

**SIXTY-FIRST REPORT**  
**ESTIMATES COMMITTEE**  
**(1983-84)**

(SEVENTH LOK SABHA)

**MINISTRY OF EDUCATION & CULTURE—**  
**ELEMENTARY EDUCATION**



सत्यमेव जयते

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<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
2.	1.5	9	<u>After</u> "and" <u>insert</u> "at"	
19.	2.28	3 from bottom	"claelry"	"clearly"
31.	3.23	1	"halanced"	"balanced"
31.	3.23	2	"religeous"	"regions"
61.	3.23	3	"religions"	"regions"

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(1983-84)

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2. Shri Bipim Behari—*Chief Financial Committee Officer.*
3. Shri D. M. Chanan—*Senior Financial Committee Officer.*

## INTRODUCTION

1. The Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Sixty-First Report on the Ministry of Education and Culture—Elementary Education.

2. The Committee took evidence of the representatives of the Ministry of Education and Culture on 7 and 11 November, 1983. The Committee wish to express their thanks to the Officers of the Ministry of Education and Culture for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The report was considered and adopted by the Committee on 26 December, 1983 and 11 January, 1984.

4. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report, and have also been reproduced in a consolidated form in Appendix III to the Report.

NEW DELHI;  
*January 18, 1984*  

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*Pausa 28, 1905(S)*

BANSI LAL,  
*Chairman,*  
*Estimates Committee*

## CHAPTER I

### ELEMENTARY EDUCATION

#### (a) *Reorientation of 'Elementary Education'*

1.1 According to the Preliminary Material furnished by the Ministry to the Committee, Elementary Education in India, had traditionally performed three main functions: (i) imparting of literacy; (ii) preparation for admission to secondary school; and (iii) preparation for entering into a lower job under Government. Mahatma Gandhiji felt dissatisfied with the prevalent system of elementary education and expressed his views on education in a series of articles which appeared in different issues of 'Harijan' during 1937. He proposed a programme of introducing basic education which aimed at providing education through the mother tongue and through a craft.

1.2 Gandhiji's proposals for transforming of elementary education were considered by the All India National Education Conference held at Wardha in October, 1937. The conference resolved that; (a) free and compulsory education should be provided for seven years; (b) the medium of instruction should be the mother tongue; (c) the total process of education should centre round some form of manual and productive work; and (d) the craft should be chosen with due regard to the environment of the child.

1.3 Since the term 'Basic Education' has been interpreted in a variety of ways, the Ministry of Education and Social Welfare thought it necessary to state clearly what was meant by Basic Education. A paper entitled 'The Concept of Basic Education' was brought-out in 1956. It stated that the concept of basic education was the same, as defined in the report of the Basic National Education Committee (Zakir Hussain Committee) and elucidated by the Central Advisory Board of Education. It was conceded that the provision of eight years of compulsory universal schooling and the use of the mother tongue as the medium of instruction were least controversial and hence could be widely accepted as guiding principles of elementary education. The document also highlighted the following features of Basic Education:—

- (i) Basic Education, as conceived and explained by Mahatma Gandhi, was essentially education for life and, what was more, a education through life. It aimed at creating eventually a social order free from exploitation and violence.

- (ii) The fundamental objective of Basic Education was nothing less than the development of the child's total personality which would include productive efficiency as well.
- (iii) The basic craft would have to be such as would fit into the natural and social environment of the school. The choice of craft would also have to be in terms of its educational possibilities.
- (iv) The study of the curricular content should be intelligently related to three main centres of correlation, viz, craft work, the natural environment and the social environment.
- (v) The Basic scheme envisaged close integration between the school and the community so as to make education as well as the children more social-minded and co-operative.
- (vi) Basic education should no longer be regarded as meant exclusively for the rural areas.

1.4 The Assessment Committee on Basic Education constituted under the Chairmanship of Shri G. Ramachandran recommended that non-basic schools should be converted to basic schools by introducing in them the activities and simple crafts of the basic schools. This led to the introduction of basic education in elementary schools resulting in the emergence of a common pattern of elementary education.

1.5 The Education Commission (1964—66) which made a review of educational developments and made comprehensive recommendations for its transformation, felt that the essential principles of basic education were so important that they had to guide and shape the educational system at all levels. The Commission suggested the introduction of work-experience in place of basic craft. It stated that concept of work experience was similar to that of productive work in basic education and should, therefore, be regarded as an integral part of education in all types of schools and all stages of education.

1.6 The National Policy Resolution on Education (1968) visualized transformation of the educational system so as to relate it more closely to the life of the people. It recommended that work experience and national service should form an integral part of education.

1.7 In the light of the recommendations of the Education Commission and the pattern proposed in the National Policy Resolution, NCERT brought out 'The Curriculum for the Ten Year School—A Framework', in 1975. The curriculum framework emphasized that for harmonious development of the child's personality, it was necessary



not only to expose him to scholastic areas for intellectual development but also to put him in situations where he could get opportunities to work with his hands. The document further recommended that at the primary stage, work experience should begin with simple, creative, self-expressional activities performed with locally available material and simple tools.

1.8 The role of work experience in the school curriculum was considered at some length by the Ishwarbhai Patel Review Committee. The Committee felt that the concept of 'work experience' needs to be replaced by that of socially useful productive work. The Committee felt that reaffirmation of the Gandhian concept of 'socially useful productive work' was the very first step in giving the right orientation to the system of education. It emphatically recommended that socially useful productive work must find a central place in the school curriculum. The Committee stressed what it advocated was not merely education plus work but education in and through work.

1.9 The Ministry maintain that a review of the educational developments during the past two decades reveals that essentially educational thinking in India is substantially based on the Gandhian philosophy of basic education. While the nomenclature may not be in use, the essential features of basic education have been incorporated in the system. Thus the present system of education has internalized the spirit of basic education and consequently the distinction between basic schools and non-basic schools has disappeared. It is no doubt true that there are gaps between the intended curriculum and the curriculum that is actually implemented. For instance, SUPW is being used as an additional area and not as the medium of education as basic education had advocated. Further, it is being given less weightage and importance in the syllabus as compared to other academic subjects.

1.10 During the evidence, the representative of the Ministry was asked whether any clarity has emerged in regard to the concept of 'Basic Education' and as to the manner in which it should be incorporated in the Elementary School Syllabus. The witness replied:—

“... though the nomenclature of the Basic Education is propounded by Gandhiji, and explicitly used in the present curriculum, the important features of Gandhiji's concept of Basic Education have been incorporated. For example, the mother tongue and the craft are two essential basics of Gandhiji's basic education and the procedure of this is related and centred round the manual and productive work and is related to the environment; in the framework prescribed by the NCERT, SUPW, as it is called, is a compulsory subject. It has been integrated with the curriculum as such and at the primary stage, 25 per cent of the workload is given to the SUPW. The work experience relates to all types of the school. The attempt has

been made to create a better surrounding in which a student is in a position to develop his personality and relate his education with the environment. And what is most important that you would consider is that the manual work is to be a work of dignity."

1.11 Asked by the Committee whether the concept of Gandhiji was found impractical or was there lack of talent to implement it, the witness replied that all practicable aspects of Gandhiji's concept had been adopted. However, laudable Gandhiji's concept of imparting education through the medium of craft might have been, yet, it could not be implemented. However, essential ingredients of Gandhiji's concept had been retained.

1.12 The Committee asked the representative of the Ministry to elaborate as to how SUPW could become an integral part of the Elementary School Curriculum and how Government proposed to ensure this. The witness replied:

"The second question has two important aspects. One is that Gandhiji's concept was supposed to be craft centred and secondly it should be self-sufficient. In other words, whatever productive work is done at the school should give so much of remuneration that the school could become self-sufficient. Now both these things have not been possible. In order to obviate that thing, the other thing that is called Socially Useful Productive Work has been suggested. The NCERT, in order to strengthen these components have brought out four Manuals which explain in totality the instructions to be given, the way teacher should use these tools and how best to use the environment. The second thing that the NCERT has done in 1981-82 and in 1982-83 is that a number of training courses were conducted all over the country and the teacher educators were trained and they were supposed to further train other teachers who would make SUPW a more useful means of instruction."

1.13 When asked whether any deficiencies have been detected in the Scheme of SUPW, the witness replied that research had been made in this field and whatever drawback came to light have been rectified. The witness added that the work load of SUPW was 25 per cent at the elementary stage. At the third, fourth and fifth class it was 20 per cent. This percentage continued upto 8th class and was found to be sufficient.

1.14 Asked whether Centre was giving any financial aid to States to implement the SUPW programme, the witness replied in the negative and submitted that the States themselves had to make provision for this in their own Budgets.

1.15 'Education' is now a concurrent subject. The Constitution envisages provision of free and compulsory education for all children until they complete the age of fourteen years. Thus, the States and the Centre have a distinct and joint responsibility for the Elementary Education. This stage of education is crucial to the mental, moral and intellectual development of the children. Traditionally elementary education was merely meant to impart literacy, to prepare for admission to the secondary school and to prepare for entering into the lower jobs under Government. This role had to be modified after the advent of freedom to prepare the children to be self-reliant, patriotic and more useful citizens of the country. The challenges of socio-economic development have to be met by such a modification. In this context, it is essential that the children acquire at the earliest of their educational career an attitude conducive to a balanced development of knowledge and values as well as capabilities for work. The dignity of manual labour especially has to be inculcated in the young mind. The Committee appreciate the efforts of Government in translating Gandhiji's ideal basic education into reality. After a series of endeavours to adapt the ideal to suit the changing needs and aspirations, the concept of socially useful productive work has now been evolved and commended for adoption as a compulsory subject. The Committee have, however, received an impression that the work orientation of primary education has not received the emphasis that is due to it. Further, it has not been uniformly implemented in all the institutions throughout the country alike in rural and urban areas. The Committee wish to emphasise the need for some uniformity in this regard.

1.16 The Committee realise that it is not an easy task to evolve techniques and to mobilise resources—material, manpower—to achieve the socially useful and productive orientation of education. Investment in education should be viewed as a productive investment both from the social and economic points of view as without the right type of education real socio-economic development of the country is not possible. Having regard to the Directive Principles of the State policy, adequate funds for the primary education ought to be found to achieve the end in view at the quickest possible time. The Committee, therefore, desire that in concert with the Planning Commission a perspective plan should be evolved and implemented to universalise the primary education and to make it truly work oriented uniformly throughout the country well before the turn of the century.

#### (6) *Universalisation of Elementary Education*

1.17 The Preliminary Material furnished by the Ministry of Education and Culture states:—

“According to Article 45 of the Constitution of India, the State shall endeavour to provide, within a period of 10

years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of 14 years.”

\* \* \* \* \*

“Though school education including elementary education, is still primarily the responsibility of the States and mostly managed by them, Central Government, besides suggesting various measures for realising the goal of Universalisation by 1989-90 (the target indicated in the policy frame of the VI Five Year Plan) has intervened with some direct programmes.”

1.18 During evidence, the Committee asked the representative of the Ministry the reasons for not making desired progress in the direction of universalisation of education during the last 33 years. The witness replied:—

“If we look at the enrolment figure we will find that this is not a mean achievement. But our biggest handicap and drawback is that we have not been able to keep pace with the fast increase in the population. Education is a State subject. There has been a tremendous increase in the number of schools and teachers and yet we are lagging far behind. The Central Government taking note of the fact that the progress was not upto the mark, keeps in monitoring this programme and encouraging the States in allocating more funds. In the State sector were are doing our best to highlight the importance of elementary education. The programme came into the 20-point Programme for the first time and the social services sector has also got the highlight. In the last three years our enrolment has gone upto 1.05 crores. Now our worry is of retaining these children. For that several steps have to be taken. There are many schools with single teachers. We are trying to persuade the States to convert them into two-teacher schools. From 1979-80 we have started non-formal education. The Central Government has given 50 per cent grants for that. The problem is quite large. Therefore, we are doing our best to achieve the target. But what is required is more funds.”

