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WORKING GROUP ON UNIVERSALISATION OF ELEMENTARY EDUCATION

INTERIM REPORT



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**MINISTRY OF EDUCATION AND SOCIAL WELFARE
GOVERNMENT OF INDIA
NEW DELHI**

INTERIM REPORT OF THE WORKING GROUP ON UNIVERSALISATION OF ELEMENTARY EDUCATION

I. Introduction

1.01 At the instance of the Planning Commission, a Working Group on Universalisation of Elementary Education was set up with the following terms of reference :

- (a) To review the development in the field;
- (b) To advise on the approach and priorities for the Sixth Plan;
- (c) To formulate concrete proposals indicating financial implications and structural arrangements; and
- (d) To apportion the areas of responsibility among the Centre, States and voluntary agencies.

A list of the members of the Working Group is given in *Appendix A*. In the first meeting of the Working Group, held on 11th October, 1977, it was decided to set up the following two sub-groups :

- (1) Sub-group on Non-formal Education; and
- (2) Sub-group on Universalisation of Elementary Education.

The membership of the two sub-groups is given in *Appendix B*.

The two sub-groups met on 28th—30th October, 1977. The second sub-group met for the second time on 16th November, 1977.

1.02 The Ministry of Education also invited representatives of States of Bihar, U.P. West Bengal, Assam, Orissa, Gujarat, Madhya Pradesh, etc. to work out some tentative estimates of the implications of introducing universalisation of elementary education. The tentative exercises made by some of the State Governments on November 5—9, 1977 helped the Working Group in making a realistic assessment of the situation in the educationally backward States.

1.03 The Planning Commission suggested vide their letter No. Q-16036/21/77-Edn. dated 11th October, 1977 that the Working Group on Elementary Education should submit an interim report according to a definite format.

1.04 A preliminary draft of the interim report, which was considered in the meeting of the Working Group on 30th November, 1977 broadly followed this pattern. In the light of the suggestions made in the meeting of the Working Group, the interim report has been revised and is for the consideration of the Planning Commission.

1.05 The Working Group would resume its deliberations after some time to work out the final report, which is to be submitted to the Planning Commission in January, 1978.

II. Review of the Fifth Plan

2.01 During the Fifth Plan, high priority was accorded to elementary education programme. It was proposed to enrol 130 lakh additional children in classes I—V and 58 lakh additional children in classes VI—VIII during the Fifth Plan period, 1974—79.

2.02 Out of the total Plan provision of Rs. 1285 crore for education, Rs. 410 crore, about one-third of the total outlay, was provided for elementary education. The outlays provided for Elementary Education were earmarked. During the period 1974—78, expenditure of Rs. 281 crore is likely to be incurred which is about 70 per cent of the Fifth Plan outlay.

2.03 The year-wise progress of additional enrolment during 1974—78 is indicated in Table 1.

Table 1 : Enrolment at Elementary Stage during 1974-78

	(in Lakhs)							
	1973-74		Additional Enrolment Targets				1974-78	1977-78
	74-79	74-75	75-76	76-77	77-78	(Cols. 3+4+5+6)	Likely Position	
1	2	3	4	5	6	7	8	
Classes I—V	641 (79)	130	13.55	11.03	21.39	25.75	71.72	713 (85)
Classes VI—VIII	151 (35)	58	5.20	6.34	10.30	12.57	34.41	185 (40)
Classes I—VIII	792 (64)	188	18.75	17.37	31.69	38.32	106.13	898 (69)

(Figures in parenthesis indicate percentage enrolment of the respective age-groups)

Thus at the end of 1977-78, schooling facilities for children in classes I—VIII would be available to about 69 per cent of the children in the age-group 6—14 : 85 per cent in the age-group 6—11 and 40 per cent in the age-group 11—14. The break-up of these facilities for boys and girls is shown in Table 2.

Table 2 : Availability of Educational Facilities in 1977-78

1	2	Enrolment in Lakhs	Enrolment of the Relevant Age-group Population	Percentage of the Relevant Population
		3	4	
Classes I—V	Boys	433	101.0	
	Girls	280	68.2	
	Total :	713	84.9	
Classes VI—VIII	Boys	125	51.4	
	Girls	60	26.5	
	Total :	185	39.8	
Classes I—VIII	Boys	558	82.8	
	Girls	340	53.5	
	Total :	898	68.6	

The above would indicate that although substantial progress has been achieved in the enrolment of boys, enrolment of girls is far below the national average. The target of universalisation of elementary education is still a distant goal.

2.04 The share of the enrolment of children of scheduled castes and scheduled tribes is not commensurate with their share in the total population. This is indicated in Table 3.

Table 3 : Availability of Educational Facilities for Scheduled Castes and Scheduled Tribes

	Scheduled Castes	Scheduled Tribes
1. Proportion of population (1971)	14.6	6.9
2. Proportion of total enrolment (1975-76)		
Classes I—V	11.2	5.1
Classes VI—VIII	8.3	3.1

This is an area which now needs concentrated attention.

2.05 Stagnation and Drop-out : Attempts have been made right from the beginning of the First Five Year Plan to reduce wastage and stagnation which has been as high as 60 per cent from class I to class V but no success has been achieved in this direction so far. The State-wise position as revealed by the Third Educational Survey may be seen in Annexure I.

2.06 Inter-State and Intra-State Disparities : There is considerable variation in the availability of educational facilities among the States. At the end of 1977-78, while 115 per cent of the children in the age-group 6—11 were attending classes I—V in Tamil Nadu, in Rajasthan it was 67 per cent. At the middle school stage, variation was from 92 per cent in Kerala to 26 per cent in Rajasthan. The difference in the case of girls was even more alarming. The disparities in enrolment, within a State, are more severe than among the States. For instance, in Rajasthan, while enrolment in classes I—V in Jaipur district was 129 per cent of the population in the age-group 6—11, it was 27 per cent in Banswara.

III. The Task

3.01 When the Constitution laid down that free and compulsory education should be provided by 1960, for all children till they reach the age of 14 years, it was expected that an additional 500 lakhs of children would have to be enrolled in elementary schools. Although 27 years have since passed and a very large expansion in enrolment in elementary education has taken place, the task that still remains undone is vast and almost comparable to that in 1950. This will be seen from the statistics presented in Table 4 if the target is to cover all the children under schooling facilities by 1983.

Table 4 : Magnitude of the Task (1978—83)

1	(in Lakhs)		
	Boys 2	Girls 3	Total 4
(1) Population in 1982-83			
Age-group 6—11	437	413	850
Age-group 11—14	257	243	500
TOTAL	694	656	1350
(2) Enrolment in 1977-78			
Classes I—V	433	280	713
Classes VI—VIII	125	60	185
TOTAL	558	340	898
(3) Additional children required to be enrolled to achieve universal education (1)—(2)			
Age group 6—11	4	133	137
Age-group 11—14	132	183	315
TOTAL	136	316	452

Total number of children not attending schools would be 4.52 crore : 1.37 crore for classes I—V and 3.15 crore for classes VI—VIII. If an account is taken of the 22 per cent of the enrolment in classes I—V who are either under-age or over-age, the provision of facilities will have to be provided for more than 5 crore children.

