they can play a very useful role in the development of rural and semi-urban areas. In fact in drawing up plans for development of districts, it should be ensured that the provision

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of requisite facilities for training, finance for the craftsmen are not overlooked.

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6.31

Student unrest is not an ailment in itself but is only a symptom of several shortcomings prevailing in the larger body politic which is influenced by the existing social, economic, educational and political system. The Committee note that the causes of student unrest have been examined by several authorities and committees over the years and that their recommendations have been communicated to the State Governments/Universities for consideration and implementation and that it is primarily for the State Governments and Universities to devise and implement effective programmes to minimise student unrest. The Committee note that the Central Advisory Board of Education has also set up committee to study the question of Student Unrest and suggest ways and means to enable the students to take full advantage of the educational opportunities and equip themselves to play their proper role in building the new nation.

The Committee consider that the fundamental problem with regard to student unrest is to prevent a feeling of alienation among the students and promote integrated socialization of the student community so that the student does not remain a social outsider. The Committee, therefore, recommend that early action should be taken by all Universities to provide effective participation of students in various activities of University the scope of which could be expanded in the light of experience.

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The Committee consider that the problem of student unrest should be viewed in correct perspective. As against a few cases of unrest in certain institutions/universities, there are a large number of such institutions/universities where education is proceeding without interruption.

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101	6.33	<p>It has been generally recognised that some of the contributory factors for student unrest are the deterioration in academic standards, lack of relevance of the present system of education to the needs of society, the present examination system, lack of sound teaching and good teacher student relations. Government have stated that steps for improving academic standards, re-orientation of education system and restructuring of courses constitute a part of the University Grants Commission's programmes in the Fifth Plan. The Committee have dealt with these aspects in the earlier Chapters of the Report. The Committee need hardly emphasise the crucial importance of these measures being implemented early.</p>
102	6.34	<p>The Committee consider that concerted efforts should be made to involve the students in serious pursuit of studies and intellectual attainment throughout their college career. They should also be helped to develop their personalities and skills. A systematic study of the factors that make a student dissipate his time and energy should be undertaken and remedial action taken to ensure that the student is able to attain his full stature as a responsible member of society.</p>
103	6.35	<p>The Committee cannot over emphasise the imperative need to create proper climate in academic institutions by providing and improving student amenities, such as student homes, non-resident student centres, day-study centres, book-banks, health centres and facilities in hostels to the maximum extent possible. Concerted measures should also be taken to secure effective and meaningful participation of students in the management of hostels, study centres etc.</p>
104	6.36	<p>The Committee recommend that co-curricular activities within the college campus should be expanded and diversified to provide an outlet for the exuberant energies of the youth. The scope</p>

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		<p>for activities such as dramatics, musical evenings, interclass debates or elocution competitions on a more frequent basis, student-teachers get-together in cultural programmes, indoor-sports and games, Youth festivals, art competitions, mock parliaments etc. should be increased to draw out the aesthetic and emotional potential of the student and allow it to have full play. Students should be encouraged to participate extensively in sports activities and also to develop interest in activities such as hiking, mountaineering, swimming, rowing, gardening etc. etc. The Committee consider that the provision and improvement of such facilities at colleges will go a long way not only in improving the health, morale, creativity, and team-spirit etc. of the student but also act as a safeguard against disruptive tendencies.</p>
105	6.37	<p>The Committee consider that if the authorities are serious about Youth welfare, they have to open meaningful channels of communication with the Youth and understand their feelings, apprehensions and aspirations sympathetically. Students represent the future of the country and no efforts should be spared to understand and settle their genuine problems and grievances.</p>
106	6.38	<p>The Committee note that the recommendations made in the Report of the Committee on Governance of Universities and Colleges (Gajendragadkar Committee, 1971), in regard to student participation in university affairs, have generally been accepted by the University Grants Commission and the Universities have already been informed accordingly. In so far as Central Universities are concerned, steps have been taken by the Universities for such participation. Some of the State Governments have already taken this into consideration while amending their legislative proposals. It is expected that such participation will give the student community a feeling of identification and commitment to their college or university and the academic life it offers them</p>

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		<p>and would help to bring out their most constructive impulses in the task of management of their academic lives. The authorities would do well to keep a close watch on the working of this scheme wherever it is being tried so as to effect necessary improvements on the basis of its actual working.</p>
107	6.39	<p>The Committee consider that a true and lasting solution of the problem of student unrest will be to establish human contact between the student community and the teachers and to give them meaningful opportunities to express themselves regarding academic and other problems. The relationship should be such that both share the joy of the pursuit of learning. The emphasis should be on a spirit of comradeship between the teachers and students, based on mutual affection and esteem. The Committee need hardly emphasise that the teachers should keep themselves abreast of the current developments in knowledge in their special field of teaching so as to enable the students to reach peaks of excellence in different disciplines.</p>
108.	6.40	<p>The Committee consider that much of the pollution of atmosphere in some colleges and universities can be traced to the activities of wrong elements among the teachers and the students and the influence of political parties, who try to exploit the situation for selfish ends. It is therefore desirable that political parties consider the feasibility of evolving a code of conduct among themselves to avoid strident interference in the academic affairs of educational institutions.</p>
109	6.41.	<p>The Committee understand that the Students Union in many cases have taken the form of a trade union adopting a militant approach whereas their functions are to provide a forum for intelligent and constructive discussions in the interest of student's welfare. It has been suggested to</p>

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the Committee that the system of election of office bearers to the Union should be so devised as to exclude professional students with a record of repeated failures, from competing for election as office bearers.

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6.42.

