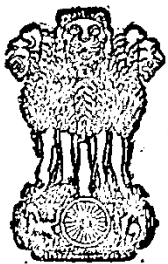


MONOGRAPH—III

**Task Force on
Educational Finance**

**TOTAL ANTICIPATED EDUCATIONAL
EXPENDITURE IN INDIA
(1980—1981)**

Some Alternative Assumptions



सत्यमेव जयते

EDUCATION COMMISSION

University Grants Commission Building

Bahadur Shah Zafar Marg

NEW DELHI—1965

Monograph No. III

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TOTAL ANTICIPATED EDUCATIONAL EXPENDITURE
IN INDIA (1980-81)

Some Alternative Assumptions

1. Three Alternative Assumptions

In Monograph II, it was shown that an expenditure of Rs. 69 per head of population would have to be incurred on education by 1980-81 if a national system of education having an adequate coverage and quality is to be created. In this connection, the following important issue has been raised:-

(a) Is it better to work on the basis of a single estimate like this?

(b) Would it not be better to work on the basis of ^{or} two or three alternative estimates at different levels?

2. The answer is both yes and no. Obviously, alternative (b) is better for a clear understanding of the problems and priorities involved. It is, therefore, felt that the problem may be considered in all its aspects, as an internal exercise for the Commission itself, on the basis of three estimates given below:-

Estimate I: Rs.30-35 per head of population:

This is a level of total educational expenditure which is probably the minimum to be reached. It presumes a national income of about Rs. 600-700 per head of population and an educational investment of the order of 5-6 per cent of the

national income.

Estimate II: Rs. 45-50 per head of population.

This will mean a very considerable effort on the part of all concerned and in the opinion of several scholars, this is probably the highest target the country can reasonably hope to achieve. It implies a national income of 700-800 per head of population and an educational investment of the order of 6-7 per cent of the national income.

Estimate III: Rs. 65-70 per head of population.

This would need an intensive and supreme effort on the part of all concerned in all the three directions: population control; economic growth; and development of education. It presumes a national income of about Rs. 800-900 per head of population and an educational investment of the order of 7-8 per cent of the national income. Several persons hold this to be absolutely unattainable; but others would like to hitch the educational wagon to this star rather than to any other.

3. Such an exercise has been attempted in Monograph III of the Task Force. A detailed consideration of the several issues raised therein should be taken up in the Task Forces as well as in the Commission; and in the light of the decisions thereon, the final recommendations of the Commission should suggest only a single target of total expenditure to be reached by 1981 - a target which, in the opinion of the Commission, would be reasonable as well as within the economic competence

of the country to provide. If several targets are suggested, it will create confusion and weaken the case for education because the 'minimum' in theory generally tends to be the 'maximum' in practice.

4. An attempt to present an over-all picture of a national system of education that could be evolved at each of these three levels of educational expenditure has been made in the statistical tables at the end; and some comments thereon are offered in the paragraphs below with a view to highlighting the problems and priorities in Indian education which they throw into marked relief.

5. Variables to be considered: In anticipating the total educational expenditure in India in 1980-81, the following variables will have to be considered:-

- (a) Enrolments at various stages of education and in different sectors; and
- (b) the cost per student per year which, in its turn, depends upon -
 - (i) the average annual salary of teachers;
 - (ii) the pupil-teacher ratio; and
 - (iii) the non-teacher costs which depend upon the educational facilities and ancillary services proposed to be provided.

6. Enrolments: A comparative view of the enrolments proposed under each of the three different assumptions made above is given below:-

Stage	Assumption	Assumption	Assumption
	I (Rs. 34.50)	II (Rs. 46.30)	III (Rs. 68.99)
I	II	III	IV
1. Pre-primary (age 3-5)	3,908 (5 p.c.)	3,908 (5 p.c.)	7,816 (10 p.c.)
2. Junior Primary (classes I-IV; age 6-9)	113,641 (110 p.c.)	113,641 (110 p.c.)	113,641 (110 p.c.)
3. Senior Primary (classes V-VII; age 8-12)	66,488 (90 p.c.)	66,488 (90 p.c.)	66,488 (90 p.c.)
4. Special programmes of pre-vocational education (age 13)	-	-	2,374 (10 p.c.)
Total First Level:	184,037	184,037	
5. <u>High School</u> : (classes 8-10; age 13-15)			
Full-time (General)	20,922 (30 p.c.)	20,922 (30 p.c.)	20,922 (30 p.c.)
Full-time (Vocational)	3,487 (5 p.c.)	5,579 (8 p.c.)	6,974 (10 p.c.)
Part-time	697 (1 p.c.)	1,395 (2 p.c.)	3,487 (5 p.c.)
Total High School:	25,106 (36 p.c.)	27,896 (2 p.c.)	31,383 (45 p.c.)