The witness added:

“Sometimes it so happens that teachers are not appointed in time right at the start of the financial year, they are appointed at the fag end of the year. We are encouraging primary education in two ways—one is organising campaigns to get more children into schools and then, to

ensure that the children remain on the registers. We keep on seeing that adequate number of teachers are there, schools are there, teaching materials is there and other infrastructure is there. The Central Government gives help but they cannot bear the entire liability. We have introduced another new scheme only a month ago. We found that the backlog at the end of the Sixth Plan will be 3 crore children. Our target is to enrol 1.8 crore children. That we will be achieving but still we will be left with a backlog of 3 crore children. So, instead of enrolling 1.8 crore children we must bring in 2.6 crore children by the end of the Sixth Plan. That is going to be possible if we give more and more funds."

1.19 The witness further clarified that "our goal is that by 1990 we should have 100 per cent enrolment in primary education and about 50 per cent in the middle schools but the effort will have to be made in a big way by the States".

1.20 In regard to the steps taken for making available more funds, the witness submitted:

"We have prepared a memorandum and have gone to the Planning Commission also. We have been requesting them to treat the infrastructure required for this scheme as an essential thing for the welfare of the State. We have requested all the States to furnish data. Plan is meant for new things but new things can only be done if the older ones get properly fitted up. That requires additional teachers, additional schools and other infrastructure. I am quite sure, if we get sufficient financial support, we can achieve our target."

1.21 Asked whether the shortage of teachers was also impeding the programme of universalisation of education the witness stated that "at the moment there is a backlog of about 16 lakhs teachers and the backlog is not because teachers are not available. . .our handicap is that States are not in a position to have adequate funds to appoint the requisite numbers of teachers."

1.22 The witness clarified that "over a period of years enough potential has been created for coping with the demand. Trained manpower will be available if we have more funds. At the moment because of shortage of funds regular re-orientation of teachers is not taking place."

1.23 According to the Preliminary Material supplied by the Ministry "inclusion of 'Education' in the Concurrent List provides scope for Central intervention in this area. But, notwithstanding concurrency, school education, particularly elementary education

continues to be the responsibility primarily of States and is mostly managed by them. Central Government's role continues to be one of providing leadership, suggesting standards/norms, making available data base/research support, training of the key personnel, developing models etc.”:

1.24 During evidence the Committee asked the representative of the Ministry about the reaction and response of the State Governments in regard to implementation standards/norms evolved by the Central Agencies. The witness replied:—

“Education has remained in the State sector, and the role of the Central Government has always been that of providing leadership, giving push and acting as a catalytic agent, helping the States in improving the quality of education, laying down standards, providing model text books, model syllabus and training teachers. The Central Government has played this role helping the States, plan their activities and giving guidelines. This is the role which the NCERT has played. Since the last two or three years, we have even taken on the additional role of giving monetary support.”

The witness added:

“The Centre must help by way of guiding, providing leadership and also giving monetary support, but the desire to spread education must come from the States. They must realise that this is priority number one. All development will be useless if education at the primary level is denied to the people. The responsibility of the States is there. While saying this, I do not say that the Centre has no responsibility. The Centre has got the responsibility to see that the States pick up. That is why, in the last three or four years we have tried to put it in the 20-Point Programme. We are giving more financial aid which we had not done before.”

1.25 The Committee asked the witness that without substantial financial aid, how the targets will be achieved by backward States. The witness replied that the financial aid was being given to States but if the allocated funds were not utilised by States, Centre could do nothing.

1.26. The Committee pointed out to the representative that the target of elementary education was not achieved because sufficient aid had not been given by the Centre to States. The witness replied that Elementary and Secondary Education had been in the State List till

1979. However, the witness conceded that more funds should have been allocated for the achievement of the targets. The witness further clarified that funds had to be made available since the First Five Year Plan.

1.27 It is indeed regrettable that the goal of universalisation of elementary education envisaged to be achieved within a decade of the commencement of the Constitution still eludes us even after more than three decades. Increase in population is a factor contributing to this failure to achieve the goal. Notwithstanding this, there has been failure to allocate adequate resources and make determined efforts. However, after the amendment of the Constitution in 1977 'education' has become equally the responsibility of the Centre. The Committee have been informed that the goal has now been set to be reached by 1989-90. The Committee desire that there should be no further setback.

1.28 The Committee are told that the backlog at the end of the Sixth Plan would be 3 crore children and that targets set for the Plan period would have to be increased to achieve the goal of universalisation of elementary education by 1989-90. This would require more funds. The Committee recommend that the allocation of funds should be realistically reviewed and augmented for the current Plan and adequate funds provided in the next Plan.

1.29 The Committee have been informed that though a concurrent subject now, 'elementary education' continues to be the responsibility primarily of the States and is mostly managed by them. The Committee recommend that while ensuring allocation of adequate funds in the Plans, Centre should provide for financial assistance to the States depending upon their need to fulfil the commitment in this regard by evolving suitable Central/Centrally sponsored schemes in addition to the Schemes already in operation.

1.30 The problems is not of only enrolment of children but also of providing necessary infrastructure and trained teachers, and ensuring that there are no dropouts of children from schools, to make the Programme a success. The Committee would in particular refer to the problem of the rural areas where there are mostly single-teacher schools. These schools in reality go without any teacher for substantial periods during the absence of the only teacher. The Committee recommend that the pattern should provide for a minimum of two-teachers per school and the Centre should come to the assistance of the States in ensuring this.

## CHAPTER II

### CENTRALLY SPONSORED SCHEME

2.1 It is stated in the preliminary material that, at the instance of the Planning Commission, a Working Group on Universalisation of Elementary Education was set up in September, 1977. The Working Group recommended special support to 9 educationally backward States identified by it through a Centrally Sponsored Scheme, with a provision of Rs. 50 crores out of a total Plan allocation of Rs. 900 crores for Elementary Education in the Medium Term Plan 1978—83. The Scheme was approved by the Expenditure Finance Committee in June, 1979. National Development Council, meeting in August 1979, however, allocated only Rs. 25 crores for the Scheme. The Scheme is being implemented on 50:50 sharing basis between the Centre and the States.

2.2 The representative was asked by the Committee during the evidence as to what the "Universalisation of Education" meant. The witness replied:—

"We try to bring about coverage of children in the age group of 6—14 and their enrolment in classes from 1st standard. It is both primary and middle level of education. It includes both."

#### (a) *Non-Formal Education*

2.3 Non-Formal Education Programme has been undertaken by the Government in pursuance of the goal of Universalisation of education by 1990. The programme has been explained in the Preliminary material furnished by the Ministry to the Committee thus:—

"Even child shall continue to learn in the age-group 6—14 on a full-time basis, if possible, and on a part-time basis, if necessary. Following this, a non-formal part-time education system is being developed as an alternate supportive system to formal schooling. Under this system, children who cannot join and attend the formal schools because of socio-economic reasons, are offered elementary education of the same standard at places and timings suited to their needs and convenience. Children of the age-group 9—14 (9—11 for the primary level and 11—14 for the middle level) are offered education in Non-Formal Education Centres in a graded and condensed form. The major thrust of non-formal education is in the



9 educationally-backward States. Special assistance is given to these States on a 50:50 sharing basis under a Centrally-sponsored scheme of non-formal education for elementary age group children."

2.4 The Committee asked the representative of the Ministry during evidence to elaborate the concept of Non-formal Education and indicate the expenditure incurred on this scheme so far. The witness replied that this scheme was for the students who could not go to the school during regular hours. A provision of Rs. 25 crores had been made for this. There were one lakh such centres imparting education to thirty lakh children for three hours daily. The Ministry planned to have three lakh such Centres by the end of the Sixth Five Year Plan in which one crore students were supposed to be taught. As the main problem was of girls education, Centres catering for education of girls were being assisted by the Central Government on 90:10 basis whereas in the case of such Centres for the boys, Centre's Contribution was to the tune of 50 per cent.

2.5 When asked by the Committee about the criteria for providing funds to the States, the witness stated:

"...the pattern of financing is on 50 per cent sharing basis. According to this pattern, the State Governments send their proposals to the Ministry of Education that in this financial year we expect to be able to open so many centres which will require so much of money. They say: we have been able to provide half of this amount in the Budget, now please give us your share. As soon as the proposal is received, we give our half of the share. There is no delay at our end. The delay is mostly due to the delay in receipt of proposals from the State Governments because (1) they find it difficult to locate their 50 per cent of the requirements and (2) they find it difficult to assess their administrative capability of how many centres they can open in a particular year. But the releases of funds from the centre are on the basis of the proposals received from each State Government."

2.6 The Committee drew the attention of the witness to the fact that only Rs. 10 crores had been spent in four years out of total allocation of Rs. 25 crores for 5 years. It was asked by the Committee whether it would be possible for the Ministry to spend the balance amount of Rs. 15 crores in the remaining time of one year. The witness expressed a hope that it could be done because all the hindrances had been now cleared off.

2.7 The Committee pointed out that States were not able to spend the money allotted to them because Central Government's allocations were made known to them in Feb-March. The witness stated that funds were made available to the States in three instalments. No specific enquiries were made for 1st and 2nd instalments but before the release of third instalment in September, States were required to furnish the audited statements of accounts of first two instalments which took a great deal of time. The States did not send these on time resulting in further delays. States had their own problems regarding their rules and regulations causing delays in which Centre was unable to interfere.

2.8 The Committee pointed out that due to lack of proper monitoring system at the Central level funds were not being fully utilised. It could be achieved with a proper and timely monitoring system. The witness conceded that monitoring system at the Central level was not adequate. There were some defects which were due to some problems like lack of adequate staff. A scheme had been formulated under which sufficient funds would be made available to States to employ sufficient staff for this purpose. Secondly, the rules and regulations regarding sanctioning and disbursement of funds will have to be simplified by the States so as not to delay the process.

2.9 It was suggested by the Committee that for Non-formal Education clear targets could be fixed for each State and that if the States were not able to achieve them, Voluntary Organisations should be asked to take up this job. The witness responded.

"We are fixing the targets. We will have to bring in some children through formal education and some through non-formal one. We have given targets to each State in respect of primary sector in formal and non-formal fields. Based on their own capacity and the infra-structure they have, they tell us what is feasible, and what is not. We persuade them to try to reach higher targets. We do not want to give unrealistic targets."

2.10 In regard to taking help of voluntary organisation in this area, the witness added:—

"Voluntary organisations are also involved. We are not giving the job only to State Governments. In some States, voluntary organisations are helping. . .

"... we will take up your suggestions. The voluntary organisations are getting 100 per cent grants from us in respect of these schemes. . . Our monitoring and security of funds depend on the extent to which the State maintains supervision on these voluntary organisations. Otherwise, there can be complaints that the funds provided by us are frittered away."

2.11 The Committee wanted to know whether Central Government depended simply on reports of State Governments in matters of proper utilisation of funds by the Voluntary organisations or whether there was any Central agency to check that up, the witness stated:

"We get progress report from the voluntary organisations. The State Government functionary concerned with the programme goes and inspects. Whenever we go on tour we also check that up. NCERT also goes and checks that up."

2.12 When the attention of the representative was drawn towards certain voluntary organisations which simply existed on paper to get the grants and doing nothing, the witness assured:

"We shall have a thorough investigation into this matter. We will get the manner of inspection checked up and see what further improvements can be got made to see that there is no bogus organisation functioning.

"...I promise I will get all the Institutions looked into. Our Accountant General also does audit. That agency is independent. If they bring anything to our notice, we come down heavily. We will get everything checked up."

2.13. The Committee note that the Government's policy is that "every child shall continue to learn in the age group 6—14 on full-time basis if possible, and on a part time basis if necessary". Following this, a non-formal part-time education system is being developed as a supportive to formal schooling. Under this system children who cannot attend the formal schools because of socio-economic reasons are offered elementary education of the same standard at places and timing suiting to their needs and convenience. The major thrust of the non-formal education is in the 9 educationally backward States. Special assistance is given to these States on 50:50 sharing basis. However, in the case of such centres for the girls, the Centre's assistance is upto 90 per cent. The Committee have been informed that a sum of Rs. 25 crores have been allocated for this scheme, though a Working Group on Universalisation of Elementary Education set up in 1977 recommended Rs. 50 crores. However, only Rs. 10 crores could be spent during the first four years of the operation of the scheme owing to a variety of reasons chief of which are inability of the States to find matching resources and administrative inadequacies. It is indeed regrettable that such a desirable scheme is languishing for want of enough support. The Committee desire that the implementation be speeded up and the modest target of opening 3 lakh centres covering one crore children for the Sixth Plan realised.