The Committee are informed that it is not an uncommon phenomenon that some teachers who are actively associated with political parties foment trouble during student unrest. The Committee understand that Government teachers are forbidden to become members of any political party. The Committee stress the desirability of introducing a convention that teachers in non-Government institutions of learning should not also have very active connection with political parties.

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6.43.

The Committee agree that student unrest is not an isolated problem. It is a social, sociological, emotional and political problem. The Committee consider that the essential aspect of the problem is to understand the student, his needs, fears and aspirations and to take the utmost pains to relieve his mind of the anxieties which trigger off a conflict. Another aspect is for the adults themselves in any position of authority to undertake a self analysis to find out the extent of erosion of moral and spiritual values in their own lives and the resultant dissatisfaction, frustration and bewilderment in the sensitive minds of the young people who look to them for guidance. The students oscillate between their inherent idealistic urges and the unsavoury realities of the society to which they have to reconcile themselves. It is therefore essential that leaders of society set a high example of devotion to duty and adherence to certain fundamental values and principles, honesty, sincerity and fair mindedness. It is to be understood that even the failure to apprehend the problem of students in time and take suitable remedial measures before

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trouble escalates into violence is a dereliction of responsibilities and should be suitably dealt with. Authority should learn to listen to the urges of youth and devise effective remedies. The Youth who agitate should also reflect about their obligations to society and eschew violence in any form and take recourse to democratic processes of discussion to arrive at practical mutual solutions.

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6.44

The Committee consider that the overriding consideration in a college campus should be the pursuit of knowledge and the cultivation of the graces of life. The keynote of any activity should be a conscious adherence to discipline and a self imposed restraint with the dominating consideration of expanding the dimensions of the mind and responding to the forces of understanding, reason and humanity, so as to perfect the man and the method. It need hardly be stated that in such a case at the moment of trial all the rich qualities which form the heritage of society and the acquired skills are brought into play in an almost intuitive manner. In the eloquent words of the Education Commission, 'the destiny of India is being shaped in her class rooms'. The Committee consider that to this end all activities should be directed.

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6.45.

The Committee feel that one of the reasons for student unrest is the comparatively cloistered existence of the universities. The Committee consider that the universities should no longer function as reserved enclaves of knowledge but should be enabled to be brought into the mainstream of social life, by participating in constructive nation building activities, taking up problems of community for solution, establishing rapport with the people in their environment and neighbourhoods, carrying out literacy programmes, organising researches of benefit to the community, organising parent, teacher and student.

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programmes etc. Such programmes will provide a training ground for the students for meaningful participation in community life and transform their personality and outlook, besides fitting them for fulfilling their functions as future citizens of the country.

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6.46.

At present individual Students Unions operate at college level and university level. There is no forum for discussion on the general problems and grievances of the Youth—both students and non-students—as a whole. The Committee consider it necessary that suitable forums for discussion of the problems of Youth—students and non-students—should be provided at the state and national level. They suggest that the feasibility of forming Advisory Councils at the state and national level to deliberate on the problems of Youth, provision of welfare facilities for student and non-student youth, as also the wider issues of formal educational and non-formal educational policies etc., should be examined by Government. These Advisory Councils which should be composed of eminent educationists, representatives of student and non-student youth organisations as also voluntary organisations engaged in the welfare of Youth, should also include representatives of educational institutions and the Government. In the opinion of the Committee, these Councils would afford an opportunity to the students and non-student youth for active participation in discussing their problems, suggesting solutions as also providing channels of communications between the Youth—both student and non-student—and the authorities. The Committee have no doubt that these advisory bodies would greatly help to bring about healthy and constructive trends in the thinking of the Youth and enable them to participate more fully and wholeheartedly in national building activities.

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115. 7.38. It is well known that the right type of education relevant to the country's needs, with emphasis on pursuit of excellence, plays a key role in developing the youth, who constitute the most important human resource of the country. It is equally necessary that the student youth should be provided opportunities for involvement in constructive developmental activities, through meaningful and challenging programmes of community service and national reconstruction, which should form integral parts of national education scheme. The basic need is to produce youth of character and ability who are committed to national service and development, and play a vital role in promoting national objectives with a strong sense of common citizenship and culture and national integration. The Committee consider that if student power has to contribute significantly to the development of country, it is of crucial importance that apart from providing education of quality, programmes for participation in community service and national reconstruction should be provided, with emphasis on dignity of labour, self-help, character formation and development of a sense of social commitment, so as to produce citizens who will not only raise their own stature but also of the country. The success of such programmes can have the most far-reaching implications for India's social development.
116. 7.39. The Committee note that the National Service scheme for college students aims at promoting national consciousness and a sense of social commitment, by inculcating a sense of discipline and dignity of labour among college students. The Committee are glad to note that the scheme provides for programmes of social uplift work, carrying out socio-medical surveys, setting up medical centres, social service to slum dwellers, eradication of adult illiteracy etc. The Committee consider that the programmes are of a chal-
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lenging nature and if the objectives of the scheme are to be accomplished, the emphasis should be on taking concrete and concerted measures to make the programmes meaningful and result oriented, by preparing a well conceived strategy, suited to the local needs, in co-ordination with local developmental organisations and voluntary agencies and involving a large number of students.

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The Committee note that a limited evaluation of the scheme was carried out by the Tata Institute of Social Sciences, Bombay, and that a mid-term appraisal of the progress of the Scheme was made in 1971 by the Expert Committee on National Service Scheme which made many useful suggestions. The Committee hope that suitable action would be taken to remedy the deficiencies in operation of the scheme and to streamline the procedure regarding release of grants to universities for the scheme.