	I	II	III	IV
6. Higher Secondary (classes XI-XII; age 16-17)				
Full-time (General)	4,384 (10 p.c.)	4,384 (10 p.c.)	4,384 (10 p.c.)	5,261 (12 p.c.)
Full-time (Vocational)	1,315 (3 p.c.)	3,192 (5 p.c.)	3,192 (5 p.c.)	2,630 (6 p.c.)
Part-time	438 (1 p.c.)	438 (1 p.c.)	438 (1 p.c.)	1,578 (3.6 p.c.)
Total Higher Secondary	6,137 (14 p.c.)	7,014 (16 p.c.)	7,014 (16 p.c.)	9,469 (21.6 p.c.)
7. Youth Welfare Programmes (age, 15-17)				
	-	-	-	-
8. Undergraduate (age 18-20)				
Full-time (Arts)	865 (1.4 p.c.)	1,112 (1.8 p.c.)	1,112 (1.8 p.c.)	1,186 (1.92 p.c.)
Full-time (S & T)	1,297 (2.1 p.c.)	1,668 (2.7 p.c.)	1,668 (2.7 p.c.)	2,763 (4.48 p.c.)
Part-time	309 (0.5 p.c.)	309 (0.5 p.c.)	309 (0.5 p.c.)	988 (1.6 p.c.)
Total undergraduate stage	2,471 (4 p.c.)	3,089 (5 p.c.)	3,089 (5 p.c.)	4,937 (8 p.c.)
9. Postgraduate stage (age 21-23)				
	567 (1 p.c.)	567 (1 p.c.)	567 (1 p.c.)	1,134 (2 p.c.)

7. It will be seen from the preceding Table that -

(a) in pre-primary education, the general target is to enrol 5% of the age-group, except under assumption III when it is raised to 10% of the age-group;

(b) the targets of enrolment remain the same at the junior and senior primary stages under all the three assumptions;

(c) the special programmes of pre-vocational education (age 13) as well as the youth welfare programmes (age 13-17) are provided for only under assumption III;

(d) In high school education (age 13-15), the total enrolment will be 36% of the age group under assumption I; 40% under assumption II, and 45% under assumption III;

(e) Under higher secondary education (age 16-17), the enrolment would be 14% of the age-group under assumption I, 16% under assumption II, and 21.6% under assumption III;

(f) At the undergraduate stage (age 18-20), the total enrolment would be 4% of the age-group under assumption I, 5% under assumption II and 6% under assumption III;

(g) At the postgraduate stage (age 21-23), the total enrolments would be 1% of the age-group under assumptions I and II and 2% under assumption III.

8. It will also be noticed that progressively increasing enrolments at the secondary and higher stages of education are provided under assumptions I, II and III.

9. Average annual salaries of teachers: The average annual salaries of teachers in the first three Five Year Plans have been given in Appendix I. As against

this, the following average annual salaries have been assumed in all the three assumptions:

<u>Stage</u>	<u>Average annual salary of a teacher (Rs.)</u>
1. Pre-primary	2,400
2. Junior Primary	2,400
3. Senior Primary	2,700
4. High School	4,200
5. Higher Secondary School	5,400
6. Undergraduate stage	7,200
7. Postgraduate stage	9,600

10. It is, however, possible to assume that the average annual salaries of teachers would be different under the three assumptions made above. If this approach is to be adopted, the range of variation in the average annual salaries of teachers would be as shown below:-

Stage	Average annual salary of teachers under Assumption (Rs.)			
	I	II	III	IV
1. Pre-primary	1,800	2,000	2,400	2,400
2. Junior Primary	1,800	2,000	2,400	2,400
3. Senior Primary	2,100	2,400	2,700	2,700
4. High School	3,000	3,600	4,200	4,200
5. Higher Secondary School	4,200	4,800	5,400	5,400
6. Undergraduate stage	5,400	6,300	7,200	7,200
7. Postgraduate stage	7,200	8,400	9,600	9,600

If the salaries are fixed at lower or higher levels as indicated above, the non-teacher costs per student will be inversely affected: they will increase or decrease proportionately and result in an improvement or deterioration of the standard of physical facilities and ancillary services provided in educational institutions.

