

RURAL INSTITUTES



A REPORT
OF THE COM-
MITTEE ON
H I G H E R
E D U C A T I O N

MINISTRY OF EDUCATION
1955
GOVERNMENT OF INDIA.

RURAL INSTITUTES



REPORT

of the

Committee on Higher Education for Rural Areas

MINISTRY OF EDUCATION,
GOVERNMENT OF INDIA.

1955

E. D. XII.
2,200

Publication No. 187.

Cover Designed by : T. K. MEHTA.

PRICE : Annas 14 or 1sh. 3d.

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FOREWORD.

India's decision to be a democratic republic carries with it the corollary that there must be equality of opportunity for all citizens. One of the essential conditions for such equality is the provision of education to all who have the necessary interest and capacity. In the past, education has been the prerogative of a minority and large sections of the people have thus been deprived of the opportunity to rise to positions of leadership in various fields. There has also been very unequal distribution of facilities between towns and rural areas. By and large, people in the villages have been denied the opportunities enjoyed by their more fortunate fellow citizens living in the towns. This has in fact set in process a vicious circle. Because facilities in rural areas were restricted, the abler among the villagers tended to drift to towns. On the other hand, because persons of initiative and ability moved away from the villages, the condition of the villages deteriorated further and made the provision of necessary facilities still more difficult.

After the attainment of independence, India's decision to adopt a democratic way of life made it necessary to take steps to remedy this unbalance between the village and the town. The Radhakrishnan Commission which was appointed to look into the problems of higher education in the country made a strong recommendation for the expansion of facilities of higher education in rural areas. The Mudaliar Commission recommended similar enlargement of facilities at the Secondary stage. One recommendation of the Radhakrishnan Commission regarding the rural university caught the imagination of a large number of social workers in both rural and urban areas. Efforts have been increasingly made by various voluntary agencies to develop the facilities of higher education in villages and some State Governments have declared that they intend to establish rural universities at the earliest opportunity.

While there has thus been demand and enthusiasm for rural institutions of higher learning, the exact implications of a rural university have not always been fully understood. In fact, there has at times been some confusion about the aims and objects of education in rural areas. Some have tended to suggest that these are different from the aims and objects of higher education in towns. Others seem to have an impression that a rural university need not maintain the same academic standards as an urban university. There has also been confusion about the specific purpose of a rural university and the subjects in which such institutions should take special interest.

Since the vast majority of the Indian people live in villages and will continue to do so, it becomes specially necessary to form a clear and definite idea of the aims, objects and organisation of rural education. The recent awakening in villages makes such a definition all the more necessary. After decades, if not centuries of inertia and lethargy, the villages are definitely on the march today. Community

projects and national extension services are seeking to minimise and in time eliminate the differences in material conditions of life between the village and the town. It is imperative that upliftment of the standard of life must be accompanied by expansion of the scope for mental and intellectual development.

Indian leadership is alive to the urgent need for adopting measures which will make it possible to advance on a broad front of material and intellectual improvement. That is why there is anxious thought for the evolution of a national system of education. The decision to adopt the Basic pattern for elementary education in both rural and urban areas has settled the problem at the elementary stage. At the Secondary stage, the programme of proposed reconstruction will narrow the difference between rural and urban schools and expand considerably the facilities and quality of education in rural areas. The emergence of the multi-purpose and the post basic school will also contribute to the expansion of educational facilities for all. With regard to the collegiate stage, however, no decision had so far been taken about the special type of institutions needed to cater to some of the special needs of rural areas.

With a view to evaluate the various attempts in the field of higher education in rural areas made by voluntary agencies and also to formulate a clearer picture of the pattern of such education, it was decided last year to appoint a small committee of experts to review the whole position and make recommendations for the reorientation of higher education in rural India. We were happy to include in this committee two distinguished educationists from abroad with considerable experience of rural education in their own countries and outside. The Committee visited various institutions and has drawn up a blueprint of the future development of rural education in India. One conclusion of the Committee deserves special notice. It has held that the aims and objects of education cannot be different in village and town. There may no doubt be some difference in emphasis and in the selection of subjects, but standards must be uniform as otherwise rural higher education may come to occupy the position of a poor cousin in a rich family.

We are thankful to the members of the Committee for their careful and painstaking study of a difficult problem. Their recommendations are bound to have a far-reaching effect on the future pattern of rural higher education in India. In fact, some of their findings will hold good not only for India but for all countries of this part of the world who are seeking to transform the quality of life in their villages. In conclusion, I would also like to express our cordial thanks to the Ford Foundation for the assistance and cooperation we received at every stage in the implementation of the project which has led to the production of this Report.

HUMAYUN KABIR,

Educational Adviser to the Government of India.

NEW DELHI,
April, 1955.

APPOINTMENT AND TERMS OF REFERENCE.

The Rural Higher Education Committee was appointed by the Ministry of Education, Government of India, in October 1954, with the following terms of reference:—

- (a) To undertake a comprehensive survey and appraisal of promising ideas, institutions and experiments in the field of Higher education in rural areas;
- (b) to determine what specific projects and institutions should be encouraged to carry on experimental work in this field;
- (c) to recommend a possible pattern for rural universities with particular reference to:
 - (i) the aims, organisation and content of Higher education in rural areas;
 - (ii) its relationship to Basic and Secondary education;
 - (iii) other allied problems; and
- (d) to suggest ways and means of making education in the existing universities more useful and more closely related to rural needs and problems,

so that a sound and reasonably uniform system of Rural Higher education suited to our needs and resources may be evolved for the whole country.