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7.41

The Committee would like to emphasise the need for providing short term orientation courses to students, for acquiring the necessary skills for purposeful involvement in Community service. The Committee also stress the need for formulating detailed programmes of a challenging nature for meaningful participation of the students in nation building activities to ensure that the students cultivate the spirit of service and do not dissipate their time and energy in diversified, ill-planned efforts. The programmes should be such that concrete assessments could be made of the achievements. The emphasis in all these programmes should be on reinforcing the dignity of labour and instilling a sense of pride in the students for building durable community assets like digging of wells, building of roads, building of schools etc. which may soil the hands but enrich the soul.

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119	7.42	<p>The Committee consider that a statistical analysis of the creation of community assets, the number of cases of eradication of illiteracy etc. as a result of these programmes should be carried out at periodic intervals and the overall position exhibited in the annual reports of the Universities, University Grants Commission and the Ministry of Education and Social Welfare. The Committee would like a suitable procedure to be evolved for ensuring that the durable community assets created under the scheme, are not frittered away for lack of proper maintenance, and that the success of the literacy campaigns is consolidated by periodic appraisals and making available the requisite reading material to sustain the interest of the neoliterates.</p>
120	7.43	<p>The Committee consider that the success of the programmes will depend on properly oriented teachers who have an important role to play for guiding and directing the activities. It need hardly be stated that the strong fraternal bonds between the teacher and the students, which will develop in pursuit of common challenging tasks, will by itself be a powerful factor in moulding the personality of the student.</p>
121.	7.44	<p>The Committee note that 'Youth against Famine' campaign was launched in 1973 as part of the National Service Scheme activities in which there were 65,000 participants and an expenditure of Rs. 73 lakhs was incurred. The evaluation of the campaign was made by the Delhi School of Social Work who felt that the campaign was successful owing mainly to the existence of NSS infrastructure at different levels. The Committee note that encouraged by the success of this campaign, it has been decided to launch a Special Camping Programme on all India basis, entitled "Youth against Dirt and Disease" as part of the NSS programme, centring round environmental sanitation, medico-social</p>

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work including mass immunisation against preventable diseases, provision of potable water and popularisation and construction of Gobar Gas Plants. The present provision of funds is for 35,000 campers and another 45,000 campers can be covered subject to availability of funds. The Committee welcome these educational-cum-developmental measures. They would however like maximum importance to be accorded for proper planning and organisation of the camps, economy in the use of funds, the tailoring of the projects to specific needs, assessment of concrete benefits to the community, co-ordination with other departments of the Government, prevention of overlapping or duplication of efforts etc. The Committee urge that lessons should be drawn from the past campaigns undertaken under the scheme after their critical evaluation in terms of real benefits to the Community and further campaigns should be undertaken in perennially drought-struck areas in Gujarat, Andhra Pradesh, Rajasthan etc. which will go a long way to create a better impact of the students on community life.

122. 7.45 The Committee would like Government to publicise the activities through documentaries, radio-broadcasts, press releases etc. so as to generate enthusiasm in the youth of the country for participation in developmental activities.
123. 7.46. The Committee consider that there should also be purposeful programmes for utilisation of the services of youth in the eradication of social evils like casteism, parochialism, dowry system, corruption, adulteration, ticketless travel, queue disorder in Railway booking offices, hoarding, profiteering, etc.
- 124 7.47. The Committee note that student participation in programmes of the National Service Scheme is optional. The student is expected to

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		<p>remain in the programme for a continuous period of two years and is required to render social service for a minimum of 120 hours per annum. Starting from an enrolment of 40,000 in 1969-70, the enrolment in 1973-74 has reached 160,000. The scheme has a target of 13 lakhs by end of the Fifth Plan i.e. about one third of the students on the rolls as at the beginning of the Fifth Plan. The Committee note that a proposal for integrating National Service Scheme with the curriculum of studies by including practical training and on-the-job field training in the curricula of as many disciplines as possible is under examination by a Committee of Experts appointed by the University Grants Commission. Till such time as the integration is finalised, the Committee understand that the emphasis will be on special camping programmes and work in the field of eradication of illiteracy through non-formal education.</p>
125	7.48	<p>The Committee appreciate that integration of the scheme with the curricula will involve all the students in the programme of constructive activities. It should, however, be ensured that the integration of the scheme with the curriculum is brought about in such a way as will secure the essential objectives of the scheme, namely developing a lively contact of the student with the community and his awareness of its problems, purposeful participation, the development of character and commitment to national service.</p>
126	7.49	<p>The Committee would like the Government to ensure that the progress and achievements of the Scheme are periodically evaluated to bring about necessary improvements in time.</p>
127.	7.50.	<p>The Committee recommend that Government may also examine the feasibility of introducing compulsory social service by the students for a period of one year, before awarding Degree to them.</p>

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128.	7.69 7.70	<p>The Committee note that the scheme of Planning Forums which was initiated by the Planning Commission in 1955 to associate teachers and students in the work of formulating and implementing the country's development plans, was transferred to the Ministry of Education and Social Welfare in 1968. They further note that the old scheme ceased to operate at the end of the 4th Plan and a revised scheme has been introduced as a complementary to other schemes in operation in the universities such as National Service Scheme. So far a sum of Rs. 15.4 lakhs has been spent on this scheme. The Committee regret that the scheme of Planning Forums on which an expenditure of over Rs. 50 lakhs was incurred, is proposed to be merged with other schemes, after operating it for 20 years. This itself indicates that the scheme had not achieved the purpose for which it was initiated. It is regrettable that the Planning Commission which initiated this scheme continued to operate it for over 13 years without critically evaluating whether the scheme was serving the purpose for which it was started and whether the achievements of the scheme were commensurate with the expenditure incurred. The Committee hope that the experience gained in the working of this scheme for about 20 years, will be fruitfully utilised in making the revised scheme a success. The Committee cannot over-emphasise the need for periodical evaluation of the revised scheme with a view to take timely corrective measures, in the light of the experience gained.</p>
129.	7.71.	<p>Now that the preparations of district plans are being taken up actively by the State Governments, the Committee feel that it should be possible to activate the planning forum and utilise them for gathering data for drawing up meaningful developmental schemes which could be included in the district plans. This would</p>

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give a sense of participation to the students in the planning process and also help in accelerating the completion of district plans.