2.14. The representatives of the Ministry have conceded before the Committee that the monitoring system at the Central level was not adequate. According to the Ministry there are some difficulties, e.g., lack of adequate staff etc. The Committee recommend that the

**Ministry should strengthen their monitoring system to make it effective at the earliest and it should also be impressed upon the States to simplify their Rules and Regulations regarding sanctioning and disbursement of funds under the scheme to make for their smooth and timely flow. The Committee would await the results of the steps undertaken by the Ministry in this regard.**

**2.15. The Committee learn that voluntary organisations are also involved in the setting up of Centres for Non-formal Education. Such voluntary organisations are given 100 per cent grants from the Centre in respect of these schemes. The Committee have a feeling that there is at present no effective check on these organisations to ensure that grants given to them are not misutilised. The Committee would like the Ministry to have their own arrangements to conduct periodic inspections of the activities of the voluntary organisations to whom funds are provided by the Centre and ensure that public funds are put to proper use. The Committee would like to be kept apprised of the action taken by the Ministry in this regard.**

*(b) Educational Technology Programme*

2.16 It is stated that the objective of the Educational Technology Programme launched in 1972-73, as a centrally-sponsored scheme, is to bring about a qualitative improvement and wider access to education through an integrated radio and television. The scheme is implemented through Educational Technology Cells in the States which are established, equipped, and maintained, with Central assistance for a period of 5 years, after which they become the responsibility of the State Governments.

2.17 During evidence the Committee asked the representative of the Ministry whether the Educational Technology Programme was devoted exclusively to improve the technology of Elementary and Basic Education or it had a wider coverage. The witness replied:—

“The objective of this scheme is to improve the quality of education at all levels and the three basic areas are elementary education, non-formal adult education and secondary education. The programmes are mostly of the nature of supplementing the school programmes and these are mainly enrichment programmes. Special emphasis was laid at the elementary education stage on reduction of wastage at the primary level in particular, by making primary school instructions more interesting instructive and effective by demonstrations through audio-visual materials. One showing is, in fact, better than a hundred sayings.”

2.18 When asked about the financial and physical targets laid down and the progress achieved so far, the witness replied:

“In the Ministry of Education we have educational technology unit which was started in 1972-73. In the NCERT we have Centre for Educational Technology. This was started in 1972-73 with the assistance from UNDP. The amount involved was \$ 11.37 million. In the States the corresponding cell is for educational technology and this was intended to stimulate the use of TV and other media mainly with a view to improve the quality of education. This is 100 per cent Centrally assisted scheme and it was our endeavour that after a period of three years the State Governments should take over the management of these institutes. But later on when we found that the response was not quite good, this was extended to a period of five years.”

The witness further added:

“By the end of the Fourth Plan period, only two Educational Technology Cells were established in two States, Maharashtra (1972-73) and Rajasthan (1973-74). By the end of 1974-75, five other States, Andhra Pradesh, Bihar, Karnataka, M.P. and Orissa had set up Educational Technology Cells and this was after the Ministry enabled the State Governments to take over the management of the Scheme after a period of five years. By 1979-80, Educational Technology Cell have been set up in 21 States with the solitary exception of Tripura.”

2.19 Asked whether any review of the programme had been undertaken to find out its impact, the witness submitted:—

“In order to find out the achievements in the promotion of education, a Working Group was set up under the Chairmanship of Secretary for Education in order to continuously monitor and identify the priority areas, work out more detailed schemes and also to find out the inadequacies and how to supplement them. The Working Group noted that the progress of the Programme was hindered by inadequate staff, inadequate physical facilities and absence of coordinating mechanism at the State-level; and in the course of the developmental programme, we have tried to utilise the experience gained and we tried to remove those hindrances. The experience gained from TV was also taken advantage of in the broadcasts made through the radio to improve primary education and for training the teachers. Teacher training programmes are

being organised through radio and support materials, in the States of Kerala, Gujarat, Andhra Pradesh, Karnataka, Tamilnadu and Assam. Radio broadcasts are also being increasingly used for improving primary education in Tamil Nadu and Rajasthan. Radio broadcasts are being used in Rajasthan to teach Hindi, as the first language, from primary level to secondary school level. This has been developed with the full cooperation of ET Cell in Rajasthan."

2.20 The Committee enquired of the witness as to how many of the ET Centres had been set up in 21 States have been transferred to State Govts. concerned, the witness replied:—

"15 out of 21 States have taken over the responsibility for management of the Educational Technology Centres. The Central Government would be rendering financial assistance upto 1983-84. After this period, Central assistance would be offered to the remaining States also if they come forward to manage the Centres."

2.21 As regards the efficacy of the programme the witness submitted:—

"The scheme is very good but an uncertainty prevails as to up to what period this 100 per cent assistance will be available to the States. The States were not in the initial stage enthusiastic to take up the Scheme. After it is made certain that 100 per cent assistance would be given, the States are coming forward. We are going to fully make use of the INSAT Programme and we have chosen six States and work is in progress in Andhra Pradesh and the material is being prepared. Actually it is a two-fold process. The Ministry of I&B helps us in extending television facilities to the States. Our Educational Technology Centre prepares the Educational material and recruits the right type of persons to prepare software and we have organised temporary studios in Orissa and Andhra Pradesh. Permanent studios are under way."

The witness further added:—

"We are handicapped in the matter of setting up studios and we approached the Door Darshan for necessary help in this regard but they pleaded their inability because they are hard-pressed for time. We have now, therefore, entrusted the entire matter to the Department of Space and we are hopeful that in the next 24 months these studios would come up in six States, Orissa, Andhra Pradesh, Maharashtra, Gujarat, Bihar and Uttar Pradesh."

**2.22** Asked if the INSAT time allotted for these programmes by DOORDARSHAN and AIR adequate, the witness stated:

"At present, in the INSAT programme, the time allotted for education in 45 minutes to each State. This time is divided between two programmes. One programme is for children in the age group of between 5 to 8 years which corresponds to Classes 1, 2 and 3 in the School. The programme on television for these children extends up to 20 minutes. Intermission is for 5 minutes.

The other programme is of 20 minutes duration for children of classes 4 and 5 in the schools.

These are the programmes for educational institutions during the mornings. In the evenings, the television facility is extended for imparting education and entertainment to the community."

**2.23** The Educational Technological Programme launched in 1972-73 as a Centrally sponsored scheme aims at bringing about a qualitative improvement and a wider access to education through radio and television. The scheme is implemented through Educational Technology Cells in the States which are established and equipped with Central assistance for a period of 5 years and thereafter maintained by the State Governments. The Committee were informed that this programme was started with the assistance from UNDP. At the initial stages the coverage of the scheme was poor. However, by now all States except Tripura have set up these centres. It has been brought to the notice of the Committee that the progress of the programme was hindered by inadequacy of staff, inadequate facilities and absence of coordinating mechanism at the States' level. As this is a cent-per-cent Centrally assisted scheme, it should be the responsibility of the Centre to ensure that the constraints are removed and the programme is implemented effectively. There should be an integrated approach in the sense that the beneficiary institutions/bodies must also be assured of availability of radio and TV sets. It should also be ensured that the educational software produced by them for transmission over the Radio and TV is of uniformly high standard and quality and of real use. Consistent with the policy of the Government, greater emphasis should be given in this scheme to cater to the spread of non-formal elementary education. The Committee feel that the scheme requires reorientation in the light of these.

*(c) Central Assistance in formulation of State Plans*

**2.24** It is stated that:—

"In order to achieve Universalisation of Elementary Education, the Ministry of Education assists the States in the formulation of their plans in the field of Education."

2.25 During evidence, the Committee asked the representative of the Ministry about the concrete work done by the Central agencies in this regard:—

“In order to help the States in formulating the plans for education, we have organised the training-cum-programme workshops of Finance officers, Planning officers and other officers of the Departments of Education from time to time. Even for the 7th Plan we organised recently in September a training-cum-workshop which was attended by senior level officers of Education Departments of ten States. This was a part of series of such workshops which we are organising during 1983-84. First one has already been organised, the second one is being held in January and later on there will be a few more workshops where the remaining States will join. In these workshops, we give them the techniques of preparing plans for education which includes awareness about the priorities of education, particularly elementary education and non-formal education.”

The witness further clarified:—

“We organise some programmes on regional basis and some on all-India basis. Similarly, we had conducted training programmes for the Sixth Plan formulation also for the help of the States. As I was explaining, we have been considering the covering of our programmes, the areas like use of data base, the projection techniques, monitoring and evaluation techniques, the future trend in education, the standard of education to be given to the girls and education of Scheduled Castes, Scheduled Tribes and other deprived sections of the community. There is a special emphasis on sector-wise and inter-courses, we train these officers and then they try and train their other officers with the help of State Institutes of Education and other agencies.”

2.26 The Committee asked the witness whether training was imparted before the launching of Sixth Plan. The witness replied that this was a continuous process. During the year 1983, 40 programmes were being implemented.

2.27 The Committee pointed out that had the training programmes been initiated before the launching of the Sixth Plan, the scheme of elementary education would have been implemented



smoothly. Agreeing with the Committee the witness submitted that even now it was not too late. Whatever the input by way of training it would help in future.

2.28. The Committee have been informed that the Ministry has now started organising training-cum-programme workshops to help the officers of the States in the formulation of their plans in the field of education. The Committee feel that had the training programmes been initiated before the launching of the Sixth Plan, the programme of elementary education could have been implemented smoothly. Conceding this during evidence, the representative of the Ministry informed the Committee that "even now it was not too late". The Committee wish to stress that there must be a measure of uniformity if not absolute similarity in education planning. Now that education is a concurrent subject, the Centre has a responsibility to attain this objective. They, therefore, desire that the training programmes should be organised imaginatively so that a well-integrated planning for balanced development could be evolved and put through. The special needs of backward regions should be clearly identified and strategy for levelling them up with the rest of the country evolved in a coordinated manner.

(d) *Coordination between the Ministry of Education and Culture & Deptt. of Rural Development*

2.29 According to the Preliminary Material furnished to the Committee by the Ministry "Elementary Education has been continued as part of the Minimum Needs Programme (MNP) in the Sixth/Five Year Plan. The Ministry of Rural Development has been identified as the nodal Ministry for 'elementary education' in MNP."

2.30 During evidence, the Committee asked the representative of the Ministry as to what role had been left to the Ministry of Education and Culture after identifying the Ministry of Rural Development as the nodal Ministry. The witness replied that each Ministry was responsible for its subjects. Health is under Ministry of Health, education is under Ministry of Education, water supply comes under Ministry of Works and Housing. To implement all these things at the bloc level Ministry of Rural Development is incharge and it coordinates the work among all these Ministries. Funds are made available by Ministry of Education or State Education Departments.

2.31 Committee enquired of the witness whether there was any system in the Ministry of Education to monitor the progress made by Ministry of Rural Development in the field of Elementary Education. The witness told that all the information and data come to centre

through State Education Deptts. especially in the States where Primary Education is being looked after by Panchayati Raj or Rural Development Department.

2.32 The Committee asked whether an agency at the Centre who could monitor the progress at local level and get the requisite information in the field of Elementary Education could be set up. The witness responded that the State Education Deptts. compiled all the necessary information and forwarded it to the Centre. It would create problems if it was done at the Central level.

2.33 The Committee note that the Ministry of Rural Development is responsible for implementation of the Minimum Needs Programme which includes 'elementary education' and coordination with the Ministries and State Departments concerned. While the Committee appreciate the integrated approach to rural development and the programmes as well as institutional arrangement evolved therefor, they would like to caution that there should be no overlap of functions or duplication of efforts between the Ministry of Rural Development and other Administrative Ministries, entailing delays in regard to planning, funding, implementation, monitoring and follow up. They would desire a review of the arrangement in this light for such re-arrangement as may be needed.

...