PREFACE.

The Committee had a very difficult assignment. The terms of reference asked for a comprehensive survey of the existing institutions and experiments in the field of Higher education in rural areas and then for a recommendation for a suitable pattern which could meet the requirements of rural India. During the short period of three months, the Committee had to tour most of the States of India and also to write this report. The task was one of great magnitude, but as the problem is of such urgency the Committee has tried to complete the work within the time allotted. We do not by any means wish to suggest that we have drawn a final blue-print for Higher education in rural areas. Much experimentation will be necessary before the Rural Institute suggested by us can take its proper and ultimate shape.

2. India is shortly completing the First Five-Year Plan and is already making preparation for a Second Five-Year Plan. Higher education in rural areas has been so much neglected in the past that unless it is given a high priority in the next Five-Year Plan, a big gap will remain in the orderly progress of national reconstruction.

3. During our tour we have visited a number of rural institutions where devoted men and women are driving a lonely furrow in remote villages. The Committee has been able to draw the picture of a Rural Institute only by an exchange of ideas with these constructive workers. To them all we wish to express our gratitude. We are aware that there are more institutions which we should have visited had there been time.

4. We wish to extend our thanks to all the State Governments, Ministers and other officers without whose help it would not have been possible to complete this task within such a short time. We are also grateful to the Vice-Chancellors and other distinguished persons in the field of education who have cooperated with the Committee by answering the questionnaire or by meeting the Committee in person.

5. We should also like to take this opportunity of placing on record our appreciation of the services of our Secretary, Mr. I. R. Khan and of Messrs. R. N. Vij and V. S. Sud of the Ministry of Education for their unstinted help and cooperation.

6. We respectfully submit this report in the hope that it will help the Government of India in their new venture of building a structure for Higher education in rural India.

1. K. L. SHRIMALI (*Convenor*).

24-1-55.

2. L. K. ELMHIRST.

3. L. H. FOSTER.

4. J. C. MATHUR.

CHAPTER I.

AIMS AND OBJECTIVES.

A. *Introduction.*

(1. In discussing the aims of Higher education in rural areas we must make it clear that in our opinion the aims and objectives of Higher education in rural areas are not fundamentally different from those of Higher education in urban areas.) The aims of Higher education have been discussed in the University Education Commission Report (1948-49) and the Committee finds itself in general agreement with these broad objectives. The University Education Commission has stated clearly that the social philosophy which underlies our Constitution should govern all our institutions including all higher educational institutions. (In other words, the principal goal of Higher education should be the full development of individuality in the context of a democratic society.)

2. Democracy which believes in the inherent worth of the individual and in the dignity and value of human life demands that education should on the one hand aim at developing the personal qualities and talents of the individual and on the other that it should inspire youth with a sense of social responsibility and with a regard for the life, liberty and rights of other persons. The youth of the country should be educated not merely in the structure and processes of democratic government but should clearly understand the ethical values and the philosophy of human relations upon which democracy is based. The strength of democracy thus lies in its capacity to harmonise competing individual and social aims. Education should be our chief means of achieving this end. Higher education has too often been looked upon by the youth of the country as a means for satisfying a purely personal ambition, largely at the economic and material level, without any regard for the needs of a democratic society and for the student's own responsibility for facing them. Higher education in future has to lay a much greater stress on social responsibility so that the individual, while working for his personal development, may also keep the main purpose of a democratic society in view.)

B. *Need to establish Rural Institutes.*

3. India is on the verge of a new era. Under the First Five-Year Plan the country has undertaken several significant schemes which have created a stir and self-confidence among the rural people. They are determined to eradicate poverty and also to improve their cultural standards. In the life of the Indian nation, the present period is of great psychological significance. If there is careful planning and proper direction, all the released energy of the people could be utilised for national reconstruction.) We, therefore, recommend the establishment of Rural Institutes or institutions of higher learning which could give to the rural youth that training and skill which would make them effective leaders of the community.

4. A question may be raised: why is it necessary to think of Higher education in rural areas as distinct from Higher education in big towns? Most of the existing institutions of higher learning are concentrated in urban areas. Students in rural areas who complete their high school education ordinarily have no access to a college. If they do and can afford the fees, they have to go to the towns to seek their Higher education. There they find the standards of life and conditions of living so different, they rarely return to the village. In this way rural areas are depleted of talented youth. All their energies and abilities are subsequently utilised for the benefit of the towns. The villages get nothing in return.)

5. If the Rural Institutes or institutions of higher learning function with due regard to the occupational needs of students they will help in bridging the gulf which unfortunately exists in our country between culture and work; between the humanities and technology, and between the practical and the ideal. Mahatma Gandhi has thrown light upon this subject for us. The principle of Basic education, through which he tried to relate education more directly to life, and which attempts to bring about a synthesis between leisure and work, and culture and vocation, can be incorporated into the pattern of Higher education too. Our purpose is not to reduce institutions of Higher learning to the status of narrow vocational institutes, and this may be feared by some people, but to relate them fruitfully to the productive life and needs of the community so that students may develop into fully mature and functioning citizens. Higher education will thus become a part of the normal community life and not something entirely cut off from it. In these Rural Institutes, as we shall term them from now on, students should learn how to approach and also to grapple with the real problems of rural life and not just to confine themselves to the study of abstract theories for the sake of a degree. They should understand how to assess the natural resources of a community and how to explore ways and means of raising the level of the people concerned. Village hygiene, conservation of the soil, protection, development and utilisation of natural resources, these are some of the problems with which Higher education in rural areas should deal so that all the resources of the region may be utilised for the good of the people. Such an approach does not in any way underrate the high value of the life of the mind which must remain one of the chief concerns of Higher education but it does imply that the mind must find nourishment for its healthy growth from many different sources including productive work and realistic social aims and experience.