3.02 An expansion of this order in the next Plan (1978—83) would appear to be an insurmountable task. During the period 1974—78, an additional enrolment of 106 lakh is expected to be achieved or about 26 lakh average annual enrolment. Against this backdrop, and keeping in view the fact that we will be trying to reach the most difficult areas and segments of population, a realistic target will have to be attempted. The Working Group recommends that the target of additional enrolment in the Sixth Plan (1978—83) should be 3.20 crore : 2.20 crore in classes I—V and 1.00 crore in classes VI—VIII. It is felt that it will be possible to enrol 220 lakh children in classes I—V: 100 lakh in full-time schools and 120 lakh children in part-time classes during the Sixth Plan, while at the middle school stage an additional 100 lakh children could be enrolled : 60 lakh in full-time schools and 40 lakh in part-time education. The position which will emerge is as indicated in Table 5.

Table 5 : Targets of Enrolment in Sixth Plan 1978-83

(Population and enrolment figures in lakhs)

	Population in 1982-83	Enrolment in 1977-78	Enrolment in 1982-83	Col. 4 as %age of Col. 2
1	2	3	4	5
<i>Age-group 6—11</i>				
<i>Classes I—V</i>				
Boys	437	433	480	110
Girls	413	280	453	110
TOTAL	850	713	933*	110
<i>Age-group 11—14</i>				
<i>Classes VI—VIII</i>				
Boys	257	125	185	72
Girls	243	60	100	41
TOTAL	500	185	285@	57
<i>Age-group 6—14</i>				
<i>Classes I—VIII</i>				
Boys	694	558	665	96
Girls	656	340	553	84
TOTAL	1350	898	1218	90

*Includes enrolment of 120 lakh in part-time non-formal education.

@Includes 40 lakh in part-time non-formal education.

3.03 Several important conclusions arise from the targets indicated above :

- (1) The total number of additional children who will have to be enrolled during the five-year period from 1977-78 to 1982-83 will be 320 lakh or 64 lakh per year as against an average additional enrolment of 26 lakh a year during the last four years. This is a task of stupendous magnitude in quantitative terms.

- (2) **Annexure-II** (State-wise additional children to be enrolled during 1978—83) would show that nearly 74 percent of the non-enrolled children are in eight States, as shown in the following table:

Table 6 : Non-Enrolled Children in Eight Selected States

(in Lakhs)

	No. of Non-enrolled Children		
	6-11	11-14	Total
1. Andhra Pradesh	21	25	46
2 Bihar	40	28	68
3. Jammu & Kashmir	4	2	6
4. Madhya Pradesh	37	29	66
5. Orissa	9	12	21
6. Rajasthan	24	17	41
7. Uttar Pradesh	24	43	67
8. West Bengal	21	22	43
Total	180	178	358

The problem of universalisation of elementary education is thus essentially a problem of these eight States. The other States and Union Territories will be able to make elementary education universal during the next Plan period without much difficulty, though even they will have to put in an unprecedented effort. But the task in these eight States is extremely difficult and the success of the entire programme will depend upon what happens or does not happen in these eight States.

- (3) It must also be remembered that the existing data on enrolments suffer from over-reporting; a certain proportion of the total enrolment is bogus in the sense that it includes children whose names are shown on the registers as enrolled but who, in fact, do not attend schools so that the daily average attendance is often too small in relation to the overall enrolment. There is evidence to show that this over-reporting is large (it varies from eight to forty-seven per cent) and that it is larger in those States which are backward in elementary education. This increases the magnitude of the task even further.
- (4) It will be seen from Table 4 that about two-thirds of the non-enrolled children are girls. It is also common knowledge that the most important factor that inhibits enrolments is poverty so that the vast bulk of the non-enrolled children also belong to the weaker and poor sections of society consisting of scheduled castes, scheduled tribes and landless agricultural labourers. This makes the task even more formidable.
- (5) Another factor which complicates the task and makes it difficult is the large proportion of drop-outs; out of every 100 children that enter class I, only about 40 complete class V and only about 25 complete class VIII. The high proportion of drop-outs has remained almost unchanged during the post-independence period and the problem has become quite intractable. Our main challenges, therefore, are not mere enrolment; we must ensure that children really attend the schools and that they continue to remain in the schools till they reach the age of 14 years or complete the elementary stage. Both these tasks are far more difficult and complex than increasing 'total enrolment' on which we have concentrated our efforts in the past.

- (6) It is obvious that the additional investments needed in the programme during the next five to ten years will be very large, partly because of the large additional enrolment involved and partly because of the need to provide students' services and amenities (like free supply of textbooks, cloths or meals to needy children) on a much larger scale than at any time in the past
- (7) It is, however, necessary to emphasize that the monetary inputs of better planning and greater human effort are extremely crucial. The universalisation of elementary education implies a radical change in the attitude of the parents of non-enrolled children (most of whom are illiterate) to education : they will have to be made to see the need and advantages of education. Similarly, it will also imply an equally radical change in the attitude of the elementary school teachers who will have to accept responsibility for educating *all* children and not only those who come to school and for parental education as well. Both these tasks will need the organisation of a mass movement. At the same time, we will also have to make intensive efforts to improve the relevance and quality of elementary education : good schools will be able to attract and hold children better. This will imply, (apart from the usual programmes of curricular reforms, improvement of textbooks, teacher improvement, adoption of dynamic methods of teaching and evaluation, or provision of better supervision), the creation of a climate of sustained hard work in all elementary schools and the building of a close relation of mutual service and support between the schools and their communities. It will also imply a transformation of the existing structure of the education system by providing multiple entries and part-time and non-formal education and utilisation of all teaching resources of the community instead of depending on full-time and professional teachers alone.

3.04 It is thus obvious that the task to be faced in elementary education during the next Plan is tremendous, difficult and complicated and that it will call for carefully prepared plans, good organisation, and an unprecedented and sustained effort. *It is a good thing that a massive programme of adult education is also being launched simultaneously. These two programmes will strengthen and support each other and steps will have to be taken to co-ordinate them in all ways possible and at all stages.*

3.05 Perspectives of Development : As was pointed out earlier, the task is comparatively easy in twenty-three States and Union Territories which, between them, have only 26 per cent of the non-enrolled children. All these States and Union Territories, should prepare detailed plans for universalizing elementary education during the period of the next Five Year Plan. In these States and Union Territories, special attention will have to be paid to backward areas and the emphasis will obviously be on (1) reducing wastage and stagnation and (2) improving quality. But in the eight States referred to earlier which contain 74 per cent of the non-enrolled children, the task is extremely difficult because it involves large additional enrolments as well as reduction of wastage and stagnation and improvement of quality. Moreover, the problem is not of money only; it has important social, cultural and economic dimensions. *These States and Union Territories should, therefore, strive to complete the programme of universalisation of elementary education as early as possible and preferably by the end of 1982-83. In no circumstances should the programme extend to beyond ten years.*

3.06 We have indicated, in the subsequent sections, the broad guidelines for the preparation of programmes of universal elementary education. We recommend that each State and Union Territory should prepare detailed programmes on the basis of these guidelines and within the time-frame indicated above.