## CHAPTER III

### EDUCATION AND NATIONAL INTEGRATION

#### (a) *Language Policy*

3.1 During the evidence, the representative of the Ministry was asked as to what the policy of Government was regarding the learning of Indian languages by students at the elementary stage, whether there was a consensus among the Centre and States in this regard, and whether the Syllabi drawn up by NCERT containing any provision in regard to languages to be taught at the Elementary Education Stage.

The witness replied:—

“The policy regarding language teaching is given in the curriculum framework for the 10 year school, framed by NCERT. The three-language formula actually starts from Secondary stage. That is the policy contained in the 1968 policy document.”

The witness added:—

“At the primary stage there is one language and it is supposed to be the mother-tongue as far as possible. In fact the mother-tongue should be the medium of instruction at the primary stage where it is not the regional language. But the school is supposed to give the facility of learning the regional language from Class 3 onwards; so that it can become the medium of instruction from class 6 onwards.”

The concept of ‘regional language’ was explained by the witness as follows:—

“Take, for instance, Andhra Pradesh. There the regional language will be Telugu. But supposing a child from Bengal is there, the facility should be available for that child to learn with Bengali as the medium of instruction at the primary stage subject to certain norms.”

The witness continued:—

“facility to learn that regional language should be introduced from Class 3 onwards so that from Class 6 onwards the medium of instruction can be shifted to the regional language. At the middle stage the regional language will be the medium of instruction and naturally that will con-

inue to be the first language also. But there should be a second language and Hindi taught compulsorily. In Hindi speaking areas naturally the regional language will be Hindi and therefore, automatically that becomes the first language and in such areas English will become the second language to be taught compulsorily."

3.2 The Committee enquired as to why only English was taught and no option was given for learning of Indian language. The witness replied that English was taught because it was the associate official language. When the secondary stage was reached the three language formula became operative i.e. the main language will be Hindi, then English and then any modern Indian language like Telugu, Tamil etc. as optional language as distinguished from a classical Indian language like Sanskrit, Arabic, Persian, Pali, Prakrit, old Tamil as popularly understood. According to the witness a classical language could not be included in the three language formula. It could not become a compulsory language.

3.3 In response to a query from the Committee about the idea to adopt English as the Second Compulsory language in Hindi speaking States the witness replied:—

"It is because of historical reasons that we had this language in vogue in many States and Hindi may take time to catch up as the official language in all parts. Until then wherever Hindi is not having strong hold, there should be a link language. Therefore, English has been retained as an associate language. This is the accepted Policy of the Govt."

3.4 Asked at what stage the teaching of third languages was taken up, the witness submitted:—

"It starts at Class IX. In Hindi speaking areas it will be Hindi as the first language. Associate official language viz., English is the second language and any other modern Indian language is there as the third language. In non-Hindi speaking areas the regional language will be the first language, Hindi as the official language will be the second language and English as the associate language will be the third language."

3.5 The Committee asked the witness about the reasons for non-teaching of any South Indian language or Bengali or Assamese as a compulsory third language in the Hindi speaking states. The witness replied that according to the three language formula, teaching of any modern Indian language as third language was compulsory preferably a Southern language.

3.6 The Committee pointed out that Hindi had been made the official language and efforts were being made to teach this language

in the South where people were not receptive because there was no matching effort to teach a southern language in the North. This impasse was obstructing the process of national integration. The witness responded:—

“Two steps were taken to achieve this objective. The regional language centres were set up to enable State Govts. to train their teachers to teach languages of other States. The regional language centre in Mysore which is training teachers in the four southern languages got teachers from north India. It is not that they are training teachers of their own States. To facilitate the States to avail of the services offered by the regional language centres, the Central Government gives financial assistance also to the States to appoint Hindi teachers in non-Hindi areas and other language teachers in Hindi areas.”

3.7 The witness added that although no review of the three language formula had been undertaken yet it had been impressed time and again on the States to take steps to implement the formula in letter and spirit.

3.8 Asked whether any incentives were given to Hindi teachers to take up jobs in schools in South and *vice versa* the witness replied:—

“The financial assistance is given by the Ministry of Education for the appointment of Hindi teachers in non-Hindi speaking states under a separate scheme. The financial assistance is also given for the setting up of Hindi training colleges in the North-eastern region and in the Southern States. For the training of Hindi teachers, there are also three Kendriya Hindi Sansthan Centres: one in Delhi, the other in Gauhati and the third in Hyderabad. These are exclusively engaged in the training of Hindi teachers in the Southern States and North-eastern States. So far as the training of teachers of other regional languages is concerned, that is taken care of by the five regional language centres.”

3.9 When asked whether any guidelines had been issued to states to implement the language policy, the witness replied:—

“We have been issuing instructions since 1968 to all the State Govts. requesting them to implement the three language formula, which has been adopted by Parliament and all the State Governments.

In our meetings with the State Govts., we are impressing upon the State Govts. the need to implement this formula. This

has been reiterated again and again at meeting after meeting. The last meeting of the Central Advisory Board of Education of which the Ministers of Education of all the States are Members, was held on 6th and 7th of June, 1983 and the following resolution was adopted:—

‘The Board resolves that in the interests of the unity and national integration of India, it is necessary that the State Governments should take immediate and effective steps to implement the three language formula as laid down in the national policy resolution on education in 1968. In this connection, the State Govts. should keep in view the spirit of this formula while formulating the language pattern in their States. The State Govts. should also take advantage of the schemes being operated by the Ministry of Education & Culture for this purpose.’ This resolution was unanimously adopted.”

3.10 Pointing out that a lot had been done in the South to popularise Hindi, the Committee asked the witness why similar efforts had not been made in North to popularise the other regional languages especially the Southern languages. The witness replied that “as far as assisting States is concerned, the Central Govt. has got a scheme for providing assistance for the training.”

3.11 Asked what should be done to popularise South Indian languages in the North, the witness replied:—

“It is a very good idea. How do we go about it, we have to look into this aspect; we shall examine what you have said and we shall see how this can be done.”

3.12 The witness added that the sentiments expressed by the Committee were laudable. However, the ways and means to implement the ideas of Committee and the manner in which States should be involved in the implementation would have to be explored. The witness further added that: “We will take note of these views and will take it up with the Govt. that these are your feelings.”

3.13 Subsequent to evidence before the Committee, the Ministry of Education and Culture have furnished the following statements:

- i) Statement showing the position of languages taught at the Primary Stage in Hindi-Speaking and Non-Hindi-speaking States (Appendix I).
- ii) Statement showing the pattern of languages and the position of implementation of these languages formula in the States and Union Territories (Appendix II).

**3.14 Our country symbolises the unity in diversity. Our composite culture is marked by its adaptability, tolerance and healthy respect for its constituents. These are the legacies that the present generation also would pass on to the future generation. Education is the best means of passing on this legacy. In a multilingual society such as ours, the national integration and unity could be fostered if the educated could freely communicate with each other without any impediment. For this purpose it is inevitable that our children learn more than one Indian language and a link language. For historic reasons and taking into account the imperatives of the modern age English has become not only a link language within the country but is also necessary for communication with the rest of the world. Hindi besides being the official language of the Union, has acquired the importance for effective communication within the country. Further, after the linguistic reorganisation of the country, the regional languages having become the official languages of the various States, one has to learn the language whether or not it is the mother tongue. If Hindi happens to be the regional language as well as the mother tongue it is but just to expect acquaintance with another Indian language. Thus the three language formula came to be adumbrated in the National Policy Resolution on Education in 1968. However, even allowing for necessary variations in the implementation of the formula, the ideal underlying it is yet to be achieved throughout the country. Though it was envisaged that Hindi, English and regional language in addition to the mother tongue, if it is not one of these three languages were to be compulsorily learnt, in some States third language is optional, while in some others there is no third language to be learnt at all. Having regard to the spirit behind the three-language formula, the Committee would in all earnestness exhort all concerned to ensure acceptance of it by providing such incentives as may be necessary in order to serve a paramount national purpose.**

**3.15 The Committee entirely agree that at the primary stage of education the mother tongue ought to be the medium of instruction. Every citizen could claim a legitimate right to be taught in mother tongue and, therefore, facilities for this purpose must be made available in all the States as part of our planned development of primary education.**

**3.16 The other language should be gradually introduced as the children move up from the primary to the middle level. The Committee are of the view that encouragement to learning of a regional language other than Hindi in the Hindi speaking region would strengthen national integration. Considerable resources have been committed and a lot of effort is being made for popularising the study of Hindi in non-Hindi speaking States. The Committee feel that there should also be sustained effort and commitment of resources for popularising the study of regional languages other than Hindi in the**

**Hindi speaking States. The Committee accordingly recommend that the Ministry of Education and Culture may evolve suitable schemes in addition to the training of teachers to popularise the study of languages other than Hindi. The Ministry should also make efforts in this direction by aiding and encouraging non-official educational organisations devoted to teaching of languages other than Hindi in the Hindi speaking belt.**

(b) *Syllabi*

3.17 During evidence, the Committee asked the representative of the Ministry whether the model syllabi drawn up/books produced by NCERT contained elements directed towards National Integration and imbibing a spirit of Nationalism among the children. The Committee further asked the witness to cite a few instances, indicating as to how this aspect has been fully taken care of in the syllabi/NCERT books. He replied:

“NCERT has taken full care in the preparation of textbooks from the point of view of national integration and all textbooks have been evaluated and scrutinised very carefully and they have been approved that they fulfil all aspects that should go into the promotion of national integration.

As far as languages and history books are concerned, proper care has been taken to reflect the importance of all regions, languages and religions so that there is no imbalance. NCERT has specially taken up two very important projects. One project deals with the teaching of national movement through folios. It is a very ambitious plan and through these folios and narratives, students would be taught as to what has been our national movement through these last 200 years.

The second very important and ambitious project that we have taken up is to evaluate all language and history textbooks of various States. This work is completed already in more than half of the States. In fact, almost all States have initiated processes of evaluation of the Textbooks from the national integration point of view.”

The witness added:

“NCERT has been designated as a nodal organisation to promote national integration through community singing. We have undertaken the responsibility to train a number of teachers in community singing and the like. We have set up five training camps throughout the country and by the middle of 1984, we will cover all the States. Besides



this, we have also undertaken the responsibility of preparing supplementary material for national integration as also certain anthologies in which we will try to reproduce the words and sayings of great people of our country to promote national integration.

We have been having many national integration camps of students and teachers, and it is a deliberate policy of the NCERT to promote national integration. The Ministry of Education has been taking very keen and deep interest. Recently a meeting was held by the Secretary with the Secretaries of all the States and this point was specifically referred to."

3.18 The witness informed the Committee that 15 songs had been composed in cassettes. Money was also given to States to train teachers who could sing or train students in singing. When the Committee enquired from the witness whether a review of teaching of history had been undertaken because it may be possible to inject communal venom in the minds of the children at the formative stage by a teacher irrespective of letter and spirit of the lessons in the book produced by NCERT. He submitted:

"I endorse what the hon. Member has said. That has been my experience also. In spite of all the care that one might take, much would depend on teaching. If the teacher is determined to teach in a manner which will have communal bias, there is no escape. For this obviously at the district level some appropriate steps are to be taken by the State Govts. A good deal of public opinion will have to be generated."

3.19 The Committee suggested that lessons imparting the spirit of nationalism might be incorporated in the textbooks; referring to religious aspect as less as possible, and efforts should be made to instil the feeling of respect for other languages of the country in the minds of children. The witness responded that these kinds of lessons were there in the textbooks emphasising moral aspect of religion. The representative of the Ministry further stated that the suggestion of the Committee was in the right direction.

3.20 The Committee further suggested that while projecting a particular personality through the textbooks, no mention be made of the religion, caste and community to which the person concerned belonged. This approach might prove to be beneficial for achieving National Integration and it should be adopted from 1st to 10th Class. Historical wars and battles should not be projected in the History textbooks as wars between people belonging to differing religions. Instead National Movement alone should be given importance that it deserves. The witness responded that "we will take note of it and further try and improve."