6. Students at the Rural Institutes will take part in some productive activity so as to meet a part of their cost of living and in this way learn some self-reliance. A majority of rural students, on account of poverty, will find it impossible to enter the Institute unless they can undertake part-time employment. For all students the sharing of useful work for which otherwise wages would have to be paid can be a useful experience and help to reduce the cost of overall operation.

7. We believe that the concept of Higher education should be so broadened as to include a general responsibility for extension work in its area. Every Rural Institute will act as the headquarters for an Extension Department whose main function will be to carry the

results of investigation and research to the very door of the villager, and to keep in touch with and draw upon all the teaching staff in each department. Nowhere is the need for this service more acutely felt than in our rural areas. At present there exists no link between the institutions of higher learning and the rural community. Professors carry on with studies and research in libraries and laboratories without giving any thought either to the problems of rural areas or to the best methods of carrying over the results of their investigation and research to the village. If they do turn their attention in a rural direction, it is generally to look for some subject for a thesis or for a research project with a view to attracting university attention and honours and rarely with the idea that action of any kind might result. Rural Institutes must face these problems and direct the application of planned intelligence to the need to attack the problems of rural life and of rural development in a practical way. They must maintain a two-way channel of communication between rural occupations and the research laboratory. The results of scientific research and modern technology need to be put at the disposal of the rural population for the solution of their social and economic problems and students should know of all those problems to which research has not yet given an answer. The Institute will enrich itself by learning from the people, and the extension programme thereby will be elevated to its true position. It will become increasingly comprehensive and will try to meet all the reasonable demands the villagers put forward for teaching and guidance.

8. Rural Institutes should fulfil another need in rural areas. They should work in close collaboration with all those educational institutions which are now being developed for training the personnel for the Community Projects and National Extension Services. Rural Institutes as envisaged by us would themselves become a proper place for such training at various levels, for village workers, youth leaders, community leaders, village health workers, social education officers and community project officers. During our tour we had an opportunity of visiting some of these centres. Too many of them are like small islands, isolated and cut off both from the local community and from the university of their region. Integrated with the Institutes, they should be able to establish stronger links in both directions.

9. The Rural Institutes must necessarily be located within easy reach of rural communities and must have a functional relationship with them. Students of the Institute will develop habits of cooperation, fellow-feeling and social responsibility through active participation in the community life. In large cities it is difficult, if not impossible any longer to develop a sense of 'belonging'. It can be a natural growth in smaller communities in which people live together as neighbours or kin and share each other's joys and sorrows. It is in such an atmosphere of community life that moral and spiritual values are fostered. If we desire that our youth should develop well integrated personalities, and should feel a real sense of social responsibility, they should know how to share easily in and contribute to the life of the community.

10. The argument has often been advanced that due to lack of communications, sanitary facilities and cultural amenities, living conditions in villages are so primitive that educated youth do not feel attracted towards them. We have been warned that villages and small towns do not provide proper opportunities or outlets for talented and energetic youth. There is much force in these arguments and the problem of education in rural areas must be viewed as a part of the larger social problem. Simultaneous efforts on all fronts have to be made to improve rural areas. Education itself, however, is the most powerful instrument we know for raising the economic and cultural levels and standards of the rural population.

11. The terror of the countryside for many isolated workers is the psychological loneliness they experience, the resistance to new ideas, the natural suspicion and anxiety of the older men and women, and the lack of physical amenities. We have been told that it is a rare thing to find any person in the ordinary village with whom the isolated teacher, doctor, health or extension worker can carry on an intelligent conversation or discuss ideas in a creative way. The Rural Institute can offer a vigorous cultural, intellectual and social atmosphere and the latter can be reflected not only in the minds of the extension staff who can return there for refreshment and of the young men and women trained there, but in the minds of thousands of villagers who in time will come to look up to the Institute as a place they have all visited for long or short courses. They will associate it in their minds with an atmosphere of friendliness, of respect for themselves, of interest in their troubles, and of aesthetic delight and refreshment. From it they should receive a stimulus for their return to face the innumerable problems and discouragements of their struggles with the forces of nature and the inevitable impediment of village conservatism. For it is as a power house of ideas and encouragement that such an Institute will function if it functions at all and does a proper job. Block Development and Community Project Officers should feel that, when in doubt or trouble about problems, or where as yet no scientific knowledge is available, the Institute is a natural centre to which they themselves can turn or to which they can send the villagers to discover and learn for themselves.

12. The Rural Institute will thus help in breaking down those economic and geographic barriers which prevent the rural population from taking full advantage of Higher education. It will assist in removing those inequalities of educational opportunity which exist between rural and urban areas. In this way it should help in the process of democratisation of Indian education. By offering courses of various lengths and by serving the various needs of the local community it will establish an intimate relationship with the community and so gradually reorient the whole system of Higher education. By relating the researches in the physical and in the social sciences to the daily problems of the village, it will give a new meaning and purpose to Higher education. The establishment of Rural Institutes is, therefore, an urgent necessity whether we look at the problem of the regeneration of the rural community or at the need for reconstruction in the field of Higher education or of development planning. The existing college with its rigid curriculum and examination system is

not designed to tackle the further development of our rural society. A more dynamic institution responsive to the needs of the community in the region, and having a vital relationship with it, is needed to meet the pressing demand from below. The Rural Institute will, therefore, fill a big gap in Indian education.