IV. Guidelines

4.01 Three General Issues : At the very outset, we would like to refer to three general issues which need attention :

- (1) **Universal Elementary—and not Primary—Education as the Over-all Objective :** In all the earlier Plans, we have spoken only of universal *primary* education, the idea being that we should universalise primary education (classes I-V) in the age-group 6-11 before we attempt universalise upper primary education (classes VI-VIII) in the age-group of 11-14. This was inevitable on the basis of a single-point entry system in class I. One of the major changes now envisaged is that, in this Plan, we are talking, for the first time, of universal *elementary* education (classes I-VIII) in the age-group 6-14. This has become possible as we shall show later, because of the concepts of multiple-point entry and non-formal education; and this new approach must be highlighted because it has large implications for planning and organisation.
- (2) *The Duration :* The duration of elementary education varies from State to State (in some it is seven years and in others, eight) and it is also divided differently in sub-stages (4+3, 5+2, or 5+3) The best pattern would of course be 5+3 and all States and Union Territories should strive to fall in line with it as soon as possible. We would, however, like to emphasize one point : the programme of universalisation of elementary education and improving its quality are of supreme importance and should be vigorously pursued. We would not like to divert attention, energies and funds from these basic issues. The adoption of a uniform pattern can wait for some time, if need be.
- (3) *Unified Administration :* We find that, in some States, the stage of elementary education is not unified : it is divided into two sub-stages and different authorities are placed in charge of each sub-stage. Such a situation can create difficult problems of administration and development. We, therefore, recommend that the entire stage of elementary education (classes I—VII or I—VIII as the case may be) should be unified and brought under the control of one authority for administrative purposes.

4.02 Universal Provision of Facilities : The first step in the provision of universal elementary education is to provide facilities for both primary (classes I—V) and middle school education (classes VI—VIII) within easy walking distance from the home of every child. From this point of view, each State and Union Territory should prepare a plan for the location of all primary and middle schools needed for its area. The successive stages in the preparation of such a plan will be as follows :—

- (1) The State should lay down criteria for the location of primary and middle schools : these will have to be related to the population served as well as distances which children will have to walk every day to reach the schools. These will obviously vary from region to region, depending upon the prevailing settlement patterns and natural conditions.
- (2) On the basis of these criteria, detailed plans and maps (with the block as a unit) will have to be prepared to ensure that almost *all* children have a primary and middle school within easy walking distance from home. These plans should avoid overlapping and duplication and show existing institutions (with areas and population served) as well as new institutions needed (with areas and population served).
- (3) Steps should then be taken to establish *all* the new institutions needed as soon as possible and under any circumstances within three years from now

in a phased manner, i.e., before the end of 1980-81. This is extremely important because the other phases of universal elementary education (i.e. universal enrolment and universal retention) can only begin *after* this first and basic step is taken.

The new institutions to be established in 1978-79 may be opened on the basis of the Third Educational Survey the data of which are readily available. Before the end of 1978-79 those plans should be finalized and the programme should be completed in 1979-80 and 1980-81

4.03 Policy in regard to New Institutions : In opening new institutions, the general policy adopted is to open them first in bigger villages without schools and then gradually take up the smaller villages in a descending order (e.g., villages without schools with a population of more than 1000 are taken up first, then those with a population of 900, and so on). This is ordinarily a sound policy. But it adversely affects the tribal areas where population is generally small. It is, therefore, suggested that schools required for tribal areas should be given priority in opening new institutions and that, wherever necessary, adequate provision should be made for the establishment of ashram schools (or their expansion) to meet the needs of tribal children in very sparsely settled areas.

4.04 Single-Teacher Schools : The problem of single-teacher schools assumes significance in this context. In a programme of universal elementary education, some single-teacher schools will have additional teachers because of expansion. On the other hand, most of the new institutions to be established will be in small places and, therefore, may have only one teacher each. On the whole, the number of single-teacher schools is likely to increase rather than decrease. In our situation single-teacher schools are inevitable; and adequate steps will, therefore, have to be taken to improve them.

4.05 Universal Enrolment and Retention : The next step in the programme of universal elementary education is to bring *every* child into school and to see that he remains at school till he completes the elementary course on age 14. In the past, our attempts in this direction have been somewhat restricted because of the following :

- (1) We insisted on a single-point entry in class I. All that we did, therefore, was to organise enrolment drives each year and to put more children in Class I. This was very wasteful because only a small proportion of children enrolled stayed long enough to acquire even effective literacy.
- (2) We insisted on full-time attendance so that children who are required to work (and they are about 70 per cent of the total) either do not go to school at all or drop out, sooner rather than later.

It is now proposed to alter these policies radically; and this is another distinctive feature of these proposals.

4.06 Enrolment in Classes I-V: In the past we over-emphasized enrolments in classes I-V; and to that end, we enrolled children of all age-groups in class I. Moreover, there is considerable stagnation. The consequent result is that every class is extremely heterogenous and consists of children of all ages. Taking classes I-V as a whole, more than 22 per cent of the enrolment is of children below the age of six or above the age of eleven. In the interest of education this picture must be considerably changed and we should have homogenous age-cohort in classes I-V. From this point of view, the following two steps will have to be taken :

- (1) All fresh enrolment to class I should be restricted to age six only. In other words, all new entrants to class I should be of age six.

- (2) Stagnation should be drastically reduced and eliminated altogether so that every child will complete one class each year and will be promoted to the next class, till he completes class VIII, but with periodic assessment and evaluation.

If both these reforms are consistently maintained over the next five years, the age-cohort in each class will be homogenous and the over-age and under-age children that now form 22 per cent of the total enrolment in these classes will almost disappear and the total enrolment in classes I-V will either be equal to the population in the age-group 6-11 or only a little more. In other words, we expect that the enrolment in classes I-V by 1982-83 will be 933 lakh (i.e. 10 per cent more than the total population of children in the age-group 6-11), as against the enrolment of 713 lakh in 1977-78. This will mean a total additional enrolment of 220 lakh if every child is enrolled at the age of 6 and continues to remain in school till the age of eleven.

4.07 As our experience has shown, enrolment of children is comparatively easier. It is their retention that creates difficult problems. At present our motto is : either full-time education or no education at all. This does not suit the hard realities of life because most children (about 70 per cent of the total) have to work in or outside the family and are, therefore, compelled to drop-out on the ground that they cannot attend on a whole-time basis. They could receive education on a part-time basis but our system does not provide such education. We propose a major change in this policy and recommend a new *motto* : *every 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.* In other words, there is no drop-out, and if necessary, a child changes his channel of education from full-time to part-time according to his needs or convenience. We must, therefore, estimate what proportion of children in the age-group 6-11 will attend schools on a part-time basis. On the present basis, it appears that, of the total enrolment of 933 lakh in 1982-83, about 814 lakh (i.e., about 100 lakh more than at present) may attend on a full-time basis which assumes that the existing rate of enrolment of about 26 lakh of additional children per year will continue and another 120 lakh may attend on a part-time basis. Provision will, therefore, have to be made for 100 lakh of additional enrolment on a full-time basis and 120 lakh of enrolment on a part-time basis. These are estimates on an all-India basis. Each State will have to work out its own needs on the basis of these guidelines.

4.08 One implication of these estimates is obvious. We have already created a large infrastructure of full-time education in classes I-V. If we eliminate the under-age and over-age children for these classes by proper new enrolment in class I and elimination of stagnation we can enrol all children in the age-group 6-11 by only a small increase in full-time facilities combined with a large provision of part-time education for all drop-outs in the age-group 6-11. For those pursuing part-time non-formal education, introduction of certificate examinations on a voluntary basis, at the primary and middle school levels, without insisting on full-time attendance, should be provided. Enrolment in part-time classes should have to be confined to the children of the age-group of 9+ and above, since children of the age-group 6-8 may not derive much advantage.

4.09 The Working Group would like to draw attention to the Report of the Review Committee on the Curriculum for the 10-Year School (Ishwarbhai Patel Committee) (June-December 1977) which has made positive recommendations in regard to instructional hours :

“Instructional Hours : We wish to stress the need for a change in the approach to the learning process in these classes. We feel that there is need for more creative and joyful activities than formal instruction. Formal instruction

must be reduced to a minimum and, we, therefore, recommend that children in Classes I-IV/V should not be required to remain in school for more than 2½ to 3 hours a day”.