3.21 Through a subsequent note furnished by the Ministry, the Committee were informed as follows:—

At the instance of the Ministry of Education and Culture, a programme of evaluation of school textbooks was initiated by NCERT in 1981. To begin with, school textbooks in the subjects of history and languages have been taken up for evaluation. Textbooks in other subjects will be taken up at a later stage. The actual evaluation is undertaken by the respective States and UTs. NCERT coordinates the whole programme. With the help of experts, it has prepared the guidelines and tools for evaluating the textbooks in history and languages (copies enclosed). These guidelines and tools of evaluation were discussed with the representatives of these agencies and finalised in a conference held at NCERT in September, 1981. A procedure for carrying out the programme was also evolved in the Conference. The finalised guidelines and tools were sent to all the States and UTs.

The review is being undertaken from the standpoint of promoting the sense of national integration among the students and also identifying materials and approaches which may directly/indirectly perpetuate untouchability, casteism, communalism, religious intolerance, linguism, racism, regionalism, etc. The items on which the subject matter of the books were to be reviewed and evaluated and identify objectionable materials were:

- (i) Communalism.
- (ii) Regionalism and linguism.
- (iii) Casteism.
- (iv) Racism.
- (v) Obscurantism and superstition.

The review of the textbooks has been decentralized. This was done in view of the nature of work which could be undertaken more meaningfully at the State level where decisions about preparation and prescription of textbooks are taken. In many of the States, agencies have been created which are responsible for preparing/prescribing textbooks. These agencies are in a better position to undertake the programme of evaluation of textbooks and implement the findings of evaluation. The States have been asked to set up Steering Committees for planning and conducting the evaluation programme. These committees lay broad guidelines for the programme and take other necessary steps.

At the national level, a high level Steering Committee has been set up which would, among other things, consider the evaluation reports from the State/UTs/NCERT, review the progress of the programmes, indicate policy guidelines for future action and where considered necessary, commission or undertake evaluation directly. This Committee has so far held two meetings. In those meetings it re-

viewed the progress of the work done in States and formulated future policies in improving the quality of textbooks from the standpoint of national integration.

A joint meeting of the heads of State agencies responsible for the programme and the members of the Steering Committee was held at Amritsar on September 3-4, 1982. The meeting reviewed the progress of the work done in various states. The meeting adopted the following recommendations with regard to improvement of the quality of textbooks:—

- (i) The development of school textbooks in history and languages should be governed by the following principles which have to be kept in view particularly with the purpose of promoting national integration and stimulating the intellectual creativity of the youth:—
  - (a) That powerful consciousness of nationhood forms the very basis of our social existence and is also the basis of our unity and strength.
  - (b) That this consciousness of nationhood is under-pinned by the cultural value which our people have shared over the centuries which motivated our struggle for political liberation and which inform our people in the task of national-building today.
  - (c) That our consciousness of nationhood further inspires us, individually and collectively to respect the different social, cultural and religious values to which we subscribed, and that such mutual respect is a heritage of which we, as Indians, are proud.
  - (d) That our consciousness of nationhood also encourages each citizen of our country to play a full and active role in the affairs of his locality and State, on the one hand, and of the world community, on the other, in addition to his duties obligations to the country.
- (iii) As the task of evaluation of nationalised textbooks was about to be completed, it was necessary that textbooks in history and languages prepared by individuals or groups of individuals, in private capacity and being used in private schools, should also be evaluated. The agencies that the States have created and which had completed the work entrusted to them in the light of the Government of India's decision, should undertake the evaluation of these books.
- (iv) The time has come when steps should be taken to incorporate materials in textbooks which would promote

national integration. For this purpose it would be necessary to develop suitable textual materials at the State levels by expert groups. Simultaneously, the National Steering Committee should explore the possibility of preparing anthologies/reference materials under its aegis with the collaboration of State agencies. These anthologies and materials could be made use of in preparing textual materials at State and Central levels.

- (v) It was felt that, although the existing text-books were found to be without serious blemishes it was strategically important that the positive values of national integration be adequately articulated. With this end in view, the creation of panels of text-books in various disciplines at various stages of school education was necessary. These could be drawn either from text-books that were already existing or by making fresh attempts at developing them.
- (vi) A review of the institutional framework available in the States for the preparation of text-books had indicated that in some of them this framework needed to be reviewed to ensure effective coordination among various agencies responsible for preparation, production and evaluation of text-books.

These recommendations have been communicated to the State Governments with a request that necessary action may be initiated.

**3.22 The Committee appreciate the efforts of Government to promote National Integration through education. However, a lot is to be done in this direction. Even unwittingly the text-books and teaching aids and methods should not develop parochialism-linguistic or communal in the minds of the young. The Committee note that at the instance of the Ministry of Education and Culture, a programme of evaluation of school text-books was initiated by NCERT in 1981. To begin with, history and language text-books have been taken up and the NCERT coordinate the work in this regard undertaken by the respective States and Union Territories. This review has been confined to the nationalised text-books and other private text-books have also to be evaluated. The Committee desire that there should be a time-bound programme for completing this work as well as evaluation of text-books in other subjects. Further, as admittedly it is not enough to ensure that there is no negative influence of the text-books, it is equally essential to incorporate in the text-books materials which would positively promote national integration. This task has also to be taken up in right earnest by the NCERT so as to ensure that values of patriotism, national integration and secularism are well articulated in the text-books. The Committee would await the programme evolved in this regard.**

3.23 The Committee are of the view that there should be a balanced stress on the importance of all religions, languages and religions in the text-books. In fact, consistent with our secular ideal, reference to religions should be as less as possible, taking care to see that a healthy respect for all the religions is inculcated in the tender minds of the students. No historical war should be projected as wars between people belonging to different religions. The Committee hope that these suggestions would also be kept in mind while reviewing and reformulating the text-books.

NEW DELHI;  
*January 18, 1984*  
*Pausa 28, 1905 (S)*

BANSI LAL,  
*Chairman,*  
*Estimates Committee.*

APPENDIX I

(See Para 3.13)

**STATEMENT SHOWING THE POSITION OF LANGUAGES TAUGHT AT THE  
PRIMARY STAGE**

(d) *Hindi Speaking States*

Sl. No.	State/UT	Languages Taught
1.	Bihar . . . . .	1. Mother Language : —From Class I Hindi, Urdu, Bengali Oriya, Maithili, Nepali and English. 2. National Language : —From Class II Second Indian Language—Hindi (whose mother tongue is other than Hindi) OR Sanskrit OR Bengali, Oriya, Urdu.
2.	Haryana . . . . .	Hindi
3.	Himachal Pradesh . . . . .	Hindi
4.	Madhya Pradesh . . . . .	Mother tongue/Hindi
5.	Rajasthan . . . . .	Hindi
6.	Uttar Pradesh . . . . .	Hindi
7.	Delhi . . . . .	

The practice adopted for schools in Delhi provides for the teaching of three languages in a phased manner as follows :

- (i) Class 1 and 2 : One language (Mother tongue or Regional Language).
- (ii) Classes 3 to 5 : Two languages.
- (iii) Classes 6 to 8 : Three languages.
- (iv) Classes 9 to 10 : Two languages.
- (v) Classes 11 to 12 : One language.

(ii) *Non-Hindi Speaking States*

Sl. No.	State/U.T.	Language Taught
1	2	3
1.	Andhra Pradesh	1. Mother tongue and Regional language. 2. English from Class V.
2.	Assam	1. Mother tongue or regional language. 2. English from Class V.
3.	Gujarat	1. Mother tongue and regional language. 2. English from Class V.
4.	Jammu and Kashmir.	Urdu or Hindi
5.	Karnataka	1. Kannada shall be the sole first language according to the New Language Pattern adopted by the State Govt. Teaching of the Kannada from 1st standard in non-Kannada schools will commence from the academic year 1982-83 itself and the language pattern for the High Schools will come into force from the year 1987-88.
6.	Kerala	1. Regional language Malayalam (Kannada or Tamil for minority linguistic groups) 2. English from Class IV.
7.	Maharashtra]	1. Mother tongue or regional language 2. English from Class V.
8.	Manipur	1. Manipuri or recognised Tribal dialects 2. English from Class III.
9.	Meghalaya	1. Hindi (optional, it is compulsory only in some schools in which the medium of instruction is Hindi). 2. English from Class IV.
10.	Nagaland	1. Mother tongue from class I onwards. 2. English from class I onwards. 3. Hindi from Class V.

1	2	3
11. Oriasa		1. Regional language or mother tongue. 2. Hindi from Class IV.
12. Punjab		1. Punjabi from Class I. 2. Hindi from Class IV.
13. Sikkim		1. English from Class I, 2. Hindi from Class I.
14. Tamil Nadu		1. Tamil or the mother tongue of the pupil where it is different from Tamil from Class I. 2. English or any other non-Indian Language from Class III.
15. Tripura		1. In tribal area Regional language Kak Barak. In Non-Tribal area Regional language Bengali from Class I. 2. Ist language-Regional language-Bengali second Language-English 3rd language-Hindi/Sanskrit/Arabic/Pali/Persian etc. from Class III.
16. West Bengal		1. First language Assamese, Bengali, English, Gujarati, Hindi, Lushai, Malayalam, Marathi, Modern Tibetan, Nepali, Oriya, Punjabi, (Gurmukhi), Santhali Sadani, Telugu, Tamil, Urdu. 2. English from Class IV.
17. Arunachal Pradesh		1. English from Class I. 2. Hindi from Class I.
18. Andaman and Nicobar.		1. Ist language (mother tongue) Hindi, Tamil, Telugu/Urdu/Malayalam/Bengali/Punjabi 2. English from Class I. (optional in class I and II)
19. Chandigarh.		1. One can opt for Hindi/Punjabi as Ist and and language. First language from Class I. Second language from Class III. English from Class III.
20. Dadra and Nagar Haveli.		1. Regional language Gujarati and Marathi from Class I. 2. Hindi from Class V. 3. English from Class V.



1	2	3
21. Goa, Daman and Diu	.	<p>Goa—Marathi from Class I          Konkani from Class I          Urdu from Class I.          Kannada from Class I          English from Calass I } Any one of these languages.</p> <p>Daman &amp; Diu—Gujarati from Class I.          English/Hindi from Class III.</p>
22. Lakshadweep	.	Same as for Kerala.
23. Mizoram	.	Mizi from Primary Class Ist. English from Primay Class III. Hindi from Class V
24. Pondicherry	.	<p>1. Pondicherry and Karaikal regions. (as in Tamil Nadu).</p> <p>2. Mahe and Yanam regions. (As per language patterns in Kerala and Andhra Pradesh respectively).</p>

**Note I.** All the States and U. Ts except J & K and Arunachal Pradesh have accepted mother tongue to be the suitable medium of instruction at the primary stage.

**Note II.** All the States and U. Ts permit the study of mother tongue of the children belonging to linguistic minorities provided there are at least 10 students in a class and/or 40 students in school and they express their desire to study their mother tongue as first language.