C. Function of Rural Institutes.

13. The Rural Institute will aim at serving the *entire* community and so will have a variety of functions:

(i) It will admit students who after completing their education at the post-Basic or Higher Secondary stage, wish to proceed for higher studies and work for a diploma. The Rural Institute should gradually make provision for courses which will normally be of three years' duration and which will lead to a Diploma in Rural Services. The standard of accomplishment should be equivalent to the present university degree. In order that Rural Institutes may train leaders for the rural services, it is desirable that these Institutes should develop their own independence and should not be bound by the existing university courses and curricula. In our opinion the students of Rural Institutes, after the completion of the three-year course, will receive a diploma which should be recognised by the Government of India.

(ii) As regards Professional education in Engineering, Medicine and Commerce at graduate level, we feel that adequate facilities do not exist at present in rural areas. Students from rural areas who wish to seek professional training for a degree in these subjects must for the time being attend appropriate institutions where degree courses are offered. The Rural Institute should, however, make provision for Certificate courses of two-year duration in such subjects as Rural Hygiene and Agriculture and Rural Engineering.

(iii) The Rural Institutes will aim to provide a comprehensive programme of extension work and will take responsibility for servicing the educational needs of everyone in the area they have set out to serve. They will arrange a variety of courses to meet the needs and wishes of the community. Students who have attended post-Basic schools and grown-up men and women of different ages and working in different walks of life will be given the chance to develop their own further education and to participate in all kinds of activities—literary, social and cultural as well as practical. The Institute should help these people either at the village level or by courses on the campus in advancing their knowledge and skill in the widest possible variety of fields. Rural folk, given the opportunity will ask for a wide variety of courses in the fine arts, in language, in the social, physical and natural sciences as well as in crafts. The objective should be the enriching of the life of the individual and of the community and not necessarily or only the giving a professor a chance to lecture in his own pet subject.

(iv) The Rural Institute will cooperate with all those agencies which provide the kind of short courses for young men and women who want to increase their skills but who are only able to learn in the village during slack times and at certain seasons. These courses will

deal with the practical application of technology to farming, of business method to cooperatives, credit and marketing, of the use and upkeep of farm machinery, power and water-raising appliances, of intelligent treatment to farm crops and fodder crops, plant diseases, animal husbandry, poultry farming and dairying, forestry and to rural sociology. Some attention to cultural and recreational activity would always be included.)

(v) It would be one of the important functions of a Rural Institute to think out and to develop all kinds of openings for the rural surplus population now trying to stave off hunger and despair on too small plots of land, or on no land at all. When electric power is generated through our river valley projects and applied to rural industries and farming, more people will be released from agriculture and will be available for a variety of new occupations of a technical or semi-professional nature. The Community Projects and National Extension Services will themselves require an increasingly large number of trained workers for agriculture, credit institutions, cooperatives, village panchayats and Social education. The Rural Institute needs to be staffed and equipped to undertake research and experiments in development planning and to encourage and guide pilot projects that will illustrate to the villages and the administration how, most rapidly, to escape out of poverty without having to flee to the big city.

14. The Rural Institute in short will need to function as a cultural and training centre and as a place for development planning for the whole community—students, adults, men and women. It should serve to stimulate the intellectual life of the whole community and should exercise a leavening influence on the social, cultural and economic activities of the rural population and in this way help and guide them in raising their cultural and economic standards. In time it should and will, we hope, develop a well coordinated relationship with its local university, to which in many fields it will need to look for assistance and personnel, and with all the relevant departments of the Administration. It will be important for the Institute to avoid any overlapping with the recognised function of the administration and to remember that its function is mainly educational and exploratory rather than regulatory, administrative or policing.

D. Special Problems in the Development of Rural Institutes.

15. During our tour we have visited some institutions which are already developing along the lines indicated by us as embryo Rural Institutes. Most of them have been started privately by public spirited people and their staffs are working with great devotion. Such institutions need every possible encouragement both from the public and from the Government. With suitable guidance and help some of these institutions could become the nuclei of the Rural Universities some years hence, but none of them has as yet begun to attain the status or the standard of a university. The Rural University as described in the University Education Commission's Report may differ in the content of some of its courses but it should not ultimately and in any way be inferior to our existing universities in equipment, staff,

libraries, laboratories and research facilities. Since the Rural Institutes as envisaged by us will not follow the beaten track but will in many directions be carving out new paths, they will require staff of exceptional qualifications and devotion. We were genuinely impressed by the sincerity and devotion of all the people who are working in existing and mainly rural institutions under difficult conditions. Unless, however, they can attract and pay a much more highly qualified staff than they now have, they will hardly be able to render to the rural community the effective and expert service that it needs and deserves.

16. We are also of opinion that the institutions which are set up or reorganised on the lines suggested in this Report should officially be termed Rural Institutes and not Rural Universities. In making this suggestion we do not by any means underrate the valuable contribution which the existing institutions are already making or are likely to make in the cause of rural reconstruction. In fact, we would like to think that some of these institutions will ultimately develop into universities. But the development must be an organic growth related at every stage to the needs of the rural community. We must also have a complete net-work of Basic schools and of post-Basic or Secondary schools as well as community centres and *Vidyapeeths* in rural areas before the university of our dreams can come into existence.