We fully endorse this view and would urge, however, that as a first step the instructional hours in classes I-III should be reduced to 3 hours a day.

4.10 Attendance-Versus-Enrolment Targets : To Prevent bogus enrolment, the emphasis should be shifted from ‘enrolment’ to ‘attendance’. All staffing, etc. of elementary schools should be done on the basis of average attendance rather than on that of enrolment only. Supervision, especially at the local level, should be strengthened and cases of over-reporting, when discovered, should be severely dealt with. Moreover, it is necessary to introduce some additional targets. At present, we prescribed only one target, viz., total enrolment in classes I-V (separately for boys and girls). In future, we should ascertain the following details of enrolment :

- I. Total enrolment in classes I-V (separately for boys and girls) ;
- II. Total enrolment of scheduled castes (separately for boys and girls) ;
- III. Total enrolment of scheduled tribes (separately for boys and girls) ;
- IV. Total enrolment in class I (separately for boys and girls) ;
- V. Total enrolment in class V (separately for boys and girls) ; and
- VI. Total enrolment in class VIII (separately for boys and girls).

These targets will focus attention on the enrolment of children from weaker sections and on the reduction of drop-outs. In the past, the problem of drop-outs has been totally ignored and has, therefore, continued unchanged (Please see Annexure I for details). It must be vigorously attacked in the next plan.

4.11 Enrolment in the Age-group 11-14 : The problem of children in the age-group 11-14 is somewhat different. The total number of children in this age-group fall into three categories :

- (1) Those who have completed class V and cannot continue to study further on a full-time basis ;
- (2) Those who are studying in classes VI-VIII (here also, there are many under-age and over-age children whose numbers, we shall assume, will be gradually reduced as indicated earlier) ; and
- (3) Those who never went to school or if they did, left it so early that they have lapsed into illiteracy.

Separate measures will be needed for each of these categories. For children in category (1) above, we will have to organise continuation classes at the middle school level (Classes VI-VIII). This is already being done on an experimental basis in some areas. What is needed is a generalisation and expansion of the programme. For children in category (2) above, nothing special needs to be done except to provide for normal increases in enrolment. At present this is the principal education programme we offer and it enrolled 185 lakh children in 1977-78. A very large group of children will fall in category (3) above. It is unfortunate that we have no educational programme to offer to these children and they generally grow up into illiterate adults. What is now proposed is that special part-time classes of non-formal education should be organised for these children (most of whom will be working) and they should be helped to become functionally literate or even to reach the level of class V. Experience has shown that this can be done in a period of 18-24 months. The organisation of special programmes of part-time non-formal education for such children in

the age-group 11-14 is therefore a very important new programme to be initiated in the next Plan.

4.12 Since facilities for both full-time and part-time education will be available in classes VI-VIII the problem of drop-outs will disappear at this stage also ; children who cannot continue to study on a full-time basis will transfer themselves to the part-time channel.

4.13 Girl's Education : In the non-enrolled children, the largest—and perhaps the most significant—group is that of girls (133 lakh in the 6-11 age-group and 183 lakh in the age-group 11-14). Special efforts will be needed to enrol them. These will include among others :

- (i) Educative propaganda with parents to overcome prejudices against sending girls to schools,
- (ii) Appointment of women teachers on an increasing scale,
- (iii) Provision of liberal incentives for enrolment and attendance,
- (iv) Appointment of school mothers, and
- (v) Provision of creches, children's play-centres or pre-schools attached to primary and middle schools, so that girls can bring young children (whom they have to look after) with them.

The cost could be substantially reduced by training the girls themselves to look after this facility turn by turn.

4.14 Scheduled Castes : Special efforts are also needed to increase the enrolment of children of the scheduled castes. This will involve :

- (1) Intensive social work for recovering the rigours of untouchability, tension between the scheduled castes and others, and for improving their standard of living;
- (2) Creating better and more favourable conditions for the scheduled caste students enrolled in schools and paying special attention to their individual needs; and
- (3) Provision of liberal incentives for enrolment and attendance.

4.15 Scheduled Tribes : Special sub-plans should be prepared for the education of scheduled tribes in each State and Union Territory on the broad guidelines issued earlier. These plans should receive the highest priority. It must be emphasized that the non-teacher costs would be considerably higher in tribal areas because of the special programmes and liberal provision of amenities. Every State should provide adequate funds for the elementary education of tribals not only in proportion to their population but also with added weightage. Even if this allocation falls short of the needs the deficit should be made good through a special Central subvention.

V. Strategy for Part-Time Non-Formal Education

5.01 As indicated earlier, the clientele to be served by non-formal part-time programme of education would largely consist of the following :

- (a) Children of the weaker sections like the scheduled castes, scheduled tribes, those in hilly areas, tribal areas, urban slums and other economically backward rural areas. There are a large number of children among these sections in the age-group 6-14 who have either never entered the formal school or have dropped out. They are helping the family in a number of

ways and the school time does not suit them. Given the facility of schooling at a suitable time and place and with relevant curriculum, they might like to avail themselves of the educational facility and might like to rejoin the formal school system at some appropriate stage.

- (b) Girls in the age-group 6-14 who are not attracted by the existing programme of education being offered by the formal elementary school. These girls may generally not be interested in joining the formal school at any stage. Thus they would need an educational programme tailored to suit their requirements as housewives, mothers and citizens.
- (c) Boys and girls (generally boys) in the age-group 6-14 who are employed in professions like carpet-weaving, pottery, etc. These children need only a part-time programme of general education which may be focussed around literacy, numeracy and citizenship training.

5.02 Reasons for Non-Attendance : Main reasons found for non-attendance of girls are the following :—

- (i) From a very early age, girls begin to look after the younger brothers and sisters and house-hold work to relieve their parents, to go out as labourers or to work on the farms. Some girls of the age-group 6-14 also work on some vocations. In all such cases the time of the formal school does not suit them.
- (ii) In many communities the idea of sending a girl even at the age of 8 or 9 to a co-educational school does not find favour.
- (iii) The village community is not convinced of the usefulness of the educational programme for the girls being offered by the formal school system.
- (iv) Cultural constraints and traditions in many parts of the country hold back the girls at home.

Among the weaker sections like the scheduled castes, scheduled tribes, hilly and tribal areas, some of the reasons for non-attendance of children in the formal schools have been indentified as follows :—

- (i) A child begins to help in the economic endeavours of the family at a very early age. Thus attending a full-time formal school is a luxury which most families cannot afford.
- (ii) The timings of the formal school are such that they cannot pursue education along with their economic pursuit.
- (iii) Some of the children have either dropped out or have not been able to join school for reasons of health. There is no provision in the formal school to take them back into the school after the lapse of one or two years.

5.03 Curriculum Relevance : Considering facts like the above which are obtaining in varying degrees in different parts of the country and in different sections of our society, the content, methods, place and timings of elementary education have to be suitably modified or adapted to suit the needs of such groups. It is this conviction which is the basis for searching an answer to some of our problems in the area of non-formal education. Non-formal education by its very nature is *flexible* in character. It lends itself to as many adaptations as there might be situations and needs. This, however, does not mean that non-formal education is casual education or incidental education. Non-formal education is an organised programme of education. Non-formal education focusses on the learner's needs and interests and provides resources and help for learning as far as possible at one's own rate. To start with, the primary school and its resources including the teachers may be utilised to develop the methods, materials and resources for non-formal education.