**STATEMENT SHOWING THE POSITION OF THREE LANGUAGES TAUGHT AT THE SECONDARY STAGE**

*(iii) Hindi Speaking States*

State/Union Territories	Language I	Language II	Language III
1. Bihar	Hindi, Urdu, Bengali, Oriya, Maithili, English (classes I—XI)	Hindi, Bengali, Maithili, Oriya, Urdu, Santhali, Hi, Oraon, Sanskrit (classes IV—XI)	English (classes VI—XI)
2. Haryana	Hindi, Urdu, Punjabi, (classes I—XI)	English (classes VI—XII)	Urdu, Punjabi, Telugu, Sanskrit, Hindi (classes VII—IX)
3. Madhya Pradesh	Hindi, Marathi, Sindhi, Urdu, Bengali, Gujarati, Oriya, Punjabi, Tamil, Telugu, English, (classes I—XI)	Sanskrit, Hindi, Marathi, Urdu, Bengali, Gujarati, English, Sindhi, Punjabi, Tamil, Telugue, (classes V—XI)	Hindi, Marathi, Urdu, Bengali, Gujarati, Sindhi, Punjabi, Tamil, Telugu, Sanskrit, French, Arabic, Persian (classes IX—XI)
4. Rajasthan	Hindi, Punjabi, Sindhi, Urdu, Gujarati, English (classes I—XI)	English (classes VI—XI)	Hindi, Sanskrit,, Punjabi, Malayalam Bengali, Tamil, Urdu, Sindhi, Gujarati (classes V—X)
5. Uttar Pradesh	Hindi, English, Urdu, Punjabi, Bengali, (classes I—X)	English (classes VI—X)	Optional—Any one of classical languages or modern Indian languages or modern foreign languages.
6. Delhi	Hindi, Urdu, Sindhi, Bengali, Tamil, Telugu, Malayalam, Kannada, Marathi, Gujarati, Sindhi, Punjabi, (classes I—XI)	Hindi (classes III—XI)	English (classes VI—XI)
7. Himachal Pradesh	Hindi, English, (classes I—XI)	English (classes VI—XI)	Optional—Urdu, Punjabi, Sanskrit (classes IX—XI)

State/Union Territories.	Language I	Language II	Language III
(iv) <i>Non-Hindi Speaking States</i>			
1. Andhra Pradesh	Telugu, Hindi, Urdu, Kannad, Tamil, Oriya, Marathi, Gujarati or A composite course of a modern Indian languages mentioned above with allied classical languages or A language mentioned above and Hindi (classes VIII—X)	Hindi or Telugu (classes VIII—IX)	English (classes VIII—X)
2. Assam	Assamese, Bengali, English, Hindi, Urdu (classes VII—XI)	English (classes IV—XI)	Hindi, Bengli or or Assamese (classes V—XI)
3. Gujarat	Gujarati, Urdu, Hindi, Sindhi, Marathi, Tamil, Telugu, Malayalam, English (classes I—XI)	Hindi, Gujarati V—XI)	English (classes] (classes V—XI)
4. Jammu & Kashmir	Urdu, Hindi, (optional) (classes IX & X)	English (compulsory) (classes IX & X)	Optional Persian, Arabic, Sanskrit (classes IX—XI)
5. Kerala	Malayalam, Tamil, Kannada, English, Urdu, Bengali, Arabic, Gujarati (classes I—X)	English (classes IV—X)	Hindi (classes V—X)

State/Union Territories	Languages
6. Karnataka	(1) The following language pattern at the secondary school level will be adopted by the State Govt. of Karnataka (from the academic year (1987-88))  A— <i>First Language</i> Kannada shall be the sole first language (to carry 125 marks). B— <i>Two other languages</i> from the following :— Urdu, Tamil, Telugu, Marathi, English, Hindi Sanskrit, Arabic, Persian, Malayalam and Kannada (to carry 100 marks each). (2) Students coming from outside the State and joining VIII or IX or X standard in the State of Karnataka and who did not study Kannada earlier may be permitted to take English or Hindi as first language. (3) The teaching of Kannada from I standard in non-Kannada schools will commence from the academic year 1982-83 itself and the language pattern for high schools prescribed above will come in to force from the academic year 1987-88 .

State/Union Territories	Languages		
7. Maharashtra	In Maharashtra State, there are in all 7 media of instructions through which the education is imparted from standard V to Standard X in schools. In almost all the cases of different media of instructions, Three Language Formula is being followed according to the requirements of various communities in the State. This pattern of study of languages has been implemented since the academic year 1972-73 onwards. However, the existing pattern was slightly modified so far as language formula is concerned from the academic year 1982-83. According to this pattern it is decided to make Sanskrit as optional language from Standard VIII onwards. Any school desiring to opt for Sanskrit shall have the option of dropping Hindi for Sanskrit. However, Hindi will be compulsory upto Standard VII.		
State/Union Territories	Language I	Language II	Language III
8. Manipur	Manipuri, Bengali, Hindi (classes I—XI)	English (classes— III- XII)	Nil
9. Meghalaya	Hindi  Hindi Hindi English	Primary (optional, in some schools in which the medium of instructions is Hindi).  Middle High High	(it is compulsory only in which the medium of instructions is Hindi).  as above as above Compulsory in non-Hindi Schools.
10. Nagaland	English (classes XIII)	Ao, Angami (classes IX & X) (optional)	Nil
11. Orissa	Oriya, Hindi, Bengli, Urdu, Telugu, English, Sanskrit (classes I-XII)	English (classes IX—XIII)	Composite course— Hindi, Sanskrit, Oriya (classes VIII— XI/XII).
12. Punjab	Punjabi, Hindi, Urdu (classes I—XI)	Hindi, Punjabi (classes IV—XI)	English (classes VI—XI)
13. Tamil Nadu	Tamil, Telugu, Malayalam, Kannada, Urdu, Hindi, Gujarati, (classes I—XI)	English (classes III—XI)	Nil
14. Tripura	Bengali (classes I—XI)	English (classes III— XI)	Nil
15. West Bengal	Bengali, English, Nepali, Hindi, Urdu, Oriya, Telugu, Gujarati, Assamese, Lushai Marathi, Modern Tibetan, Punjabi, Santhali, Sadani, Tamil (classes I—X)	English (classes III— X)	Hindi, Assamese, Bengali, Gujarati, Lushai, Malayalam, Oriya, Sadani, Santhali, Telugu, Tamil, Urdu, Pali, Sanskrit, Latin, Greek, Arabic, English, French (classes VI—X)

State/Union Territories	Language I	Language II	Language III
16. Sikkim . . .	(1) English (2) Hindi (3) Nepali/Tibetan/ Lepcha/Limboo	Classes I to XII Classes I to VIII	•
•Either (2) or (3) in classes IX and X.			
17. Andaman & Nicobar Islands	Hindi, Urdu, Bengali (classes I—XI)	English (classes IV—XI)	Hindi, Bengali, Tamil, Malayalam, Sanskrit, (classes VI—X)
18. Arunachal Pradesh . . .	English (classes I—XI)	Hindi (classes III—XI)	Assamese or Sanskrit (classes IV—XI)
19. Chandigarh . . .	Punjabi, Hindi, (classes I—XI)	Hindi, Punjabi, (classes V—XI)	English (classes VI—XI)
20. Dadra & Nagar Haveli . . .	Gujarati, marathi, English (classes I—XI)	Hindi (classes V—XI)	English (classes V—XI)
21. Goa, Daman and Diu . . .	English (classes V—XI)	Hindi (classes V—XI)	Any classical, modern Indian or modern European language (classes VIII—XI)
22. Mizoram . . .	Mizo, English, Nepali (classes I—XI)	English (classes IV—XI)	Nil
23. Lakshadweep	Malayalam (classes I—XI)	English (classes III—X/XI)	Hindi (classes IV—XI)
24. Pondicherry . . .	Tamil, English, Malayalam, French, Hindi (classes I—X/XI)	English (classes III—X/XI)	Hindi (classes IV—XI) (Maha & Yanam regions only).

(v) Statement Showing Number of Teachers Trained in Different Languages in the Regional Language/Languages Centres 1970-71 to 1982-83

States	SRLC							ERLC			WRLC			NRLC	UTRC	
	Kan.	Tam.	Tel.	Mal.	Assa.	Ben.	Ori.	Guj.	Mar.	Sin.	Kash.	Pun.	Urdu	Urdu	Total	
Andhra Pradesh	. . .	148	107	—	27	2	16	29	7	27	6	36	18	10	—	433
Assam . . . . .	. . .	1	9	3	5	23	33	113	18	22	1	11	14	19	—	272
Andaman (UT)	. . .	1	2	—	1	—	—	—	—	1	—	—	—	—	—	5
Bihar . . . . .	. . .	2	1	4	2	2	9	2	1	—	—	2	6	5	3	39
Chandigarh (UT)	. . .	1	3	—	—	—	—	—	—	—	—	—	—	—	1	5
Gujarat . . . . .	. . .	—	—	—	—	—	3	—	3	16	1	—	—	1	—	24
Goa (UT)	. . .	4	1	—	1	—	7	—	10	3	—	—	—	1	—	27
Haryana . . . . .	. . .	—	—	73	—	—	—	—	—	—	—	—	—	—	—	73
H.P. . . . .	. . .	—	—	—	—	—	—	—	—	—	—	—	—	42	330	372
J & K . . . . .	. . .	1	—	—	—	—	1	—	—	1	—	9	30	13	—	55
Karnataka . . . . .	. . .	—	80	126	43	—	3	—	3	16	1	2	2	2	—	278
Kerala . . . . .	. . .	54	47	5	—	—	43	—	—	2	—	1	1	—	—	153
M.P. . . . .	. . .	10	25	10	14	3	31	16	51	58	17	22	16	14	6	293
Maharashtra . . . . .	. . .	11	6	7	2	—	19	1	105	9	46	3	12	10	—	231
Manipur . . . . .	. . .	—	—	—	—	—	19	—	—	—	—	—	—	3	—	22

New Delhi . . . . .	5	—	3	—	2	—	1	4	—	6	—	1	1	23
Orissa . . . . .	17	32	18	284	285	—	22	17	6	56	16	17	—	775
Punjab . . . . .	—	1	—	—	—	—	—	—	2	44	—	150*	—	197
Pondicherry . . . . .	—	1	2	7	—	—	—	—	—	—	—	1	—	11
Rajasthan . . . . .	1	6	2	12	—	3	—	24	7	—	—	3	7	82
Tamil Nadu . . . . .	—	13	—	25	39	—	2	1	1	4	—	—	3	90
U.P. . . . .	2	4	3	5	1	11	1	4	3	4	1	2	2	76
West Bengal . . . . .	—	1	2	—	2	7	2	10	—	1	—	2	1	28

255 317 292 181 322 489 173 250 191 84 195 122 302 434 3607

SRLC = 1045 ERLC = 984 WRLC = 525 NRLC = 610 UTRC = 434

Grand Total — 9607

1. Southern Regional Language Centre, Mysore.
2. Eastern Regional Language Centre, Bhubaneswar.
3. Western Regional Language Centre, Poona.
4. Northern Regional Language Centre, Patiala.
5. Urdu Teaching and Research Centre, Saproon, Solan.

\* 27 teacher-trainees from Punjab attended Urdu training upto 31-3-1983 and did not appear for the final examinations. Hence 27 trainees have not been included under Urdu teachers trained from Punjab.

## APPENDIX II

(See Para 3.13)

### STATEMENT SHOWING THE PATTERN OF LANGUAGES AND THE POSITION OF IMPLEMENTATION OF THREE LANGUAGE FORMULA IN THE STATES AND UNION TERRITORIES

As per information received from State Govts./UT. Administration up-to 31-5-1983.

Sl. No.	State/ Union Territory	Languages taken up	Class from which and upto which the languages are provided for teaching and learning.	Remarks
1	2	3	4	5
1	Andhra Pradesh	<p>1. <i>First Language</i> (Any one of the following groups may be offered).</p> <p>(a) One of the following:— Telugu, Hindi, Urdu, Kannada, Tamil, Oriya, Marathi, Gujarati, or</p> <p>(b) A composite course of any one of the Language mentioned in (a) above with an allied classical language, or</p> <p>(c) A composite course of :—</p> <p>(i) Any one of the <i>Hindi</i> languages in (a) above, which is the mother tongue of the pupil, and</p> <p>(ii) One other from the regional languages of the State (Telugu, Urdu, Tamil, Kannada, Oriya and Marathi are recognised as regional languages of the State), or</p> <p>(d) Urdu or Kannada or Tamil, or Oriya or Marathi or Gujarati with the study or Hindi in Devanagari script as a minor part of the course.</p> <p>II. <i>Second Language</i></p> <p>(a) For those who do not study Hindi under any of the group (a), (b), (c) and (d) under first language-Hindi.</p>	<p>Mother Tongue and Regional Language</p> <p>From Class I</p> <p><i>English</i> from Class V</p> <p>From Class VI</p>	



1	2	3	4	5
		(b) For those who do not study Telugu under first language except those in (b)-Telugu.		
		(c) For those non-permanent resident of the State, e.g. Children of Central Government Employees liable for transfer to any place in India—Any regional language of the State (other than the pupil's first language) or (any modern Indian language) (other than the first language) Drawing or any other Fine Arts such as Music.		
		III. <i>Third Language</i> English, which shall be commenced in Class VI except in the case of English medium schools where instruction in English may be started earlier.		
2. Assam	(i) Mother tongue or regional language		Three-languages formula is being implemented only in Classes V to VII.	
	(ii) English			
	(iii) Hindi (for Assamese) or Assamese (for non-Assamese).			
3. Bihar	1. MOTHER LANGUAGES. Hindi, Urdu, Bengali, Oriya, Maithili, Nepali and English.		Class I-X	
	2. English		Class VI-X	
	3. National Languages/Second Indian Language. Hindi (whose mother tongue is other than Hindi)		Class III-X	
	OR Sanskrit			
	OR Bengali, Oriya, Urdu.			
4. Gujarat	At secondary education level, from standard VIII to IX the three language formula is in vogue. These three languages are (1) Gujarati or any other mother tongue (2) Hindi and (3) English, Hindi and English Languages are taught as lower level languages. If Hindi is mother tongue than regional language is taught as lower level language.		At the higher secondary level, Hindi is not a compulsory language subject but students are given option to select any one language from the group of language subjects.	