17. (Finally, we should like to emphasise that rural youth must have access to a proper training in science and technology.) This point needs to be stressed as there is a tendency in some quarters to turn away from science and technology, because of the social evils and human misery which have resulted during the last two hundred years from the misuse of science and from the misdirection of the resources of technology. Without science and modern technology it will be quite impossible to improve the social and economic condition of our people and it will be a tragic mistake not to make use of both as wisely and as fully as possible towards the social revolution we need. (Rural youth, boys and girls, should be equipped with all the knowledge and skill that modern science and technology can place at their disposal if they are to adjust themselves to a changing pattern of rural life and to build the kind of world they deserve. We have no doubt that industrial development and technological advance will bring about a change in the habits, customs, ideas and economic activities of our rural population. Primitive and crude traditions which by their survival condemn our people to starvation and our soil and natural heritage to decay must give place to a use of scientific method. This is the only way in which the standard of living of the rural population can be raised and our soil and forest reclaimed. The main function of education is to speed up this process and not to retard it, to enrich life and not to impoverish it.

18. Though the students in these Institutes will be engaged continuously in some form of practical activity, it would be fatal for them to neglect serious and thorough academic study. Theoretical study may tend to arise from practical situations and from facing the problems of real life but unless the students devote sufficient time to studies of the fundamentals of Science in Rural Institutes, they will

not be able to compete with students who have attended fully equipped and staffed universities and might thus be permanently handicapped. We should, however, expect that the students from Rural Institutes, from their practical touch with life and its problems, will have achieved an adaptability to all kinds of conditions and will prove to be both competent and practical in the facing and handling of rural problems.

19. Even when institutes of higher learning are established in rural areas, there will always be some students who would like, and will need, to go to the cities for their studies as well as for final employment. Such students should be given all necessary facilities and there should be suitable arrangements with the existing universities for an easy transfer and for some adaptation of entrance requirements to suit a difference of background and training. There should be no barriers between these Institutes and the universities as there should be none between the villages and towns. It is only when there is a proper give and take between the cities and the villages that both will be enriched.

20. The Government will need to adjust the rules for recruitment to its services to take fully into account the background, the practical training and the special courses represented by the certificates and diplomas of the Rural Institutes. If the Institutes fulfil their true function, there is a wide variety of posts in the administration of India for the occupying of which their certificate and diploma students should be well-equipped.

21. We should like to make it clear that in recommending the establishment of Rural Institutes we are by no means suggesting a permanent or ultimate separation of Rural and Urban institutions. The programme of national education must develop as an organic whole. In the past rural areas have been so much neglected that it is essential to focus the attention of our people upon the need to understand the rural situation and to meet its problems more effectively so that the nation as a whole may progress towards strength, peace and prosperity.

E. Summary.

AIMS AND OBJECTIVES.

Introduction.

The aims and objectives of Higher education in rural areas are not fundamentally different from those of Higher education in urban areas. The principal goal of Higher education should be a full development of individuality in the context of a democratic set-up. The strength of democracy lies in its capacity to harmonise competing individual and social aims and education should be our chief means of achieving this end.

The Five-Year Plan has created stir and self-confidence among the people. Full advantage of this opportunity should be taken so that the released energy of the people can be directed into creative channels. Rural Institutes or institutions of higher learning should be established to play this significant role.

Rural Institutes will help in breaking down economic and geographic barriers which prevent the rural population from taking full advantage of Higher education. These Institutes will also help in bridging the gulf which unfortunately exists in our country between culture and work, between the humanities and technology and between the practical and the ideal. In these Institutes students should learn how to approach and also how to grapple with the real problems of rural life and should not confine themselves to the study of abstract theories for the sake of a degree. This approach does not in any way underrate the high value of the "life of the mind" which must remain one of the chief concerns of Higher education but it does imply that the mind must find nourishment for its healthy growth from many different sources including productive work and realistic social experience.

Functions of the Rural Institute.

These Rural Institutes which aim at serving the *entire* community will thus have a variety of functions:

- (i) They will admit students who after completing their education at the post-Basic or higher Secondary stage, wish to proceed for higher studies and work for a diploma course. The Rural Institutes should gradually make provision for courses which will normally be of three years' duration and will lead to a diploma recognised by the Government of India.
- (ii) They should make provision for Certificate courses in such subjects as Rural Hygiene and Agriculture and Rural Engineering.
- (iii) Rural Institutes will act as Headquarters for an Extension Department whose main function will be to carry the results of investigation and research to the very door of the villager and to keep in touch with and draw upon all the teaching staff in each department. They will take responsibility for servicing the educational needs of everyone in the area they have set out to serve. They will arrange a variety of courses to meet the needs and wishes of the community.
- (iv) Rural Institutes will cooperate with all those agencies which provide the kind of short courses for young men and women who want to increase their skills but who are only able to learn in the village during slack times and at certain seasons.
- (v) Rural Institutes will undertake research and experiment in development planning and encourage and guide pilot projects that will illustrate to the villagers and the administration how most rapidly to escape out of poverty without having to flee to the big city.