5.04 Methodology : The methodology of evolving suitable programmes of non-formal education would be characterised by flexibility and innovation to suit the needs of the children of different sections and in different parts of the country. It is to be noted that part-time non-formal education should begin not earlier than the age of 9, for children of the lower age-group, *i.e.*, 6-8 would not be mature enough to benefit through this mode of education. A variety of models exist ; these should be tried out and then generalisation attempted. In fact in the formal schools eventually the non-formal approach should be universalised. The Working Group will be circulating a paper on the subject which will attempt to spell out the operational details of implementing part-time non-formal educational programme under varying conditions and suifing different target groups

5.05 Community Education : The programme of universalisation of elementary education cannot succeed unless the community is simultaneously educated and convinced of the utility of the education for their children. Hence a suitable programme of community education should also be a part of non-formal education programme. The use of mass media like the radio, films, television (where availble) will be very necessary for this purpose. The programme of educating the community should be coordinated with the programmes of adult education.. A large-scale use of educational technology will also be necessary.

VI. Basic Postulate

We are convinced that the goal of universal elementary education can and should be achieved through full-time schooling and part-time education; but either should be done without sacrificing the basic minimum knowledge of literacy, numeracy and inculcation of the scoial and civic responsibilities and in both these options the content of education should be meaningful and relevant to the socio-economic milieu and needs. Content of either channel should be such as does not thwart the scope of vertical mobility.

VII. Qualitative Improvement

The standards of elementary education are far from satisfactory, especially in rural areas. Great emphasis should, therefore, be laid on the improvement of quality. This will help universalisation itself by increasing the attracting and holding power of the schools. Among the major programmes to be developed from this point of view; the following may be mentioned:

- (1) Reform of the curriculum, broadly on the lines recommended by the Curriculum Review Committee;
- (2) Reduction of instructional hours in classes I-III to 3 hours per day and lengthening the academic session;
- (3) Introduction of socially useful productive work and social service activities as integral parts of education;
- (4) Improvement of textbooks and other teaching and learning materials;
- (5) Introduction of play-way methods, especially in classes I-II, adoption of dynamic methods of teaching and evaluation;
- (6) Teacher improvement; better general education and professional training; large-scale provision of in-service education; better conditions of work and service;
- (7) Improvement of supervision; universal adoption of the scheme of school complexes; constitution of effective school committees to assist in

universalisation and building up closer relations between the schools and their communities; and

- (8) Provision of adequate equipment and suitable buildings, especially with community support; the use of local and low cost materials and new designs and techniques which reduce the costs substantially need special emphasis.

It is obvious that to achieve the best results, it will be necessary to organize a mass movement and to create a climate of sustained hard work in all elementary schools.

VIII. Administration

An immense programme of this type cannot be administered on a centralised basis. A major transformation in educational administration is, therefore, called for, if it is to be successfully implemented. The following proposals are, therefore, made from this point of view:

- (1) *Central Level:* There should be a strong and adequately staffed Division in the Ministry of Education to look after this programme, including over-all administration of non-formal education. On the academic side, this Division should be assisted by a very strong special wing created for this programme along in the NCERT; the tasks of this wing in regard to non-formal education will be to prepare broad frame-work, provide academic guidance and training of personnel in the S.I.E.'s and State Education Departments. The main focus of the activities of the National Staff College should also be on this programme and its development. It will also be desirable to create a National Board of Elementary Education to over-see this programme. The Board should meet once a quarter to review the progress and to give advice on further action.
- (2) *State Level:* State Council of Educational Research and Training as a counterpart of the National Council of Educational Research and Training at the Centre should be set up in those States in which it has not yet come into being. The SCERT should have a special Division to look after this programme. The Directorates also should be specially strengthened to effectively deal with it. In the bigger States, some suitable organisation will be needed at the regional level also. In the States a separate cell for non-formal education should be set up under an officer of the rank of D.P.I./D.E. The S.I.E. would provide instructional material and special teacher orientation programmes. The E.T. Cells may be developed to provide support system of community education.
- (3) *District Level:* If the programme of universalisation of elementary education is to be successfully implemented, it will be necessary to make the district the main hub of administration. This may be done most conveniently by creating District School Boards as recommended by the Education Commission (1964-66). Alternatively, the office of the District Inspector of Schools will have to be sufficiently strengthened to control and guide this programme and sufficient powers will have to be delegated to him. Similarly, the SCERT's will have to create suitable district units which will work hand-in-hand with the District Inspector of Schools and assist him in programmes of qualitative improvement and non-formal education.
- (4) *Block Level:* Sufficient powers would have to be delegated to the block levels also. There is also a case for making the block, rather than the district, the main hub of the administration. At this level, it may be

necessary to appoint, in addition, Assistant District Inspector (Non-formal). The T.T.I.'s at this level will be closely associated with the development of instructional materials and training and orientation of personnel.

- (5) *Village Level*: There should be effective school committees at the village level to supervise and guide the programme. The membership of these committees should belong to those social groups who have the large proportion of non-enrolled children. The local representatives at the village level should also be involved in planning programme which suit the needs of the villages. Coordination of the programme of non-formal education will require the involvement of a number of Government Departments and non-official and voluntary agencies at various levels. For this purpose coordination committees may be constituted at the State and block levels as in the Project relating to Developmental Activities in Community Education and Participation.
- (6) *Infra-structure for Non-Formal Education*: The infra-structure for non-formal education should make use of the existing educational facilities in different blocks of the rural areas such as village school, Mahila Mandals, Yooth Clubs, Yuvak Mandals, Nehru Yuvak Kendras and Vocational Training Centres etc. etc. For sparsely populated areas and in certain tribal areas or desert areas of Rajasthan educational needs of the children as well as the community in the age-group 6—14 may be provided through educational packages delivered by the mobile vans.

IX. Finance

It is obvious that this programme of expansion visualized in para 3.02, Table 5 for 1978—83 will require a large investment of funds. A rough estimates of this would come to Rs. 1,000 crore, details of which are given below:

Costing of Elementary Education during 1978—83

Item	Five-year Cost (Rs. in Crores)	Target	Norms
1	2	3	4
1. Expansion of Facilities			
(a) Full-time	286 (Rs. 222 crore for non-tribal areas & Rs. 64 crore for tribal areas)	Classes 1—V: 100 lakh Classes VI—VIII: 60 lakh Total : 160 lakh	Average teacher salary: Rs. 5300 p.a. Teacher-pupil ratio 1:46* Additional teachers : 1.59 lakh (1.27 lakh in non-tribal areas & 0.32 lakh in tribal areas) 10% for non-teacher cost in non-tribal areas 25% for non-teacher cost in tribal areas
(b) Part-time Non-formal	336 (Rs. 252 crore for non-tribal areas & Rs. 84 crore in tribal areas)	For Age-group 6—11 : 120 lakh For Age-group 11—14 : 40 lakh Total : 160 lakh	Per student cost : Rs. 70 p.a.
2. Construction of classrooms	120	4 lakh classrooms	Government contribution at Rs. 3,000 per classroom
3. Equipment	48	For 320 lakh students	About Rs. 15 per student

* It is assumed that the recommendation contained in Ishwarbhai Patel Committee (1977) to provide only about 3 hours of formal schooling in classes I—III will be implemented in a phased manner.