11. Pupil-Teacher Ratio: The pupil-teacher ratios at the different stages of education, as they were in the first three Five-Year Plans, have been given in Appendix II. In all these three assumptions, the pupil-teacher ratios have been maintained constant as shown below:-

<u>Stage</u>	<u>Pupil-Teacher Ratio</u>
1. Pre-Primary	50:1
2. Junior Primary	40:1
3. Senior Primary	
Full-time	30:1
Part-time	15:1
4. High School (Full-time-General)	25:1
5. Higher Secondary School (Full-time-General)	20:1
6. Undergraduate Stage: (Full-time (Arts))	15:1
7. Postgraduate stage	8:1

Not much latitude is possible in the pupil-teacher ratios. The only point to be considered is

... the adoption of the double shift system at the junior primary stage. If this system is adopted, the pupil-teacher ratio may be increased to 45:1 or even to 50:1. This will enable the provision of a larger expenditure for non-teacher costs.

12. Non-Teacher Expenditure: The non-teacher expenditure per pupil per year assumed under the three different assumptions is given below:*

Stage	Expenditure per student per year (Rs.)		
	Assumption I	Assumption II	Assumption III
	1	2	3
<u>1. Junior Primary Stage</u>			
(a) Free supply of books and writing materials	5	7	10
(b) Equipment	3	5	8
(c) Contingencies	4	5	6
(d) Student aid (inclusive of health services, mid day meals & uniforms)	2	17	60
Total =	14	34	84

* For data regarding the first three Plans, see Appendix III.

	1	2	3	4
2. Senior Primary Stage				
(a) Free supply of books and writing materials;	6	8	10	
(b) Equipment	5	6	10	
(c) Contingencies	4	6	10	
(d) Student aid (inclusive of scholarships, health services, school meals and uniforms)	6	31	81	
Total =	21	51	111	
3. High School Stage				
(a) Non-teaching staff	15	15	15	
(b) Free supply of books and writing materials	20	20	30	
(c) Equipment	10	10	20	
(d) Contingencies	10	10	20	
(e) Scholarships	10	20	30	
Total =	65	75	115	
4. Higher Secondary Stage				
(a) Non-teaching staff	26	26	26	
(b) Free supply of books and writing materials	30	30	45	
(c) Equipment	15	30	30	
(d) Contingencies	15	20	30	
(e) Scholarships	17	47	72	
Total =	103	153	203	

	1	2	3	4
<u>5. Undergraduate stage</u>				
(a) Non-teaching staff	30	30	30	30
(b) Free supply of books and writing materials	50	50	50	50
(c) Equipment	32	42	42	42
(d) Contingencies	50	30	100	100
(e) Scholarships, etc.	60	120	200	200
Total =	<u>272</u>	<u>372</u>	<u>472</u>	<u>472</u>

<u>6. Postgraduate stage</u>				
(a) Non-teaching staff	200	200	200	200
(b) Free supply of books and writing materials))))
(c) Equipment)1480)2480)3480)3480
(d) Contingencies))))
(e) Scholarships))))
Total =	<u>1680</u>	<u>2680</u>	<u>3680</u>	<u>3680</u>

12. Expenditure Per Student Per Year: The expenditure per student per year also shows variations under the three different assumptions made above. A comparative picture of these is given below. These expenditures may be compared to those in the first three Five Year Plans which have been given in Appendix IV.