The Rural Institute will in short need to function as a cultural and training centre and as a centre for development planning for the whole community. It should serve to stimulate the intellectual life of the whole community and should exercise a leavening influence on

the social, cultural and economic activities of the rural population around it and in this way help to guide them in raising their cultural and economic standards:

Special Problems in the Development of Rural Institutes.

Rural youth must have access to proper training in science and technology. Without science and modern technology it will be impossible to improve the social and economic condition of our people and it will be a tragic mistake not to make use of both as wisely and as fully as possible towards the social revolution we need. Students while studying at Rural Institutes should devote sufficient time to studies of the fundamentals of sciences.

The requirements for recruitment to government services will need adjustment to afford the products of Rural Institutes their rightful place in the administrative services.

In recommending the establishment of Rural Institutes, it is not intended to create a permanent or ultimate separation of Rural and Urban institutions. The programme of national education must develop as an organic whole. In the past rural areas, however, have been so much neglected that it is essential to focus the attention of our people upon the need to understand the rural situation and to meet its problems more effectively.

CHAPTER II.

RESEARCH, COURSES AND SERVICES TO THE COMMUNITY.

PART I.

- A—INTRODUCTION.
- B—RESEARCH.
- C—COURSES.
- D—EXTENSION.

A. Introduction.

The purpose of a Rural Institute is to serve the people and the region or district in which it is situated.

2. In India in some five and a half lakhs of villages, large and small, the cultivator, the landless labourer, the craftsman or trader, and their families still live in closely knit communities. Each of the smaller communities and villages depends again upon the local town. The task of the Institute is two-fold. It should offer a wide field of educational opportunity to students for their own self-development, but in the context of the environment and need of the rural society in the region. It should also survey, consider and suggest ways in which economic, social and cultural improvements can be brought about between the three partners, the cultivator's family, the village and the town.

3. These three partners cannot be treated separately. In the Welfare State each needs access to all the modern services that most of the rural regions now lack. Research, Higher education, and Extension represent three of the major services to which as yet rural areas have little or no access.

4. The rural problem is a complex one. It is dangerous even to suggest an artificial break up of this problem since specialists and administrators tend so quickly to rush in and carry away their own peculiar aspect to try to treat it in isolation. An approach that should always be, and remain, flexible and coordinated in the country-side, can so easily become departmentalised and ineffective.

5. The five main aspects of the problem of any region in India today may be divided roughly thus:

- (i) The Economic Aspect.
- (ii) The Health and Hygiene Aspect.
- (iii) The Educational Aspect.
- (iv) The Sociological Aspect.
- (v) The Cultural Aspect.

Each of these aspects will be reflected in the Research and the courses at the Institute and in extension work in the field. Some degree of orientation to every one of these aspects will be important for all students and future administrators. Penury must ultimately give place to plenty, disease to health, despair and superstition to knowledge and so to confidence; pessimism must give way to a sense of meaning and direction; ugliness and mutual mistrust to a culture based upon sensitivity to beauty and to humane feeling.

Site of the Rural Institute.

6. The Institute should be set up in as typical a farming region as is available, with room to expand, and where there is a depth of good soil and an ample water supply. Just waste or third class land will not do, however cheap or generously offered. Nor need the land be the best or the most expensive. If there is waste land in the neighbourhood suitable for reforestation or for controlled grazing and pasture or for both, so much the better. The Institute should be built not too far from a main road, or from a railroad, and within a reasonable distance from the local town and market.

7. If there is a choice of sites satisfying all these requirements, the one with the most naturally beautiful surroundings and most historical setting should be given priority. In any attempt to build an educational centre natural beauty should be allowed and encouraged to make its own peculiar contribution.

8. The Institute will be residential for students of both sexes and for staff. It will need cubicles, class-rooms, workshops and laboratories. It will have its own dairy and poultry farm, its garden for vegetables, flowers and fruit, and its nursery for forest trees.

9. It must have an ample supply of cheap electric power and as good road communications with all the villages in its area as it can devise, build or obtain from the local district board.

10. In selecting Community Project or National Extension Service blocks, the Administration may find it advantageous to choose an area in which a Rural Institute is located so that the Extension staff and workers may have within easy access a centre to which they may turn for the solution of their problems and for inspiration and advice. It is important for the future of the Community Project Administration that their centres of training should not be isolated from other types of education. In fact, the Community Project Administration might welcome the possibility of siting their training centres at the Rural Institutes since they would then get the full benefit of contact with the Institute's teaching staff and with the Research and Extension Service staff.

11. The present training of Village Level Workers may be sufficient for offering the early stages of first-aid to the troubles of the village. After the pits are filled up, the drains dug, the improved seeds distributed and the compost heaps built, a complex of deeper problems will tend to emerge. The longer and more specialised courses of the Institutes should be designed to meet the growing needs and demands of the Community Projects Administration.

B. Research.

12. No subject on earth is too low to become a field for scientific enquiry. If the Institute proceeds with faith and suits its research, its subject-matter, and its teaching, to the needs and problems of the rural environment, it can become a new and a powerful force for education and reconstruction in India. We need research into every aspect of the regional and of the village problem, but with a view to action. The Institute should group its academic disciplines around the results of these enquiries. Teaching should be around the problems.

13. The Rural Institute is also the proper home for the training of men and women for the new Extension Services now being developed. Though carried out under the administration today for good and urgent reasons, they are part of a great educational enterprise and will need progressively to associate what they do with the appropriate field of research.