1		3	4
4. Incentives	60 (including Rs. 18 crore for scheduled tribes)	100 lakh students	Rs. 20 per student
5. Teachers quarters	10	10,000 quarters	Rs. 10,000 per quarter
6. Ashram schools	20	500 Ashram schools: 30,000 children	Non-recurring Rs. 1 lakh per school. Recurring Rs. 500 per child and Rs. 600 per annum recurring expenditure per child
7. <i>Teacher's training</i>			
(i) Pre-Service	10	<i>Ad-hoc</i>	Rs. 200 per teacher
(ii) In-Service	30	15 lakh teachers	Rs. 200 per teacher
(iii) Improvement of existing teacher training institutions	10	1000 institutions	N.R. Rs. 50,000 per institution for 5 years
8. <i>Quality Improvement</i>			
(i) Science Education	14	Science kit to 3,00,000 primary and 50,000 middle schools	Rs. 300 per kit per primary school Rs. 10,000 per kit per middle school
(ii) Introduction of socially useful work	15	Equipment to 5,00,000 schools	Rs. 300 per school
(iii) Educational technology & Radio support	10	Radios to 5,00,000 schools	Rs. 200 per school
(iv) Strengthening of State Institutes of Education, SCERT's, NCERT	11	25 institutions	Rs. 4 lakh per institution
(v) Strengthening of supervision & administration	20 (including Rs. 6 crore for tribal areas)		
Total	1000		

9.02 Central Support to Backward States: One point needs special emphasis. In a programme of universal elementary education, money has to be spent where the non-enrolled children are. What happens in actual practice is that the backward States need larger allocations because they have more non-enrolled children. On the other hand, the resources available to them in the State Plans are limited so that they are not at all in a position to make adequate allocations for elementary education. We, therefore, propose that the amount required for making elementary education universal should be worked out separately for each State and Union Territory in mutual consultation between the Centre and the States. As a concrete evidence of Centre's concern to bring the eight backward States, listed earlier, to the all-India average, the Working Group suggests a special provision of Rs. 50 crore in the Sixth Plan so that this amount can be utilised in making a successful dent into the problems of non-enrolled children, obtaining particularly in these eight backward States. This amount will be for following effective non-formal part-time programme. The Working Group notes with great pleasure that the Planning Commission have already provided Rs. 4 crore for this purpose in the Annual Plan for 1978-79 especially for initiating pilot/experimental programmes of part-time non-formal education. We quote from the minutes of the meeting of the Planning Commission held on 6th December, 1977:

“Non-formal Part-time Education at Elementary Stage:

“(1) This scheme will be implemented in the existing educational and other institutions in selected blocks with a view to stimulating action at the State Government level and to evolving experimental schemes. Based on the experience of these pilot experimental schemes, the programme would be developed on a mass scale for the subsequent five-year plans.

“(2) This scheme will be implemented only in the educationally backward States especially in those blocks where integrated area development plans are likely to be taken up. In the selected blocks/areas, voluntary organisations should also be stimulated to take up this work”.

X. Summing up

It will be seen from para 3.02 Table 5 that if the proposed targets have to be achieved we shall have to provide formal and non-formal education as shown below :

	(in Lakhs)
1. Total enrolment expected at the end of 1982-83	1218
2. Enrolment at the end of 1977-78	898
3. Additional enrolment during 1978-83	320

This total enrolment of 1218 lakh is divided as follows :

	(in Lakhs)
(1) Enrolment in the formal and full-time channel in 1977-78	898
(2) Additional enrolment in the same channel—classes I-V: 100	} 160
classes VI-VIII: 60	
(3) Part-time education in the age-group 9-11 for those who drop out	120
(4) Part-time education in the age-group 11-14 for those who did not go to school or dropped out very early	40
. TOTAL	1218

Item (2) does not present any serious problem and this is the one programme we have been implementing over the last 30 years. The programmes under (3) and (4) are almost totally new and have also to be developed on a large and effective scale. The State Governments will have to concentrate their efforts in this direction with some stimulating effort by the Central Government. We would reiterate what the Conference of State Education Ministers (August 10-11, 1977) resolved to realise the goal of universal elementary education (age-group 6-14). Each State and Union Territory must prepare a State Plan for implementing universalisation of elementary education based on block-level plans, according to the lines indicated in this report. These plans, indicating the financial allocations and physical targets, should be approved for the States by the State Cabinets and the provision for elementary education should be earmarked and should not be divertible.

ANNEXURE

Statewise classwise enrolment (Girls and Total)

State/Union Territory	I		II		III	
	Girls	Total	Girls	Total	Girls	Total
1	2	3	4	5	6	7
Andhra Pradesh	551753	1361643	358586	869850	292876	720345
Assam	266742	639565	118317	290233	101204	250048
Bihar	496111	1747006	247717	903187	192432	716369
Gujarat	495563	1243914	286270	741786	213505	565794
Haryana	94563	290207	75534	240415	58580	195786
Himachal Pradesh	47413	116262	36955	90647	31325	78919
Jammu & Kashmir	44540	122270	25808	82747	22368	67802
Karnataka	561751	1231512	359810	841263	266506	643611
Kerala	307702	637781	340500	708620	407448	848419
Madhya Pradesh	635375	1657711	438082	1267799	255850	885941
Maharashtra	940434	2114323	583013	1414349	434981	1115141
Manipur	52793	120981	18234	44295	9734	25419
Meghalaya	36202	74009	15241	31439	11667	23774
Nagaland	15838	36210	8611	19720	7275	17272
Orissa	351134	901751	193546	527460	135039	380717
Punjab	250975	564776	191102	443992	133103	320846
Rajasthan	140039	575616	157783	665336	79151	355694
Tamil Nadu	683691	1510170	542511	1210204	454308	1049837
Tripura	33630	81797	15547	39033	12822	31783
Uttar Pradesh	1288885	3544221	749258	2159653	545192	1647115
West Bengal	1066832	2581802	438754	1122058	282572	771632
A&N Islands	1936	4181	1443	3171	1204	2719
Arunachal Pradesh	4337	15454	1773	6909	1028	3925
Chandigarh	4435	9901	3399	7604	3055	6878
Dadra & Nagar Haveli	1744	4796	610	1953	380	1304
Delhi	57108	118988	48516	101915	41242	89881
Goa, Daman & Diu	21441	47255	11409	25534	9332	21052
Lakshadweep	722	1499	479	1101	411	960
Mizoram	11409	23746	5718	11791	5531	11576
Pondicherry	7063	15636	6011	13764	5321	12432
TOTAL	8472161	21394983	5280537	13887828	4015442	10862991