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The Committee note that the Nanak Bhavan Scheme was finalised in 1969, with the object of inculcating self-help and self-reliance among the students, using their spare time for activities useful to them and to the Nation, bringing the academic community to the service of non-academic community and encouraging and organising sports and literacy activities. The type of activities envisaged under this scheme are setting up of students cooperative stores, student's Book Banks, coaching classes for weaker junior students, classes for Secretariat practice, office management etc.

The Committee note that financial assistance amounting to Rs. 16.50 lakhs has so far been given to six States for the construction of Nanak Bhavans. While the construction of these Bhavans is stated to have been completed in Rajasthan and Orissa and some progress has been made in Tamil Nadu and Maharashtra, the construction is yet to start in Gujarat. In Karnataka, the State Government has not yet been able to find suitable land for the Bhavan. The Committee are concerned at the slow progress in the construction of the Nanak Bhavans. They are surprised how the grants were released in 1969-70 and 1970-71, to Gujarat where the construction of the Bhavans has not yet started and to Karnataka where suitable land for construction has not yet been found. The Committee would like the matter to be examined and necessary rules to be framed for the release of the grants to avoid such situations in future.

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The Committee would like to draw pointed attention to the fact that the aims and objectives of Nanak Bhavans and the National Ser-

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vice Scheme are broadly the same. This underlines the need for closer coordination between the two. In fact, Nanak Bhavans can well provide the basis for many of the activities covered by the National Service Scheme. Talented students with organisational ability and capacity to generate enthusiasm could also be usefully inducted into the Nehru Yuvak Kendra Scheme so as to help the non-student youth in cultural activities including dramatics, debates, cultivation of hobbies etc. They could also play a meaningful role in extension of non-formal education to non-student youth.

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The Committee have earlier pointed out that the most crucial and much neglected group among the youth is that of the non-student youth. Government and society have an obligation to ensure for them a life of dignity, a life of faith in themselves and faith in the society of which they form an integral part and a sense of being needed by society. This can come only through their involvement in youth work.

The total population of youth in India in the age-group of 15—25 years is approximately 90 millions according to the 1971 census, a large majority of whom comprise non-student youth. According to Government, youth includes persons in the age group 15—25 years. The Committee consider that youth should include all persons in the age group 15—30 years. In that case the number of non-student youth who can be drawn into purposeful youth activity would be much larger.

The Committee realise that non-student youth constitute a large varied mass who are dispersed in different groups and different occupations, with different interests and do not form a fairly cohesive group like student youth. The Committee consider that a comprehensive pro-

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		gramme to determine the needs of well identified groups of non-student youth and to provide focal points for their constructive involvement in youth activities is essential.
133	8.36	The Committee consider that opportunities have to be provided to non-student youth for preparation and training for work and family life, assumption of social and civic responsibilities, development of a spirit of comradeship, patriotism, cultural outlook and participation in planning and implementation of the programmes of community and national development, recreation etc., in short for developing their personality and making them socially useful, functionally efficient and economically productive. The Committee also consider that the problem of development of non-student youth is a gigantic one and needs urgent attention. Though the Directive Principles of the State Policy embodied in the Constitution, aim at securing social and economic justice, so far no tangible programmes have been worked out on the scale required to give concrete shape to the fulfilment of the basic national task of uplifting the vast mass of non-student youth. The Committee feel that the situation calls for concerted, multi-pronged efforts by Government and society to bring into the lives of the neglected non-student youth, a content and a meaning which they miss.
134	8.37	The Committee note with concern that it was not until 1970 when a programme for non-student youth was first formulated. The Committee have already commented in Chapter II regarding the inadequate financial allocations for this programme.
135	8.38 8.39 8.40 8.41	The Committee note that the Nehru Yuvak Kendra is one of the important elements in the programme for non-student youth welfare. The objectives of the Nehru Yuvak Kendras are to prepare youth for society's needs, to enable

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them to contribute to development of society, to satisfy the needs of youth and to help them to participate in the decision making process. The programmes of these Kendras include non-formal education, training the skills of youth for employability, social services, entertainment including mass sport and cultural activities. It has been stated that only a small part of the programme will be implemented directly by the Kendra and a large part will have to be implemented through indirect assistance to the operators of various schemes, the Kendras thus functioning as encouraging, motivating and catalytic agents.

The Committee note that* 80 Kendras have been established so far and 14 are likely to be established shortly and that by the end of the Fifth Plan, one Kendra will be established in each District Headquarters, bringing the total number of Kendras to 356. The Committee further note that about Rs. 46 lakhs have been spent so far on this scheme upto the end of the Fourth Plan and that Rs. 6 crores have been provided for this scheme in the Draft Fifth Five Year Plan.