14. Most of the rural problems in the social sciences group overlap more than one field, so that in any attempt to devise sensible remedies, team work in research and extension will be essential. The individual worker will always tend to have his own peculiar interest and specialism. It is important, therefore, that the available time and funds be distributed fairly between two kinds of research; that which attempts to throw sufficient light upon a problem so that a practical solution may be found quickly; and that which may only indirectly and over a long period lead to administrative change.

15. One good example of the kind of complex of economic and social problems that faces many areas in India may be described under the heading of the Five F's—Fuel (from the cow), Fertiliser, Fodder, Firewood and Forest. The village economy is adversely affected by the use of cowdung as fuel and not as fertiliser. Yet for many Indian village housewives it is the only fuel available. Easy to transport it is conveniently delivered or sometimes even dropped at the kitchen door. To manufacture it the village herd tends to overgraze the available common land, pasture or jungle and so to destroy not less than 50% of the feed value potential. During the monsoon overgrazed land tends to suffer badly from erosion.

16. Revolutionary changes are required in the existing habits of the villagers and herdsmen, if this urgent problem is to be faced and met, and the '5-F' problem solved. Agronomists, foresters, economists, sociologists and extension leaders will all be needed for this campaign and as members of a well-coordinated team.

Much of the preliminary team work in all the fields of research will have to be in the nature of general surveys, undertaken to discover which of the many problems should have the highest priority for diagnosis and treatment.

Economic Problems.

17. Some statistics for each region may already be available for use by the economist. But the economist can only thrive on a diet of accurate figures appropriate to the subject he is setting out to study. In many fields he will need to collect his own figures and to interpret them in the light of his own training and common sense. It will always be important for him, when using someone else's statistics, to know by whom and for what purpose they were collected and whether they are really applicable to the problem in hand.

Fields for Research.

18. (i) The extent and value of the natural resources of the region and the degree of wastage or misuse of these resources now proceeding.

- (ii) The degree of rural under-employment in the region, the degree and trend of urbanisation and of industrialisation and the trend in the movement of population away from the land.
- (iii) The need for an economy of rural workshop and factory industry in the village and small town.
- (iv) The area of not fully productive common grazing, jungle or forest land. Cost of reinstatement and likely economic gain.
- (v) The water economy and the probable costs and benefits of applying practical conservation methods.
- (vi) The economic and social implication of the introduction of more efficient farm machinery.
- (vii) The size in bighas of an economic unit of production on the different soils, under different crops, and in different combinations of farm enterprise.
- (viii) The economic role that a genuine movement in the field of cooperative effort might play.
- (ix) The availability of long, short and medium term loans for operating the farm business.
- (x) The problems of market analysis. The problem of grading and of packing farm produce and the adequacy of facilities for storing it and for transporting it by road, or rail.
- (xi) The costs of production in labour, time and materials and the means whereby these might be lowered and whereby crops or operations might be changed with advantage to the national economy and to the cultivator.

Hygiene Problems.

19. Some of these will involve economic measurement, some sociological change, some capital investment in water and sanitation facilities. Some will be so tied in with the existing cultural pattern that new and appropriate methods of education will have to be invented, if wise adjustments are to be made which do not arouse fear and set up a vigorous resistance to change of any kind.

Fields for Research.

- 20. (i) The chief obstacles, social or economic, in the progress of family planning.
- (ii) The strength and deficiency in the local diet and food habits.
- (iii) The incidence and cost of disease in each village.
- (iv) The role of the woman in the home.
- (v) The present results, social, economic and cultural, of the employment of small children in rural areas and the likely effect of making compulsory eight years of school education.

- (vi) The values and social effects of existing attitudes to dowries, to expensive festivals, to caste and to widowhood.
- (vii) The strength and weakness of the local custom and habit in the construction of homes, in the layout and in the amenity of the village.
- (viii) The possibility of relating a positive health and hygiene programme to the work of whatever youth movement operates in the region.

These are only some of a host of related problems. Doctors, health workers and administrators know much already about many of them but until a whole-time research worker is assigned to the mapping and analysing of the problems, to studying the cost, and the most appropriate method of treatment, change or remedy will never be fully worked out and treatment will tend to be *ad hoc*, piecemeal and not permanently effective.

Education Problems.

21. The funds available for education are strictly limited. What money there is should be spent where it will not be wasted and where it will have the greatest positive effect for the individual and for social welfare. Serious consideration needs to be given to any national expenditure upon the training for youth leadership, especially in rural areas. Youth without ample and positive opportunity outside the school or lecture room to expand their abundant energy or to express youthful enterprise can and will find alternative paths of their own which may be of negative value to themselves and to society.

22. A closer comparison needs to be made by teachers of the positive educational value of the Scout, Guide, Cadet Corps and other similar activities. All such movements in rural India need to be turned to the benefit both of the individual and of the village.

Fields for Research.

23. (i) When the compelling need for some change in community habit or pattern of life has been demonstrated by survey and research, and when money is available for initiating a new educational programme, a careful examination should be made of what is likely to be the most appropriate sector or sectors in the life of the community upon which to launch the attack:—

The home through the health worker;
 the community centre through lecture and discussion;
 through the youth movement, *i.e.*, *via* the boys and girls;
 by film and pamphlet, poster or discussion;
 through the *Lok Vidya-peeth* or a short course at the Institute.

- (ii) There is some difference of opinion today among educators as to the value of and need for co-education in schools and colleges. More evidence should be gathered from teachers in co-educational schools, as well as from psychologists, as to where the benefits chiefly lie in educating both sexes together.