Stage	Expenditure Per Student Per Year (Rs) under		
	Assumption I	Assumption II	Assumption III
	2	3	4
1. Pre-primary (age 3-5)	80	80	80
2. Junior Primary (classes I-IV; age 6-9)	80	100	150
3. Senior Primary (classes V-VII; age 8-12)	120	150	210
4. Special programmes of pre-vocational education (age-13)	-	-	200
5. <u>High School</u> (classes VIII-X; age 13-15)			
Full-time General	250	260	300
Full-time Vocational	500	500	500
Part-time	120	120	130
6. <u>Higher Secondary</u> (classes XI-XII; age 16-17)			
Full-time General	400	450	500
Full-time Vocational	700	700	700
Part-time	200	200	200

	1	2	3	4
7. Youth welfare Programmes (age 13-17)	-	-	-	120
8. <u>Undergraduate stage</u> (age 18-20)				
Full-time (Arts)	300	900	1000	
Full-time (S&T)	1500	1500	1600	
Part-time	300	300	500	
9. <u>Postgraduate stage</u> (age 21-23)	3000	4000	5000	

14. Special Features of the Educational System

under Assumption I: We shall now examine the special features of the educational system as it would evolve under each of the three assumptions made above.

15. Under assumption I, about 50% of the total educational expenditure has been devoted to mass education (Rs.16.26 for the first level of education and Re. 1.0 for adult education). This becomes inevitable because of the low ceiling. It may be pointed out that, in the Sargent Plant, a sum of Rs. 2,000 million (or about 66 per cent) was provided for the first level of education out of a total educational expenditure of Rs. 2,126 million. The Kher Committee modified this proposal and allocated more funds to secondary and higher education; but even then it recommended that 50 per cent of the total educational expenditure should be devoted to

the first level of education. It is true that some persons disagree with this over-riding priority given to elementary education and suggest that this stage need not be given more than one-third of the total educational expenditure. If this proposal is to be adopted, either the goal of providing free and universal elementary education will have to be postponed beyond 1981 or the standard of elementary education provided would leave much to be desired, especially because the salaries of teachers as well as non-teacher expenditure will be reduced. This problem, therefore, becomes a very significant issue in deciding priorities.

16. In spite of the fact that 50% of the total expenditure is allocated to the first level, the non-teacher expenditure per student per year still remains very poor at this level: Rs. 14 at the junior primary stage and Rs. 21 at the senior primary stage. At this level of investment, it is not possible to provide school meals or free uniforms or a Fair scheme of scholarships at the senior primary stage. In fact, one is compelled to reduce the non-teacher expenditure to the absolute minimum and to provide only one ancillary service of fundamental importance - the provision of free books and writing materials. It is, of course, possible to improve the standard of physical

facilities to be provided or of the ancillary service by (1) lowering the salaries of teachers, or (2) by adopting a larger pupil-teacher ratio, particularly at the junior primary stage. The first would be a very undesirable measure; but the second could be strongly recommended, especially the adoption of the double shift system in classes I and II.

17. Since the expenditure available for all stages of education other than the first level is only 50 per cent of the total under this Assumption, several consequences follow among which the following may be noted:-

- (a) Enrolments at the secondary and higher stages of education have to be strictly controlled and restricted. At present, the transfer rate from elementary to secondary education is about 80%. This will have to be reduced to about 40% at the high school stage and to about 35 per cent at the secondary stage. Similarly, the present transfer rate from the secondary to the university stage is about 60%. This will have to be reduced to about 33 per cent. If such severe restrictions cannot be imposed or implemented, the standards of education at both these levels - which

are extremely crucial - will be diluted.

This is precisely what has been happening:

in the first three Five Year Plans

because we are providing comparatively

larger allocations to elementary education

without accepting the consequential

discipline of restricting expansion at

the secondary and university stages.

- (b) The expenditure on administration will have to be kept at about 3 per cent of the total (we need about 5% for a proper system of administration) and that on buildings would have to be very drastically reduced to about 6 per cent of the total expenditure (as against that of 12 per cent being incurred at present). In absolute terms, however, this will mean an increase from Rs. 1.4 to Rs. 2.0 per head of population.

18. Special Features of the Estimate under Assumption II

The over-all situation under assumption No. II becomes much better because the ceiling is raised considerably.

- (a) Even under this assumption, mass education receives about 50 per cent of the total educational expenditure - Rs. 20.32 for first level of education and Rs. 2.0 for adult education. The programme, therefore, becomes far more

satisfactory and it is now possible to provide ancillary services like school meals and school uniforms (inclusive of scholarships at the middle school stage) to a fair proportion of students - 20 to 30 per cent.

(b) The provision for educational administration becomes satisfactory and that for school buildings becomes much better.