The Committee note that so far no evaluation of the working of the Nehru Yuvak Kendras which were started at the end of 1972, has been made as it has been considered pre-mature to do so. They further note that informal groups under General Candeth have been appointed to go around these Kendras and suggest improve-

*At the time of verification of the Report the Ministry of Education and Social Welfare suggested the following corrections:—

“16 more Nehru Yuvak Kendras have been sanctioned during 1974-75 bringing the total number of Nehru Yuvak Kendras so far to 110. Of these, 83 are functioning at present and the Youth Coordinator are in position. The remaining 27 are likely to start functioning shortly. Besides, 75 more Kendras are proposed to be established during 1975-76.”

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ments in their programmes within a period of six months.

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The Committee hope that the informal groups which have been constituted to suggest improvements in the programmes of these Kendras will submit their reports within the stipulated time. They would like Government to take expeditious decisions on the suggestions made by the informal groups and implement the same according to a time-bound programme.

The Committee consider that the scheme of the Nehru Yuvak Kendras is a pioneering effort in promoting the development and welfare of non-student youth. They realise that the organisational problem of catering effectively to a large varied mass of non-student youth, are vast. As the sheet-anchor of the developmental and welfare programmes for non-student youth would be the Nehru Yuvak Kendras in each District, it is imperative that the programmes and activities of these Kendras are formulated with great care and implemented expeditiously so as to create an impact on the non-student youth in their area.

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The Committee further consider it desirable that the working of the Nehru Yuvak Kendras already set up, should be consolidated and watched for some time after bringing about necessary improvements in their programmes. Further extension of these Kendras should be made on the basis of the lessons drawn from the working of the existing Kendras so as to obviate shortcomings which may have been experienced earlier in the setting up of new Kendras and full benefit is derived from the expenditure incurred on these Kendras. The Committee would like to emphasise that the achievements of these Kendras have to be viewed in the context of transformation which they bring about in the

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		thinking and lives of the non-student youth, particularly, those belonging to the weaker sections of society.
138	8.44	The Committee suggest that Nehru Yuvak Kendras should hold annual camps of at least 2-3 days' duration, which would help to bring the participants closer to each other and afford them opportunities to participate in cultural activities such as, dramatics, debates, discussions, exhibitions etc. These camps may also well be utilised to impart knowledge in the ideals of Nehru Yuvak Kendra and generate enthusiasm among the participants for social work, and fighting social evils besides informing them about the working of our democratic system and their duties and responsibilities as citizens.
139	8.45	The Committee have elsewhere in the Report pointed out the opportunities which are available in the Nehru Yuvak Kendras for a meaningful contribution by the students under the National Service Scheme and Nanak Bhavans. The Committee feel that the youthful students should consider it a privilege to be of assistance to non-student youth and should make an effective contribution in the matter of spreading non-formal education and cultivation of hobbies and skills among non-student youth. The Committee suggest that the Coordinators of Nehru Yuvak Kendras should maintain close contact with their counter-parts in Nanak Bhavans and authorities incharge of local National Service Scheme in the interest of better coordination of programmes, and mutual benefit to the participants.
140	8.46	The Committee would like to stress that the activities of Nehru Yuvak Kendras should not be burdened with extraneous activities so as not to dilute in any manner, the main objective of the Kendras which is to provide a meaningful pro-

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		gramme for fuller development of non-student youth.
141	8.47	The Committee consider that if any impact of youth welfare programmes is to be made on the youth it is not only desirable but necessary to have a network of youth clubs in every mohalla at the grass root stage which will be in live contact with the people in the slums, villages, backward areas etc. and which will form focal points for meaningful developmental and recreational activities. The Nehru Yuvak Kendra can play the role of a co-ordinating centre for all the youth clubs in the towns and villages of the District. The clubs should be run by the youth, for the youth and with the assistance of socially dedicated volunteers, who are sensitive to the needs of youth.
142	8.48	The Committee would also like Government to study the role played by Youth Clubs in Western and Eastern countries and to take suitable steps for promoting vigorous and energetic youth clubs with the help of well established voluntary organisations. The Committee would, however, like to emphasis that the organisational effort required for such activities would be of a high order, the inputs being purposeful planning and the maximum use of human effort which can make up, to a large extent the shortfall in financial investment.
143	8.49	The Committee note that the constitution of Yuvak Kendras provides that the President may be either a Collector or Dy. Commissioner or his nominee. The Committee feel that as the Yuvak Kendras require close coordination between various official agencies it would be a distinct advantage if the Collector Dy. Commissioner is directly associated with the activities of the Kendras particularly in the formative years so as to provide firm leadership and resolve

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		all difficulties without delay. The Committee would also like that the Chief Executive Officer of the Zila Parishad should be a member of the District Organising Committee.
144	8.50	The Committee find that the constitution of the committee to look after Nehru Yuvak Kendras provides for appointment of a number of non-officials. It would be in the fitness of things if these non-officials possess intimate knowledge of different facets of activities which are covered by Nehru Yuvak Kendras so that they can make effective contribution.
145	8.51	The Committee note that Government have a proposal of bringing the activities of the Nehru Yuvak Kendras under the auspices of a registered autonomous society to be called "Rashtriya Nehru Yuvak Kendra Sansthan". The Committee cannot help pointing out that as Nehru Yuvak Kendras have been established only recently in the field and are experiencing numerous difficulties of growth, it is but appropriate that no radical change may be made in the existing set-up. The position could be reviewed in course of time after the programme has gained momentum in the field and the picture about the scope and range of activities, the types of organisations to be involved for work amongst non-student youth, becomes clearer.
146	8.56	The Committee are glad to note that Government are fully aware of the key role that is to be performed by a Youth Coordinator in the programme. The Committee stress that as the Coordinator is the main spirit behind the activities, it is of the utmost importance that he should be a person of active habits, genuinely interested in the welfare of non-student youth, a man of proven organisational ability and integrity with a capacity to generate enthusiasm and cooperation amongst all the participants in