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1	2	3	4	5
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At public examination held at the end of Standard X, two languages are compulsory and student can offer the third language as optional subject. Thus the three language formula is in vogue at the public examination level too.

- |                      |                                          |                          |
|----------------------|------------------------------------------|--------------------------|
| 5. Haryana           | 1. Hindi                                 | From 1st primary.        |
|                      | 2. English                               | From 6th Class/Secondary |
|                      | 3. Punjabi/Urdu<br>Sanskrit/<br>Telugu.  | 7th Class/Secondary      |
| 6. Himachal Pradesh  | 1. Hindi                                 | I to XI                  |
|                      | 2. English                               | VI to XI                 |
|                      | 3. Urdu                                  | IX to X                  |
| 7. Jammu and Kashmir | 2. Urdu or Hindi                         | I to XII                 |
|                      | 2. English                               | VI to XII                |
|                      | 3. Urdu/in case of Hindi medium schools. | VII to XIII              |

OR

Hindi in case of Urdu medium schools.

- |    |                                                                                                               |          |
|----|---------------------------------------------------------------------------------------------------------------|----------|
| 4. | Punjabi, Dogri, Kashmiri, Ladakhi, Arabic, Sanskrit, Persian (as additional Optional subject.)                | IX to XV |
| 5. | Hindi, Urdu, Dogri, Kashmiri, Punjabi, Ladakhi, Arabic, Persian, Sanskrit (One language as elective subject). |          |
8. Karnataka . . (1) The following language pattern at the secondary school level will be adopted by the State Govt. of Karnataka (from the academic year 1987-88).

A. *First Language:*

Kannada shall be the sole first language (to carry 125 marks).

1

2

3

4

5

- B. Two other languages from the following :—Urdu, Tamil, Telugu, Marathi, English, Hindi, Sanskrit, Arabic, Persian, Malayalam and Kannada (to carry 100 marks each).

Note: 15 grace marks shall be given for a period of ten years (a) in the first language examination, to students whose mother tongue is not Kannada; and (b) in Hindi examination to students who study Hindi and whose mother tongue is not Hindi.

- (2) Students coming from outside the State and joining VIII or IX or X Standard in the State of Karnataka and who did not study Kannada earlier may be permitted to take English or Hindi as first Language.
- (3) The teaching of Kannada from I standard in non-Kannada schools will commence from the academic year 1982-83 itself and the language pattern for high schools prescribed above will come into force from the academic year 1987-88.

9. Kerala

- (1) Regional language Malayalam I to X and (Kannada or Tamil for minority linguistic groups). I to X and the University

There is provision for teaching Arabic and Urdu from Standard I to X and Sanskrit from STD. V to X for pupils who want to learn the language. There is also provision to teach Russian and Bengali in selected schools during out-of-school hours.

(There is provision for teaching Gujarati and English for Gujarati Speaking and Anglo Indian groups from Standard I onwards).

- (2) English IV to X and the University
- (3) Hindi V to X and the University.

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1	2	3	4	5
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10. Madhya Pradesh . (i) Mother tongue
- Three Language formula in vogue at the Middle school level i.e. from classes VI to VIII.
- (ii) (a) Hindi (for non-Hindi speaking) Sanskrit, (Hindi speaking).
- (iii) English.
11. Maharashtra In Maharashtra State, there are in all 7 media of instructions through which the education is imparted from standard V to Standard X in schools. In almost all the cases of different media of instructions. Three Language Formula is being followed according to the requirements of various communities in the State. This pattern of Study of languages has been implemented since the academic year 1972-73 onwards. However, the existing pattern was slightly modified so far as language formula is concerned for the academic year 1982-83. According to this pattern it is decided to make Sanskrit as optional language from Standard VIII onwards. Any school desiring to opt for Sanskrit shall have the option of dropping Hindi for Sanskrit. However, Hindi will be compulsory upto Standard VII.
12. Manipur . (i) Manipuri or recognised Tribal from Class I dialects.
- (ii) English
- from Class III
- (iii) Hindi
- from Class VI
13. Meghalaya Hindi
- Primary (optional, it is compulsory only in some schools in which the medium of instruction is Hindi).
- Hindi
- Middle—as above
-

1	2	3	4	5
	Hindi		High—as above	
	English		High—Compulsory in non-Hindi Schools.	
14. Nagaland	(i) Mother Tongue		From Class I onwards.	
	(ii) English		From Class I onwards.	
	(iii) Hindi		From Class V.	
15. Orissa	(i) Oriya		Three-Language formula is being implemented in Grades VI to X (English is introduced from Grade IV).	
	(ii) English			
	(iii) Hindi			
16. Punjab	(i) Punjabi		From Class I.	
	(ii) Hindi		From Class IV.	
	(iii) English		From Class VI.	
17. Rajasthan	(i) Hindi		Three-Language formula is being implemented in Middle and Secondary stages.	
	(ii) English			
	(iii) Sanskrit or Urdu or Sindhi or Gujarati or Punjabi or Malayalam or Tamil or Bengali.			
18. Sikkim	(1) English		Classes I to XII	
	(2) Hindi		Classes I to VIII	
	(3) Nepali/Tibetan/Lepcha/Limboo		Either (2) or (3) in classes IX and X.	
19. Tamil Nadu	Tamil or the mother tongue or the pupil where it is different from Tamil.		I to X	Two Language Formula is being followed in Tamil Nadu in accordance with the Resolution

1	2	3	4	5
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passed by the  
State Legisla-  
tive Assembly  
in 1968.

English or any other non-Indian Language. III to X

20. Tripura . In Tribal area-Regional Language Kak barak.
- In non-Tribal area-Regional language Bengali. I to II
- Ist language—Regional Language—Bangali 2nd language—English 3rd language Hindi Sanskrit/ Arabic/Pali/Persian etc. III-VIII
- Ist language—Regional language Bengali. IX -X
- 2nd language—English.
21. Uttar Pradesh . 1. Hindi
- (The Hindi syllabus also contains a small portion of Sanskrit which is of a very elementary nature).
2. One of the Indian languages mentioned in the 8th schedule of the constitution or Sindhi or Nepali.
3. One of Modern European Languages.
- VI-VIII
22. West Bengal. . 1. *First Language—one*
- Assamese, Bengali, English, Gujarati, Hindi, Lushai, Malayalam, Marathi Modern Tibetan, Nepali, Oriya, Punjabi (Gurmukhi) Santhali, Sadani, Telugu, Tamil, Urdu.
2. *Second Language—one* Class-VI to Class-X
- English—if any language other than English is offered as First Language or Bengali if English is offered as first language.

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		<p>3. <i>Third Language one</i></p> <p>(a) A classical Language.</p> <p>(b) A modern Foreign Language other than English.</p> <p>(c) A modern Indian language other than the First Language, as may be approved by the Board.</p>		
23. Arunachal Pradesh		<p>(i) English as first language.</p> <p>(ii) Hindi as a second language</p> <p>(iii) Assamese as a Third Language (Modern India Language)</p>	<p>I to X</p> <p>I to X</p> <p>VI to VIII</p>	
24. Andaman & Nicobar Islands		<p>1st language (mother tongue) Hindi/Tamil/Telugu/Urdu/ Malayalam/Bengali/Punjabi</p>	<p>Class I to Class XII except Punjabi and Malayalam and Tamil are taught upto class VIII.</p>	
		<p><i>2nd language</i></p>		
		<p>English</p>	<p>Class I to Class X (Teaching of English in classes I to II is optional).</p>	
		<p><i>3rd language</i></p>	<p>Hindi/Tamil/Telugu/Urdu/Malayalam and Sanskrit.</p>	
25. Chandigarh		<p>One can opt for Hindi/Punjabi as 1st and 2nd language.</p>		<p>Some of the schools provide for teaching of English Hindi and Tamil Language.</p>
		<p>First Language</p>	<p>I to Matric</p>	
		<p>Second Language</p>	<p>III to Matric</p>	
		<p>English</p>	<p>III to Matric</p>	
26. Dadra and Nagar Haveli		<p>1. Regional Language Gujarati and Marathi.</p> <p>2. Hindi</p> <p>3. English</p>	<p>I to XII</p> <p>V to XII</p> <p>V to XII</p>	

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27. *Delhi*(a) *At the Middle stage  
(Classes VI to VIII)*

- (i) Hindi
- (ii) English
- (iii) Snaakrit a composite course of Hindi/any regional language/ any other language prescribed by Central Board of Secondary Education.

(b) *At the Secondary Stage.  
(Classes IX and X)*

- (i) All students would study three languages upto class VIII.
- (ii) Third language to be studied up to class VIII and examined internally. If the student does not qualify in the third language, he should be re-examined in Class IX by the school concerned in the same syllabus and text-books as are prescribed for class VIII. Those who are still unable to clear it by the end of class IX are given another opportunity to clear the same in class X. The student has to qualify/pass in the first and second languages under the normal promotion rules.

Thus, pass in all the three languages is a pre-requirement or appearing at the secondary examination of Central Board of Secondary Education, Delhi.

- (iii) Two languages must be studied in classes IX and X and student would be examined externally by the Board in these languages. These two languages should include either Hindi or English, as one of them, as prescribed by the Central Board of Secondary Education, Delhi and should be any two out of a list of following 26 language drawn up by the Board.

Hindi, English, Assamese, Bengali, Gujarati, Kannada, Marathi, Malayalam, Mani-

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1	2	3	4	5
		<p>pari, Oriya, Punjabi, Sindhi, Tamil, Telugu, Urdu, Sanskrit, French, German, Russian, Arabic, Persian, Nepali, Portuguese, Lepcha, Limpu and Tibetan.</p>		
		<b>Primary Stage</b>		
28. Goa, Daman and Goa Diu	Marathi		From Class I to IV	1st Language and 2nd Language
	Konkani		From Class I to IV	
	Urdu		From Class I to IV	
	Kannada		From Class I to IV	
	English		From Class I to IV	
Daman & Diu	Gujarati		From a Class I to IV	
	English/Hindi		From Class III to IV and language.	
		<b>Middle and Secondary Stage V to VII</b>		
	First Language		English Marathi Gujarathi (any one)	
	Second Language		Hindi	
	Third Language		Marathi, English & Gujarati any one and Konkani.	
	<p>First Language-English 2nd language-Hindi 3rd language-Marathi or Konkani.</p>			
	<p>The above pattern is also followed at secondary stage VIII to X for stds. VIII to X Hindi as entire subject and Hindi and Sanskrit composite course is being followed.</p>			
29. Lakshadweep;	Same as for Kerala		Same as for Kerala.	
30. Mizoram	Mizo		From Primary Class 1st to College Class B.A.	

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	English		From Primary School Class III to College Class B.A.	
			From Middle to High School Class X.	
	Hindi		Class V	
31. Pondicherry]	(i) Pondicherry and Karaikal regions. Tamil or the Mother tongue of the pupil where it is different from Tamil. English or any III to X other non-Indian Language.	I to X		The schools in these regions are affiliated to the secondary and higher secondary Boards of Education Tamil Nadu/ University of Tamil Nadu and therefore the education pattern of Tamil Nadu State is followed.
	(ii) Mahe and Yanam regions. As per Language pattern in Kerala and Andhra Pradesh respectively.			The Schools in Mahe are affiliated to Kerala Board/ Calicut University and the pattern of Education there is the same as in Kerala. The school in Yanam are affiliated to Andhra Pradesh Board/University and they are following the pattern as prescribed. In Andhra Pradesh in both Kerala and Andhra Pradesh three language formula is adopted so in Mahe and Yanam regions also.