(c) In spite of the large allocation of funds for the first level of education, the extension at the secondary and university stages is sufficiently high and the level of expenditure is maintained at a point where quality would be taken care of fairly adequately. It is also possible to make provision for youth welfare programmes.

If this order of total educational expenditure could be available, it should be possible to create a fairly satisfactory national system of education, both in quantity and in quality.

19. Special Features of the Educational System under Assumption III: Under assumption III, the

over-all educational picture becomes even better because the ceiling is raised very high.

(a) The total expenditure on the mass education is now raised to Rs. 32,04. Although this is less than 50 per cent of the total educational expenditure, the actual provision of

facilities is not satisfactory. It is possible to provide, under this programme, free school meals, health services and free school uniforms to all children at the elementary stage and also to make a decent provision for scholarships at the middle school stage. Similarly, possibilities to provide special programmes of free vocational education to children of less than 14 years who have completed the primary school and who do not propose to study further.

(b) The enrolments at the secondary and university stages are adequate and the standard of education provided is also good.

(c) The provision for direction and inspection and for buildings becomes very satisfactory.

20. It is of course possible to provide, under this assumption, even higher salaries for teachers which may range from Rs. 3,600 to Rs. 10,800 per year. This may not be justified at the level of national income which would be reached at the end of the sixth Plan. It may also cut sharply into the level at which other facilities are provided and bring them to the level possible of attainment under Assumption II.

APPENDIX - I: Average Annual Salaries of Teachers in the first three Five Year Plans

Sr. No.	Type of Institutions	Average annual salary per teacher			
		1950-51	1955-56	1960-61	1965-66 Estimate
1.	Universities	3758.4	5,458.3	5474.6	6,000
2.	Research Institutions	9794.6	7525.7	9027.0	10,000
3.	Arts & Science Colleges	2696.1	3070.0	3658.9	4,000
4.	Professional Colleges	3947.9	3860.6	4236.5	5,500
5.	High/Higher Secondary Schools	1258.3	1426.6	1681.3	1,791.8
6.	Middle Schools	682.4	808.8	1057.5	1,121.1
7.	Primary Schools	544.5	651.5	872.8	960.0
8.	Pre-primary Schools	914.3	769.5	921.7	984.6
9.	Vocational Schools	1704.9	1568.9	2040.9	2500.0

Source: Ministry of Education, Form 'A'.

APPENDIX - II: Pupil-teacher ratio in the First three Five Year Plans.

Sr. No.	Type of Institution	Pupil-Teacher Ratio			
		1950-51	1955-56	1960-61	1965-66 (Estimated)
1.	Pre-Primary Schools.	25	24	30	31
2.	Primary Schools.	34	33	36	38
3.	Middle Schools.	24	26	31	31
4.	High/Higher Secondary Schools.	25	25	25	25
5.	Vocational & Technical Schools (Excluding Teacher Training Schools)	10	11	16	14
6.	Universities	10	14	13	15
7.	Research Institutions	3	3	5	5
8.	Arts & Science Colleges	20	22	19	20
9.	Colleges for Professional education.	11	11	11	11

Source: Ministry of Education Form A.

APPENDIX III: Non-Teacher. Expenditure per student per year in the first three five year plans.

Sr. No.	Type of Institution	Non-teacher expenditure per student (%)			
		1950-51	1955-56	1960-61	1965-66 Estimated
1.	Pre-primary schools	18.8	23.0	17.9	18.2
2.	Primary Schools	3.9	3.8	3.3	2.7
3.	Middle Schools	9.0	8.9	6.0	4.7
4.	High/Higher Secondary Schools.	22.6	22.4	25.4	26.5
5.	Teacher Training Schools.	86.0	115.1	159.7	320.0
6.	Vocational & Technical Schools (Excluding Teacher Training)	95.1	105.4	141.1	321.4*
7.	Universities	1,195.9	1,227.3	1,509.8	2,100.0
8.	Research Institutions.	5,990.5	4,889.8	7,260.8	10,000.0
9.	Arts & Science Colleges.	98.1	83.0	114.3	100.0
10.	Teacher Training Colleges.	399.3	261.4	188.6	110.5
11.	Colleges for professional education(excluding Teacher Training)	423.7	405.9	505.6	800.0*

Source: Ministry of Education Form A
except for last column.