in Classes I—VIII (Rural & Urban), 1973

IV		V		VI		VII		VIII	
Girls	Total	Girls	Total	Girls	Total	Girls	Total	Girls	Total
8	9	10	11	12	13	14	15	16	17
223436	571292	171141	449606	98061	293599	90676	287876	56247	190335
80613	206814	66635	170539	78997	206770	35581	98020	45545	123692
127010	530998	109628	455619	71534	394922	61116	340487	33809	211131
177362	476278	142511	394505	113656	316768	85621	240775	72342	216738
48669	166265	41329	149180	34074	135447	27410	115113	23535	103259
27549	72312	22749	62307	14549	52012	11133	42122	9643	38454
19827	60987	17446	56469	14718	53121	11361	44853	9109	37399
198550	501480	138427	368726	109810	300788	97669	279920	61119	181020
305322	637049	251261	534592	217680	466352	177260	391665	131926	274585
147157	516431	109429	395839	75522	305882	55043	226747	51827	220670
337977	908938	268022	746912	204801	591392	151542	451763	105081	328963
8633	23019	6928	19734	4830	14916	4465	13605	4637	14300
8740	17966	6801	13932	4064	10046	3950	9004	3560	7761
5436	12979	3736	9182	3157	7740	2644	6523	1988	5534
87809	258477	65848	200439	42823	146401	34172	121332	21056	91510
116077	281409	97846	236628	70870	193300	56524	159880	53152	153087
62319	273141	51739	230895	38040	214417	28261	159105	23333	135686
371720	886904	300440	735308	207165	551632	157570	432692	127354	353882
9674	24503	7725	19530	8182	21162	4997	12098	4091	10203
390300	1279103	233419	912535	158397	772787	136356	671296	120170	666782
205990	561303	158335	425144	153564	419768	127920	356488	115421	325232
994	2403	806	2129	586	1515	488	1258	422	1017
565	2363	334	1493	233	1023	199	871	97	675
2755	6040	2553	5506	2408	5220	2119	4641	2019	4447
236	866	174	640	147	452	100	314	94	254
36982	82290	31355	73315	36581	86590	32182	76328	27984	67612
7426	16903	7279	18395	5866	14616	4879	12111	4398	10978
343	838	289	795	160	612	80	387	88	305
5351	11224	4135	8786	3942	8585	2473	5633	2066	4719
4515	10840	3688	9353	2987	7991	2257	6291	1591	4702
3019337	8401415	2322008	6708033	1777408	5595826	1406048	4569197	1113713	3784932

Additional Children to be enrolled in the Age-group 6-11 (1978-83)

(Figures in oo's)

State/Union Territory	No. of Children Enrolled in 1977-78		Total Population of Children as on 1st March 1983		+Additional Children to be Enrolled during 1978-83	
	Total	Girls	Total	Girls	Total	Girls
1	2	3	4	5	6	7
1. Andhra Pradesh	43810	17990	59241	29858	21355	13361
2. Assam	18250+455	1510+213	26447	12762	10387	5677
3. Bihar	57570	18660	88795	43042	40104	26534
4. Gujarat	39710	15980	39985	19381	4274	4370
5. Haryana	12530	4310	16236	7819	5330	3900
6. Himachal Pradesh	4490	1860	4968	2516	875	782
7. Jammu & Kashmir	4550	1550	7439	3724	3633	2360
8. Karnataka	39400	17190	43882	21284	8870	5158
7. Kerala	32410	15530	28529	13868	(—)1028	(—)969
10. Madhya Pradesh	47410	14930	76375	37012	26602	23933
11. Maharashtra	73690	30940	69288	33501	2527	4236
12. Manipur	2610	1150	1805	869	(—)624	(—)238
13. Meghalaya	1160	550	1652	799	657	289
14. Nagaland	837	339	791	374	33	54
15. Orissa	25790	9410	31957	15292	9362	6647
16. Punjab	23070	9280	19635	9470	(—)1472	664
17. Rajasthan	27100	7250	46440	22521	23984	16397
18. Sikkim	330	130	2967	1427	2934	1368
19. Tamil Nadu	58530	26010	20726	28444	(—)2731	76
20. Tripura	2194	893	2754	1337	835	511
21. Uttar Pradesh	128620	51870	139084	67553	24372	19061
22. West Bengal	59520	22500	72993	35322	20772	14588
23. A & N Islands	232	102	243	119	35	23
24. Arunachal Pradesh	550	140	702	333	222	210
25. Chandigarh	433	199	528	257	148	71
26. Dadra & Nagar Haveli	118	40	118	58	12	21
27. Delhi	7290	3220	6791	3420	180	371
28. Goa, Daman & Diu	1423	624	1260	612	(—)37	7
29. Lakshadweep	68	30	48	23	(—)15	(—)6
30. Mizoram	*	*	*	*	*	*
31. Pondicherry *	718	321	662	320	10	15
INDIA	714968	280731	849610	413060	+219603	152982

* Included in Assam.

+Worked out on the basis of 110 per cent of the age-group population as on 1-3-83.

Additional Children to be enrolled in the Age-group 11-14 (1978-83)

(Figures in Rs. 00's)

State/Union Territory	No. of Children Enrolled in 1977-78		Total Population of Children as on 1st March, 1983		+ Additional Children to be enrolled during 1978-83	
	Total	Girls	Total	Girls	Total	Girls
1	2	3	4	5	6	7
1. Andhra Pradesh	8070	2820	37273	18681	25476	10257
2. Assam	6396	2438	15201	7334	7285	2766
3. Bihar	16500	3390	49999	24263	28499	13594
4. Gujarat	10510	3760	23573	11430	10706	4241
5. Haryana	4060	980	10086	4847	5017	2413
6. Himachal Pradesh	1480	400	2845	1424	1081	597
7. Jammu & Kashmir	1650	490	4046	1984	1991	899
8. Karnataka	10850	4010	26463	12818	12967	4963
9. Kerala	16120	7580	18289	8956	340	(—)1311
10. Madhya Pradesh	9650	2440	43301	20947	29321	12223
11. Maharashtra	16940	6250	45263	22280	23797	9346
12. Manipur	610	222	1082	535	364	153
13. Meghalaya	328	146	950	471	527	184
14. Nagaland	278	102	495	236	168	63
15. Orissa	4640	1360	18742	9072	12228	4990
16. Punjab	5820	2020	11542	5485	4568	1820
17. Rajasthan	6640	1420	23912	12520	16681	7344
18. Sikkim	46	15	183	90	119	48
19. Tamil Nadu	15980	5950	32992	15980	13713	5236
20. Tripura	564	245	1610	834	885	339
21. Uttar Pradesh	27600	5580	78683	38177	43215	21144
22. West Bengal	15110	5580	41636	20468	22362	8748
23. A & N Islands	74	28	136	67	48	19
24. Arunachal Pradesh	80	15	376	182	258	112
25. Chandigarh	177	77	309	145	101	25
26. Dadra & Nagar Haveli	22	7	69	35	40	17
27. Delhi	3510	1470	4361	2136	415	25
28. Goa, Daman & Diu	467	189	874	446	320	123
29. Lakshdweep	23	7	27	13	1	2
30. Mizoram	*	*	*	*	*	*
31. Pondicherry	270	103	428	210	115	44
INDIA	184465	59094	500403	242954	+265898	110974

* Included in Assam

+Worked out on the basis of 90 per cent of the age-group population as on 1-3-83.

APPENDIX A

Working Group on Universalisation of Elementary Education

In consultation with the Planning Commission and with the Education Ministers of all State Governments and Union Territory Administrations, a decision has been taken that in addition to Adult Education highest priority should be given to Universalisation of Elementary Education in the next Plan. It has been decided to constitute a Working Group on Universalisation of Elementary Education :

- (a) to review the developments in the field;
- (b) to advise on the approach and priorities for the Sixth Plan ;
- (c) to formulate concrete proposals indicating financial implications and structural arrangements;
and
- (d) to apportion the areas of responsibility among the Centre, States and voluntary agencies.