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		the activities of the Kendra. It may be worthwhile to make it a tenure appointment so that accent on performance is sustained and the activities do not come to suffer for want of initiative and drive.
147	8.57	Above all it should be ensured that the person appointed as Coordinator discharges his responsibilities in wholly non-partisan manner so as to command the confidence of all sections of non-student youth amongst whom he has to work.
148	8.77	The Committee are concerned to note that though the Nehru Yuvak Kendras, started functioning from 1972-73, only 355 youth leaders have been trained so far and another 200 leaders have started their training. The Committee are surprised as to how the programmes of the Kendra could be successful without adequate number of trained youth leaders. They would like that the training programmes of youth leaders should be expanded to increase the availability of a large number of these leaders.
149	8.78	The Committee attach great importance to the training of youth leaders for it is they who would be motivated the youth and inspiring them to develop their potentialities by availing of non-formal education, in vocational training in agriculture, animal husbandry, dairy farming, cooperative movement, health education etc. The Committee, therefore, stress that in the light of experience gathered, the qualities expected of the leaders to be involved in the programme should be laid down and followed to make the best selection.
150	8.79	Another aspect which the Committee would like to stress is the selection of training institutions for youth leaders so that they get the best training available in the selected fields. The Committee would like Government to make systematic survey of institutions:

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		which can impart training so that they can pick out the best.
151	8.80	The contents of training programme should also be critically reviewed so as to make them more relevant and pertinent to the activities of Nehru Yuvak Kendras.
152	8.81	The Committee are not sure whether there is any obligation on the selected leaders to work in the Nehru Yuvak Kendras after completion of training. In view of the fact that Government are arranging for these training programmes, and there is a shortage of youth leaders, Government may prescribe a minimum period for which it would be obligatory for a Youth leader to be actively associated with the activities of the Yuvak Kendras.
153	8.96	The Committee note that since the start of nisation each at Calcutta and Andaman and Nicobar Islands has availed of financial assistance in 1971-72 and 1974-75 respectively for the scheme of Work Centres. The Scheme was for establishment of a Centre in each State for giving training in occupational skills to non-student and unemployed youth to improve their employability. The reason given for want of progress was that the State Governments did not avail of the financial assistance by the Centre because of their lack of interest in contributing the matching share. Similarly a scheme of Reception Centres to function as Information Centres for non-student youth coming from rural and urban areas in search of employment has not made any progress because of financial stringency. The Committee note that the schemes of Work Centres, Reception Centres and other programmes for non-student youth are being integrated with the activities of the Nehru Yuvak Kendras.

The Committee feel that while Nehru Yuvak

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		<p>Kendra should mainly concentrate on providing meaningful programme and cultural activity for non-student youth, it may be useful to have linkage with the work centres. The efficient organisation of work centres should, however, be made the responsibility of technical service institutions so that the scope and contents of training are kept abreast of technical developments.</p>
154	8.98	<p>The Committee recommend that such work centres may preferably be located in rural areas to encourage non-student youth to develop skills which would enable them to make greater contribution towards agro-industrial development. The Committee need hardly stress that the courses to be provided in the work centres to be located in rural areas should be such as to serve the needs of industrial development.</p>
155	8.109 8.110	<p>The Committee note that Government have recognised the role of voluntary organisations who have played a significant role in development of welfare activities of non-student youth. It has been stated that the voluntary organisations have capacity to enlist the services of devoted workers, to tap financial resources for development and welfare of youth and to conduct experimental projects and pursue activities of pioneering nature. The Committee note that financial assistance is given to such organisations by Government to the extent of 80 per cent of the non-recurring expenditure subject to the maximum of Rs. 10,000 per project .</p>
		<p>The Committee need hardly emphasise the important part which voluntary organisations can play in promoting youth activities and in experimentation with new programmes and techniques which could lead to effective involvement of youth in developmental activities of the community. There is also great scope for avail-</p>

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ing of their expertise for training of youth leaders. The Committee feel that there are immense opportunities for youth welfare work through youth clubs organised with the assistance of the voluntary organisations who have the necessary expertise. The Committee would however, like the Government to ensure that the voluntary youth organisations, to which financial assistance is given by Government, are genuine and have a real record of social service to their credit.

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8.111

The Committee stress that if the enthusiasm of voluntary organisations is to be sustained, grants to them should be given on assured basis for a fairly long term, subject, of course, to the satisfactory compliance with the prescribed conditions and achievement of targets. There should be also an arrangement for evaluation of the work done by these voluntary organisations and some objective criteria laid down to determine the success achieved by them in cultural and other creative activities. The Committee suggest that these objective criteria may be laid down by an Expert Committee after visiting the Centres of activity hearing the representatives of the voluntary organisations and the non-student youth. In view of the urgency of the matter, they suggest that the Expert Committee should be asked to give their report within six months and Government should announce that decision thereon without delay. Such criteria should be publicised so that more voluntary agencies which are active in the field or can **develop these activities effectively** can avail of the financial assistance and help energise and extend the programme.