* Figures relate to all professional institution including Teacher Training.

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APPENDIX IV: Total Expenditure per student per year

Sr. No.	Type of Institution	Cost per pupil (Rs.)			
		1950-51	1955-56	1960-61	1965-66 (Estimated)
1.	Pre-primary schools	55.4	54.5	48.5	50.0
2.	Primary Schools	19.9	23.4	27.6	28.0
3.	Middle Schools	37.1	40.4	40.5	40.9
4.	High/Higher Secondary Schools	72.9	79.8	91.7	98.2
5.	Teacher Training Schools.	219.4	236.7	315.0	400.0
6.	Vocational & Technical Schools (Excluding Teacher Training Schools)	184.4	194.1	272.7	500.0
7.	Universities	1,570.6	1,613.0	1,926.8	2,500.0
8.	Research Institutions	9,867.5	7,094.0	9,141.6	12,000.0
9.	Arts & Science Colleges.	231.2	222.9	302.4	300.0
10.	Teacher Training Colleges.	899.5	583.0	424.1	800.0
11.	Colleges for Professional Education excluding Teacher Training.	769.7	767.7	951.0	1300.0

Source: Ministry of Education Form A.

ASSUMPTION III

ESTIMATE OF ANTICIPATED TOTAL EDUCATIONAL EXPENDITURE IN INDIA (1980-81)

Stage	Age-Group con- cerned	Population in one million (1981)	Target of Enrolment	Average Annual teacher salary	Non- Teacher Expenditure per pupil	Pupil- Teacher Ratio	Cost per pupil ₹.	Total Recurring Cost (1981)	Cost per head of population ₹.
<u>First Level</u>									
1. Pre-Primary	3-5	73,164	7,316 (10 p.c.)	2,400	35	50:1	83	637,803	0.69
2. Junior Primary (Classes I-IV)	6-9	103,310	113,641 (110 p.c.)	2,400	84	40:1	150	17,046,150	17.05
3. Senior Primary (Classes V-VII)	10-12	73,876	66,433 (90 p.c.)					11,334,800	11.33
	Full-time		53,190 (72 p.c.)	2,700	111	30:1	210	11,169,900	11.17
	Part-time		13,298 (12 p.c.)	600	10	15:1	50	664,900	0.66
4. Special Programmes of Pre-Vocational Education	13	23,744	2,374 (10 p.c.)		ad hoc		200	474,200	0.17
Total First Level		252,350	190,319					30,043,558	30.04
5. High School (Classes VIII-X)	13-15	69,741	31,383 (45 p.c.)					10,216,910	10.22
	Full-time (General)		20,922 (30 p.c.)	4,200	115	25:1	300	6,276,600	6.28
	Full-time (Vocational)		6,974 (10 p.c.)		ad hoc		500	3,437,000	3.10
	Part-time		3,487 (5 p.c.)		ad hoc		130	453,310	0.45
6. Higher Secondary	16-17	43,845	9,469 (21.6 p.c.)					4,737,100	4.79
	Full-time (General)		5,261 (12 p.c.)	5,400	203	20:1	500	2,630,500	2.63
	Full-time (Vocational)		2,630		ad hoc		700	1,341,000	1.34
	Part-time		1,578 (3.6 p.c.)		ad hoc		200	315,600	0.32
7. Youth Welfare Programmes	13-17		11,774 (about 10 p.c.)				120	1,412,830	1.41
Total Second Level		113,586	52,276					16,416,800	16.42
<u>Third Level</u>									
3. Undergraduate Stage	18-20	61,776	4,942 (6 p.c.)					6,108,800	6.11
	Full-time (Arts)		1,136 (1.92 p.c.)	7,200	472	15:1	1,000	1,136,000	1.19
	Full-time (S & T)		2,763 (4.43 p.c.)		ad hoc		1,600	4,423,800	4.43
	Part-time		933 (1.6 p.c.)		ad hoc		500	494,000	0.49
9. Postgraduate Stage	21-22	56,702	1,134 (2 p.c.)	9,600	3,680	8:1	5,000	5,670,000	5.67
Total Third Level		118,478	6,076					11,772,300	11.78
10. Adult Education									2.00
11. Direction & Inspection and Miscellaneous programmes									3.44
12. Buildings									5.31
GRAND TOTAL									63.99