2. The proposed membership of the Working Group would be as follows :

1. Shri P. Sabanayagam *Chairman*
Education Secretary
2. Dr. Ajit Mazoomdar
Secretary
Planning Commission
Yojana Bhavan, New Delhi
3. Dr. B.D. Sharma
Joint Secretary (TD)
Ministry of Home Affairs
New Delhi
4. Smt. Padma Ramachandran
Joint Secretary
Department of Social Welfare
Ministry of Education & Social Welfare
A-Wing, Shastri Bhavan, New Delhi
5. Shri R.N. Azad
Joint Secretary
Department of Rural Development
Ministry of Agriculture
Krishi Bhavan, New Delhi
6. Prof. S.K. Mitra
Director
National Council of Educational
Research and Training
New Delhi
7. Dr. S.N. Saraf
Chief (Education)
Planning Commission
Yojana Bhavan,
New Delhi
8. Prof. M.V. Mathur
Director
National Staff College for
Educational Planners and Administrators
17-B, Sri Aurobindo Marg
New Delhi 110016

9. Prof A.N. Bose
Dean (Coordination)
National Council of Educational
Research and Training
Sri Aurobindo Marg
New Delhi
10. Shri M. Sambasivam
Deputy Director (Elementary Education)
Government of Tamil Nadu
Directorate of Rural Development, Kuranagam
Madras
11. Shri Inderjit Khanna
Director of Education
Government of Rajasthan
Bikaner.
12. Shri S. Satyam
Director of Education
Government of Madhya Pradesh
Bhopal.
13. Prof. B. Das
Director of Education
Government of Orissa
Bhubaneswar.
14. Shri S.N. Mehrotra
Director of Education
Government of Uttar Pradesh
Lucknow
15. Mrs. Uma Sinha
Director of Education
Government of Bihar
Patna
16. Miss Shahmiri
Director of Education
Government of Jammu & Kashmir
Srinagar
17. Dr. D.P. Pattanayak
Director
Central-Institute of Indian Languages
Manasagongotri
Mysore-570006
18. Shri T. Janakiraman
Deputy Director General
All India Radio
Akashvani Bhavan
New Delhi
19. Dr. Dinesh Mohan
Director
Central Building Research Institute
Roorkee
20. Shri S.P. Samaddar
Administrator
Calcutta Corporation
S.N. Bannerji Road
Calcutta

Non-Official Members

21. Shri H. Radhakrishna
Secretary
Gandhi Peace Foundation
221, D.D. Upadhyaya Marg
New Delhi
22. Shri Manubhai Pancholi
Lok Bharati, Sanosra
Western Railway
(Bhavnagar Distt.) Gujarat
23. Shri Jagdish Mishra
Secretary
All India Primary Teachers Federation
Exhibition Road
Patna
24. Shri E.W. Franklin
General Secretary
All India Federation of Education Association
JHA-SESHADRI
Khettry Bhavan
Kanpur-1 (U.P.)
25. Shri J.P. Naik
Member-Secretary
ICSSR
Indian Institute of Public Administration Hostel
Building, Indraprastha Estate, New Delhi
26. Mrs. Bibha Ghosh Goswami, M.P.
501, V.P. House
New Delhi-110001
27. Shri Kamleshwar
Editor, Sarika
C/o Benett Coliman & Co.
Bombay
28. Shri Chanchal Sarkar
Journalist
Press Institute of India
Sapru House Annexe
Barakhamba Road
New Delhi-110001
29. Shri Ganga Saran Sinha
Rajendra Nagar
Patna

or

Shri Ganga Saran Sinha
75, Jawahar Lal Nehru Marg
New Delhi-110002

Member Secretary

30. Smt. J. Anjani Dayanand
Joint Secretary
Bureau of School Education
Ministry of Education and Social Welfare
Shastri Bhavan, C-Wing
New Delhi

APPENDIX—B

Composition of Sub-Group on Non-Formal Education

- | | |
|---|-------------------------|
| 1. Dr. Shib K. Mitra
Director
National Council of Educational
Research and Training
Sri Aurobindo Marg
New Delhi-16 | <i>Chairman</i> |
| 2. Shri S. Satyam
Director of Education
Govt. of Madhya Pradesh
Bhopal | <i>Member</i> |
| 3. Dr. D.P. Pattanayak
Director
Central Institute of Indian Languages
Manasagongotry, Mysore-570006 | <i>Member</i> |
| 4. Shri Jagdish Mishra
Secretary
All India Primary Teachers Federation
Exhibition Road, Patna | <i>Member</i> |
| 5. Shri R.S. Uppal
Research Officer
Education Division
Planning Commission
Yojna Bhavan New Delhi | <i>Member</i> |
| 6. Prof. A.N. Bose
Dean (Coordination)
National Council of Educational
Research & Training
Sri Aurobindo Marg
New Delhi-16 | <i>Member</i> |
| 7. Shri G.N. Patel, Director
State Institute of Education
Raihad, Ahmedabad
Gujarat | <i>Member</i> |
| 8. Shri Lalit Kishore
Officer on Special Duty (Education)
Department of Education
Govt. of Rajasthan
Jaipur | <i>Member</i> |
| 9. Shri Kamleshwar
Editor, Sarika
C/o N. Bennet & Coleman & Co.
Bombay | <i>Member</i> |
| 10. Mrs. Adarsh Khanna
Coordinator, PCDC
N.C.E.R.T.
Sri Aurobindo Marg New Delhi | <i>Member-Secretary</i> |

Composition of SubGroup on Universalisation of Elementary Education

- | | |
|---|-----------------|
| 1. Shri J.P. Naik
Member-Secretary
ICSSR, New Delhi | <i>Chairman</i> |
|---|-----------------|

- | | | |
|-----|---|---------------|
| 2. | Mrs. J. Anjani Dayanand
Joint Secretary (Education)
Ministry of Education & S.W. | <i>Member</i> |
| 3. | Dr. S.N. Saraf
Chief, Education
Planning Commission
New Delhi | <i>Member</i> |
| 4. | Shri P.V. Bhatt
Secretary-cum-Development Commissioner
Education. S.W. Labour and Tribal Deptt.
Government of Gujarat
Gandhinagar | <i>Member</i> |
| 5. | Shri B. M. Date
Education Secretary
Government of Madhya Pradesh
Bhopal | <i>Member</i> |
| 6. | Shri J.S. Mehta
Education Commissioner
Government of Rajasthan
Jaipur | <i>Member</i> |
| 7. | Mrs. Uma Sinha
Director of Public Instruction
Govt. of Bihar
Patna | <i>Member</i> |
| 8. | Shri P. Adinarayana
Director of School Education
Govt. of Andhra Pradesh
Hyderabad | <i>Member</i> |
| 9. | Shri I.S. Gaur
Deputy Director (Planning)
18 Park Road
Government of Uttar Pradesh
Lucknow | <i>Member</i> |
| 10. | Prof. B. Das
Director of Public Instruction
Govt. of Orissa
New Capital
Bhubaneswar | <i>Member</i> |
| 11. | Dr. N.K. Kar
Director of Public Instruction
Govt. of West Bengal
Writer's Building
Calcutta-700001 | <i>Member</i> |
| 12. | Shri P.C. Das
Joint Director of Public Instruction
(Elementary Education)
Govt. of Assam
Kohilipara
Gauhati-781019 | <i>Member</i> |
| 13. | Shri B.D. Sharma
Joint Secretary (TD)
Ministry of Home Affairs
New Delhi
(Or his representative) | <i>Member</i> |

14. Smt. Padma Ramachandran *Member*
Joint Secretary
Social Welfare Department
New Delhi
(Or her representative)
15. Shri R.N. Azad *Member*
Joint Secretary
Department of Rural Development
Ministry of Agriculture
New Delhi
(Or his representative)
16. Shri T.N. Dhar *Member*
Joint Director
Education Division
Planning Commission
New Delhi
17. Dr. H.N. Pandit *Member-Secretary*
Head
Policy Planning and Evaluation Unit
N.C.E.R.T
New Delhi