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157	8.128 8.129 8.130	<p>Non-formal education has been described as one of the major plans in educational reform. The Committee note that since formal education can cover only limited areas, there is a big programme of non-formal education which has tremendous potential for helping the youth to prepare themselves for leading a meaningful life. Out of population of 9 crores in the age-group 15—25, nearly 5.2 crores are illiterate in the country. The Fifth Plan target for eradicating illiteracy in this age group is 10 millions. It has been stated that if the funds do not permit the target may be lowered. The Committee note that the Central Advisory Board of Education has recommended introduction of a large element of non-formal education to cover at least six to seven million illiterates in the age-group 15—25.</p>

The Committee note that the activities for non-formal education have to be different from these for formal education and call for mobilisation of the resources of the entire community for teaching purposes. Teaching is to be based on the skills and arts and crafts of the community to which the Youth belong. The Committee understand that plans have been taken up for orientation of teachers for this new type of education, and for preparation of curricula and materials.

The Committee, recommend that the difficulties in implementing the scheme of non-formal education, may be sorted out as early as possible and time bound programmes formulated, so that the targets originally proposed are accomplished. As the programmes of non-formal education concern mainly non-student youth, the Committee need hardly stress the importance of making concerted efforts to enable the programme of non-formal education to reach a large

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number of non-student youth which has been neglected so long. The Committee would also like that financial constraints should not be allowed to come in the way of implementing this programme which is essentially a developmental measure and will go a long way in making non-student youth literate and skilled to make a living. The Committee strongly urge that expeditious action should be taken with regard to orientation of teachers, preparation of learning material etc., so as to start the implementation of this scheme urgently.

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8.151

The Committee are gravely concerned at the ever-rising rate of migration from rural to urban areas. While some migration in the very nature of things is natural and necessary, the heavy exodus of talented youngmen from rural areas to the cities creates a vacuum in rural areas which is hard to fill while it accentuates the difficulties being felt in the urban areas, particularly in the matter of accommodation, sanitation, water supply, public transport and distribution system, etc. This trend can be reversed only if a multi-faceted effort is made to provide essential amenities in the rural areas by way of electric power supply, drinking water, medical and health facilities, etc. and provision of a vocation in the field of agro-industries where young persons can earn a livelihood and look forward for advancement.

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8.152

The Committee have in their Sixty-ninth Report already stressed the need for developing growth centres, drawing up a programme for agricultural development, establishment of infrastructure and location of small scale agro-based industries in rural areas. They would like to stress in the present context the need for providing a forum for cultural and creative urges

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of the rural youth. This latter task can be performed by setting up Nehru Yuvak Kendras which should provide opportunities for non-formal education, improvement of skills, development of hobbies etc. by non-student youth.

160. 9.34 It is well known that excellence in games and sports and the maintenance of a higher degree of physical well being are the essential ingredients in the progress of a nation. The value of a sound body for a sound mind and the importance of inculcation of habits of discipline, teamwork and adventure need no emphasis. The Committee consider that programmes of physical education and sports should be so organised that a multiplier effect is felt in the whole country so that the resultant awareness and generation of enthusiasm will, apart from creating a sound body of citizens, promote national integration and healthy attitudes to life.
161. 9.35 The Committee note that for non-student youth, a scheme of Rural Sports Tournaments for broad basing games at the grass-root level has been launched to bring the rural and tribal youth in the mainstream of Indian sports. The Committee consider this to be a step in the right direction. The Committee recommend that the scheme should be continued meaningfully with the aim of benefitting a large number of youth. There is scope for discovery of budding talent, who should be encouraged and developed into sportsmen of repute.
- 162 9.36 The Committee are concerned to note that there is no progress in the scheme which was initiated in 1971-72 for development of play-fields to provide facilities in towns for large groups of people to partake in healthy open air activities. The Committee would like to lay
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stress on the need for providing this basic facility for sports and giving protection to open spaces in small and big towns for children's parks, playing fields and stadia, especially when the problem of pollution is assuming serious dimensions.

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The Committee note that one of the main objective in the Fifth Plan is to increase the coverage of facilities for physical activity and healthy recreation and to provide games and sports in all schools. The Committee also note that a consensus has been reached at a meeting of States Education Ministers, State Sports Committees etc. that the State Governments should consider the possibility of making physical education, sports and games compulsory at the school level and making participation therein a pre-condition of eligibility in school examinations and for qualifying therein.

The Committee would urge that physical education, sports and games should be made compulsory at all levels in the schools. The Committee would also like Government to examine the feasibility of making it compulsory in colleges. This would require detailed planning and organisation to provide the necessary facilities which should be undertaken without delay.

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9.39

The Committee are constrained to note that Yoga is not receiving the attention it deserves in the country of its origin, whereas it is attracting increasing attention in many foreign countries. The Committee would therefore recommend that Yoga, which is stated to tone up the system, increase the capacity for physical endurance and to possess curative values, should be introduced in Schools and Colleges. They consider that it should not be different to do so as

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		the Yogic method of exercise requires very little space, equipment and investment and can be easily introduced with the help of trained Yoga teachers.
165	10.25	The Committee are glad to note that one of the important programmes for national integration is the evaluation of text books for classes I to XI in schools throughout the country with a view to seeing that material likely to promote communal tension and divisive tendencies is excluded from them. It is noticed that the evaluation is done independently by three separate bodies and that an expert committee at the Centre does the overall screening. Out of about 1400 books which have been screened so far, the Expert Committee has found that 25 books should not be used in schools, 244 books should be revised and 106 books contains certain portions which should be deleted. The Committee trust that prompt action will be taken by the State Government to ensure that the 25 books referred to above are withdrawn and that the remaining 350 books should be brought into use only after the books the books are revised and got approved.
166	10.26	The Committee note that screening of books is complete in respect of all States except four States. The Committee would like Government to pursue this matter with these four States and the other authorities concerned to complete the screening of books expeditiously.
167	10.27	The Committee stress that such evaluations should be on a continuing basis in respect of all new books to ensure that these do not contain any material prejudicial to the interest of national integration. They would like that a suitable procedure is laid down for screening of new books expeditiously, within a specified time, so

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that the practice grows of obtaining clearance before allowing the books to be used in Educational institutions.