## APPENDIX III

### *Statement of Recommendations/Observations*

S. No.	Para No.	Recommendation/Observation
1	2	3
1	1.15 and 1.16	<p>'Education' is now a concurrent subject. The Constitution envisages provision of free and compulsory education for all children until they complete the age of fourteen years. Thus the State and the Centre have a distinct and joint responsibility for the Elementary Education. This stage of education is crucial to the mental, moral and intellectual development of the children. Traditionally elementary education was merely meant to impart literacy, to prepare for admission to the secondary school and to prepare for entering into the lower jobs under Government. This role had to be modified after the advent of freedom to prepare the children to be self-reliant, patriotic and more useful citizens of the country. The challenges of socio-economic development have to be met by such a modification. In this context, it is essential that the children acquire at the earliest of their educational career an attitude conducive to a balanced development of knowledge and values as well as capabilities for work. The dignity of manual labour especially has to be inculcated in the young mind. The Committee appreciate the efforts of Government in translating Gandhiji's ideal of basic education into reality. After a series of endeavours to adapt the ideal to suit the changing needs and aspirations, the concept of socially useful productive work has now been evolved and commended for adoption as a compulsory subject. The Committee have, however, received an impression that the work orientation of primary education has not received the</p>

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emphasis that is due to it. Further, it has not been uniformly implemented in all the institutions throughout the country alike in rural and urban areas. The Committee wish to emphasise the need for some uniformity in this regard.

The Committee realise that it is not an easy task to evolve techniques and to mobilise resources material, manpower—to achieve the socially useful and productive orientation of education. Investment in education should be viewed as a productive investment both from the social and economic points of view as without the right type of education real socio-economic development of the country is not possible. Having regard to the Directive Principles of the State policy, adequate funds for the primary education ought to be found to achieve the end in view at the quickest possible time. The Committee, therefore, desire that in concert with the Planning Commission a perspective plan should be evolved and implemented to universalise the primary education and to make it truly work oriented uniformly throughout the country well before the turn of the century.

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It is indeed regrettable that the goal of universalisation of elementary education envisaged to be achieved within a decade of the commencement of the Constitution still eludes us even after more than three decades. Increase in population is a factor contributing to this failure to achieve the goal. Notwithstanding this, there has been failure to allocate adequate resources and make determined efforts. However, after the amendment of the Constitution in 1977 'education' has become equally the responsibility of the Centre. The Committee have been informed that the goal has now been set to be reached by 1989-90. The Committee desire that there should be no further setback.

The Committee are told that the backlog at the end of the Sixth Plan would be 3 crore children and that targets set for the Plan period would

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have to be increased to achieve the goal of universalisation of elementary education by 1989-90. This would require more funds. The Committee recommend that the allocation of funds should be realistically reviewed and augmented for the current Plan and adequate funds provided in the next Plan.

The Committee have been informed that though a concurrent subject now, 'elementary education' continues to be the responsibility primarily of the States and is mostly managed by them. The Committee recommend that while ensuring allocation of adequate funds in the Plans, Centre should provide for financial assistance to the States depending upon their need to fulfil the commitment in this regard by evolving suitable Central/Centrally sponsored schemes in addition to the Schemes already in operation.

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1.30

The problem is not of only enrolment of children but also of providing necessary infrastructure and trained teachers and ensuring that there are no dropouts of children from schools, to make the Programme a success. The Committee would in particular refer to the problem of the rural areas where there are mostly single-teacher schools. These schools in reality go without any teacher for substantial periods during the absence of the only teacher. The Committee recommend that the pattern should provide for a minimum of two-teachers per school and the Centre should come to the assistance of the States in ensuring this.

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2.13

The Committee note that the Government's policy is that "every child shall continue to learn in the age group 6—14 on full-time basis if possible, and on a part time basis if necessary". Following this, a non-formal part-time education system is being developed as a supportive to formal schooling. Under this system children who cannot attend the formal schools because of socio-economic reasons are offered elementary education of the same standard at places and timings suiting to their needs and convenience. The major thrust of the

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non-formal education is in the 9 educationally backward States. Special assistance is given to these States on 50:50 sharing basis. However, in the case of such centres for the girls the Centre's assistance is upto 90 per cent. The Committee have been informed that a sum of Rs. 25 crores have been allocated for this scheme, though a Working Group on Universalisation of Elementary Education set up in 1977 recommended Rs. 50 crores. However, only Rs. 10 crores could be spent during the first four years of the operation of the scheme owing to a variety of reasons chief of which are inability of the States to find matching resources and administrative inadequacies. It is indeed regrettable that such a desirable scheme is languishing for want of enough support. The Committee desire that the implementation be speeded up and the modest target of opening 3 lakh centres covering one crore children for the Sixth Plan realised.

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2.14

The representatives of the Ministry have conceded before the Committee that the monitoring system at the Central level was not adequate. According to the Ministry there are some difficulties, e.g., lack of adequate staff etc. The Committee recommend that the Ministry should strengthen their monitoring system to make it effective at the earliest and it should also be impressed upon the States to simplify their Rules and Regulations regarding sanctioning and disbursement of funds under the scheme to make for their smooth and timely flow. The Committee would await the results of the steps undertaken by the Ministry in this regard.

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2.15

The Committee learn that voluntary organisations are also involved in the setting up of Centres for Non-formal Education. Such voluntary organisations are given 100 per cent grants from the Centre in respect of these schemes. The Committee have a feeling that there is at present no effective check on these organisations to ensure that grants given to them are not misutilised. The Committee would like the Ministry to have their

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own arrangements to conduct periodic inspections of the activities of the voluntary organisations to whom funds are provided by the Centre and ensure that public funds are put to proper use. The Committee would like to be kept apprised of the action taken by the Ministry in this regard.

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2.23

The Educational Technological Programme launched in 1972-73 as a Centrally sponsored scheme aims at bringing about a qualitative improvement and a wider access to education through radio and television. The scheme is implemented through Educational Technology Cells in the States which are established and equipped with Central assistance for a period of 5 years and thereafter maintained by the State Governments. The Committee were informed that this programme was started with the assistance from UNDP. At the initial stages the coverage of the scheme was poor. However, by now all States except Tripura have set up these centres. It has been brought to the notice of the Committee that the progress of the programme was hindered by inadequacy of staff, inadequate facilities and absence of coordinating mechanism at the States' level. As this is a cent-per-cent Centrally assisted scheme, it should be the responsibility of the Centre to ensure that the constraints are removed and the programme is implemented effectively. There should be an integrated approach in the sense that the beneficiary institutions/bodies must also be assured of availability of Radio and TV sets. It should also be ensured that the educational software produced by them for transmission over the Radio and TV is of uniformly high standard and quality and of real use. Consistent with the policy of the Government, greater emphasis should be given in this scheme to cater to the spread of non-formal elementary education. The Committee feel that the scheme requires reorientation in the light of these.

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2.28

The Committee have been informed that the Ministry has now started organising training-cum-programme workshops to help the officers of the States in the formulation of their plans in the field of education. The Committee feel that had the

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training programmes been initiated before the launching of the Sixth Plan, the programme of elementary education could have been implemented smoothly. Conceding this during evidence, the representative of the Ministry informed the Committee that "even now it was not too late". The Committee wish to stress that there must be a measure of uniformity if not absolute similarity in education planning. Now that education is a concurrent subject, the Centre has a responsibility to attain this objective. They, therefore, desire that the training programmes should be organised imaginatively so that a well-integrated planning for balanced development could be evolved and put through. The special needs of backward regions should be clearly identified and strategy for levelling them up with the rest of the country evolved in a coordinated manner.

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2.33

The Committee note that the Ministry of Rural Development is responsible for implementation of the Minimum Needs Programme which includes elementary education, and coordination with the Ministries and State Departments concerned. While the Committee appreciate the integrated approach to rural development and the programmes as well as institutional arrangement evolved therefor, they would like to caution that there should be no overlap of functions or duplication of efforts between the Ministry of Rural Development and other Administrative Ministries entailing delays in regard to planning, funding, implementation, monitoring and follow up. They would desire a review of the arrangement in this light for such rearrangement as may be needed.

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3.14

Our country symbolises the unity in diversity. Our composite culture is marked by its adaptability, tolerance and healthy respect for its constituents. These are the legacies that the present generation also would pass on to the future generation. Education is the best means of passing on this legacy. In a multilingual society such as ours, the national integration and unity could be fostered if the educated could freely communicate with each other without any impediment. For this



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purpose it is inevitable that our children learn more than one Indian language and a link language. For historic reasons and taking into account the imperatives of the modern age English has become not only a link language within the country but is also necessary for communication with the rest of the world. Hindi besides being the official language of the Union, has acquired the importance for effective communication within the country. Further, after the linguistic reorganisation of the country, the regional languages having become the official languages of the various States, one has to learn the language whether or not it is the mother tongue. If Hindi happens to be the regional language as well as the mother tongue it is but just to expect acquaintance with another Indian language. Thus the three language formula came to be adumbrated in the National Policy Resolution on Education in 1968.

However, even allowing for necessary variations in the implementation of the formula, the ideal underlying it is yet to be achieved throughout the country. Though it was envisaged that Hindi, English and regional language in addition to the mother tongue, if it is not one of these three languages, were to be compulsorily learnt, in some States third language is optional, while in some others there is no third language to be learnt at all. Having regard to the spirit behind the three-language formula, the Committee would in all earnestness exhort all concerned to ensure acceptance of it by providing such incentives as may be necessary in order to serve a paramount national purpose.

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3.15

The Committee entirely agree that at the primary stage of education the mother tongue ought to be the medium of instruction. Every citizen could claim a legitimate right to be taught in mother tongue and, therefore, facilities for this purpose must be made available in all the States as part of our planned development of primary education.

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3.16

The other language should be gradually introduced as the children move up from the primary to the middle level. The Committee are of the view that encouragement to learning of a regional language other than Hindi in the Hindi speaking region would strengthen national integration. Considerable resources have been committed and a lot of effort is being made for popularising the study of Hindi in non-Hindi speaking States. The Committee feel that there should also be sustained effort and commitment of resources for popularising the study of regional languages other than Hindi in the Hindi speaking States. The Committee accordingly recommend that the Ministry of Education and Culture may evolve suitable scheme in addition to the training of teachers to popularise the study of languages other than Hindi. The Ministry should also make efforts in this direction by aiding and encouraging non-official educational organisations devoted to teaching of languages other than Hindi in the Hindi speaking belt.

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3.22  
and  
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The Committee appreciate the efforts of Government to promote National Integration through education. However, a lot is to be done in this direction. Even unwittingly the text-books and teaching aids and methods should not develop parochialism—linguistic or communal in the minds of the young. The Committee note that at the instance of the Ministry of Education and Culture, a programme of evaluation of school text-books was initiated by NCERT in 1981. To begin with, history and language text-books have been taken up and the NCERT coordinates the work in this regard undertaken by the respective States and Union Territories. This review has been confined to the nationalised text-books and other private text-books have also to be evaluated. The Committee desire that there should be a time-bound programme for completing this work as well as evaluation of text-books in other subjects. Further, as admittedly it is not enough to ensure that there is no negative influence of the text-books,

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it is equally essential to incorporate in the text-books materials which would positively promote national integration. This task has also to be taken up in right earnest by the NCERT so as to ensure that values of patriotism, national integration and secularism are well articulated in the text-books. The Committee would await the programme evolved in this regard.

The Committee are of the view that there should be a balanced stress on the importance of all religions, languages and religions in the text-books. In fact, consistent with our secular ideal, reference to religions should be as less as possible, taking care to see that a healthy respect for all the religions is inculcated in the tender minds of the students. No historical war should be projected as wars between people belonging to different religions. The Committee hope that these suggestions would also be kept in mind while reviewing and reformulating the text books.

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