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10.44.

10.45.

The Committee note that National Integration Samitis have been set up in Universities to undertake programmes relating to national integration and promotion of knowledge of history, culture and traditions of the people in various parts of the country. At present 118 Samitis are functioning—61 in universities and 57 in affiliated colleges. The activities covered by the Samitis mainly relate to organisation of discussions, celebration of National Integration Day and National Integration Week, holding of classes for removing adult illiteracy, organising inter-University, inter-State and inter-regional visits and towns etc. The Committee understand that Government have received certain suggestions for strengthening the programmes of the Samitis such as Inter-University and Inter-State Student-Teacher team exchange programmes, seminars of students drawn from various universities within the State, organising social service camps in different cultural regions, production of material contributing to national integration such as dramas, songs, reading material etc.

The Committee note that there is an uneven number of Samitis in the various States ranging from 23 in Madhya Pradesh, 21 in Tamil Nadu, 18 in Orissa, 11 in Uttar Pradesh to 5 or less in other States. The Committee would have expected a more equitable distribution of the Samitis according to the number of universities and students in the various States.

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10.46.

The Committee note that grants amounting to about Rs. 14 lakhs were released to the Samitis during the Fourth Plan and Rs. 20 lakhs have

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been allotted for the Fifth Plan period. The total number of Samitis is proposed to be increased to 300. The Committee are surprised to note that the Samitis so far functioning are confronted with the problem of maintenance of accounts in respect of the grants released to them.

170. 10.47. The Committee appreciate that the objectives of these Samitis are laudable. They, however, feel that there is a need for concrete programmes of activities for them. The Committee suggest that proper guidelines should be issued laying down a firm procedure for the formulation of the programmes of the Samitis, maintenance of accounts and audit thereof. They should also be a procedure for monitoring the activities of the Samitis with a view to finding out whether the activities have been commensurate with the amount spent.
171. 10.48. The Committee note that no review has so far been carried out to find out whether the Samitis are fulfilling the objectives for which they were set up. The Committee consider that it is high time that a formal evaluation of the working of the Samitis is carried out with regard to their programmes and performances and that the decision to expand the number of Samitis should be taken only on the basis of the lessons drawn from such evaluation.
172. 10.49. The Committee would also like the Government to explore the possibilities of integrating the National Integration Samitis with the National Service scheme which is run in the colleges. This will also ensure a wider coverage.
173. 10.67. The Committee note that camps are conducted by NCERT to provide opportunities for the exchange of visits by groups of school children from one part of the country to another. Under this scheme camps are organised for 10 to 15 days duration in which participants from schools
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from 4 or 5 different States stay in a school in a sixth State. The Committee are glad to note that the scheme is working very satisfactorily. The effect of such camps to foster the spirit of national solidarity in the impressionable minds of the young children, apart from its educative influence, needs no emphasis. The Committee note that for this programme only Rs. 2 lakhs were provided for in the Budget Estimates for 1973-74, out of which nothing was spent. The Committee feel that that the programmes should be carried out on a sustained basis so as to further consolidate the advantages gained and to effect improvements in the light of experience.

174. 10.68. The Committee also welcome the language environment camps held by the Central Institute of Indian Languages, Mysore, through the Regional Language Centres, as part of the scheme of inter-school camps enabling the children to learn the language of the area in which they camp.
175. 10.69. The Committee consider that Youth Festivals which enable the participation of youth from different States, provide a forum for promoting sense of unity amidst the rich diversity of the cultures and habits of different regions, by enabling them to live together, to understand each other, and to give expression to their artistic and creative faculties. Financial stringency has been stated to be responsible for not holding these important festivals.

The Committee would like to point out that the festivals, if conducted on the right lines, would be a powerful factor for promoting national and emotional integration, besides giving scope for expression of the artistic and cultural attainments of youth of different regions. The Committee would, therefore, urge Government

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to consider holding of frequent youth festivals to begin with at the Block and District levels and thereafter such festivals may be gradually extended to the State and national levels. The Committee suggest that youth festivals should be multi-dimensional providing for dramatics, debates, discussions, music, sports; crafts etc. The Committee envisage that a time will come when it will be possible for the festivals to be held including both student and non-student youth.

176. 10.71. The Committee would also like to emphasise the need for programmes for exchange of visits of student and non-student youth from one State to another which will enable them to learn about the common cultural heritage and develop insight into customs and habits of the people of the other States. Such a group of youth may consist of about 50 student youth and 50 non-student youth. The Committee consider that a regular programme of such visits should be encouraged through concessions in the matter of hostel accommodation, railway travel etc.
177. 10.72. The Committee would like to point out that another effective method for promoting national integration will be for a group of youths from one State to participate in some constructive nation-building activities such as road-building and works projects, social service etc. in other State. The Committee consider that travelling together and working together for a social objective would be a powerful factor for cementing mutual ties. The committee would like Government to examine the matter and promote such work-party excursions.
178. 10.73. The Committee are glad to note that national integration was also one of the objectives in the orientation programmes which is

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conducted for bringing together school teachers from different parts of the country for acquainting themselves with regard to curriculum development etc. The opportunities so provided for teachers from different States to live together and interact with each others, can become strong factors for fostering national integration. The Committee consider that the role of such emotionally integrated teachers can be a very significant for communicating the spirit of national integration to the children under their charge and to community in their areas. The Committee also consider that there may be similar programmes for women teachers.