- (iii) The 4-H Club organization and method has had a variety of positive results in America, so has its less extensive copy in England—the Young Farmers Club. The possibility of developing an Indian pattern suited to regional and district conditions needs careful and thorough examination. Time, money and effort spent on a direct approach to the minds of adult parents may often be saved if an indirect approach through the children is suitably and wisely devised.
- (iv) A fair estimate of cost is needed when some new educational plan is put into operation. Sometimes it is possible to put down ahead of time the likely result in figures so that unexpected losses may be avoided. Such an attempt is especially needed in the field of craft work in rural schools.
- (v) Every school can be the field for some kind of pioneering and experimentation, so can every branch of a youth movement, every *Lok Vidyapeeth* and Community Centre. A fair, detached and unprejudiced view needs to be taken of all such effort if others are to benefit from a candid assessment of the results. This is especially true in the field of Culture and of the Arts of Drama, Music, Movement and Design, where, without survey and research, so much time and good material can be wasted in third-rate work, in bad design and performance, and in faulty marketing or market research.

Research in the field of education is rarely promoted or encouraged either at the University or in Departments of Education. The Rural Institute should be suitable as headquarters for such work since new teachers and leaders are being trained there and since the Extension Service with its short courses will be in touch with a wide range of educational effort and experiment especially in the field of adult and further education.

Sociology.

24. The Cinderellas of the Science World at large, and of the family of the Social Sciences in particular, are Sociology, Psychology, Social Psychology and Social Anthropology. But fears of the atomic bomb, a gift of the physical sciences, and of the dictators or politicians who may see fit to loose it upon us, should be evidence of the need to explore more deeply those unknown and often unconscious regions of the mind and of the emotions where such decisions tend to be taken.

25. In this report we have tried to suggest educational means whereby a part of the present pattern of life in rural India might undergo a change. The process whereby some old habits are changed and others, socially or culturally desirable, retained, is one we still know too little about. We know from the past how often a refusal to alter or change soon enough in the face of changing circumstances has led to disaster. We still do not know how most easily to engineer desirable social change without setting up currents of fear, of opposition or of hatred that can postpone indefinitely the dawn we covet.

26. The growth of Institutes for research into Human Relations, into Labour Relations, and into Community Studies, in Western countries, is symbolic of this recognition of the need for orderly and intelligent change and for the avoidance of acute human frictions. It is also evidence of a lack of the basic factual material upon which wise social action can be taken. The study of the sex life of the far off Trobriand Islander has seemed to carry a greater significance to universities in the West than the social habits or cultural patterns in streets and slums that lie just behind their own buildings.

27. In the process of trying to engineer social change all kinds of problems and results will emerge. Ordinarily these are not mapped or defined and the failures or negative results, which so often provide the most useful lessons for the future, do not even get reported. In rural India much of the equipment in ideas and customs may have roots 5,000 years old. These roots and habits need to be respected. They must be examined and assessed for their possible future use in any programme of change that is about to be put forward. The cultivator and his wife are often equipped with more wisdom and common sense than they are given credit for. They rarely lack that sense of humour which is a typical omission in the equipment of some research workers.

Fields for Research.

28. (i) The respective spheres of influence inside the cultivator's home and family, of the husband, the wife, the inlaws, the grand-parents and the cousins, or siblings.
- (ii) The positive and negative results of the large family, on the father, the mother and on the children themselves, on the quality of human relations in the home, on the economy of the family, on the education of the children and on their rearing and development.
- (iii) The relation of the family to the village or to the town community. The reaction of the family to the machinery of Government, of elections, of inspection, of policing, of taxation, of prohibition, of schooling, or of desirable social change.
- (iv) The rôle of the woman in the economy and the degree of strain imparted to the family when she tries to combine such a wide variety of functions on the farm and in the home at one and the same time.

Cultural Activities and Creative Arts.

29. Too much and too detailed a study of history for its own sake can be unprofitable. The main purpose of history, and of examining, of recording and of reviewing human experience from the past, is to inspire and inform action in the present and to stimulate realisable dreams for the future.

30. Few rural peoples in the West have managed, in the face of challenge by industrialisation and urbanisation, to retain anything very vital from the cultural pattern of their past and, in the struggle to live in the present, they have little time either for reviving the past or for dreaming creatively of things to come.

31. A tiny fraction of our emotions and sensations as yet finds expression in words. Either the words are not invented or we do not know how to use them to express what we feel, or we are frightened at the waywardness and savagery of the thoughts and feelings we dare not express. But much of the driving power of our lives, and of the determinant of our happiness, lies in these deep levels of feeling, conscious and unconscious, that we term the world of our emotions. Through their legitimate expression we can discover something of the truth about ourselves and about life.

32. Through the arts, ideas and sensations can be brought to the surface and for them a synthesis discovered that could never have been expressed before. Already psychologists in the West encourage their patients to engage in some form of art expression as a vital part and factor in the healing of the mind. A new meaning and purpose for existence can be discovered by the patient through such activity. In the village and smaller urban community, it is still customary in India for everyone to share in some kind of arts and festival activity. Large urban centres tend to limit this opportunity or to dry up altogether even the desire to find a personal and active expression for the emotions. But without participation in some arts or in some creative field of individual expression full development of all the latent capacities and emotions in the individual or in the community cannot be achieved. It is a right balance between the use of the intelligence and the expression of the emotions, in art and life, that rural India needs and that the Rural Institute should help to discover and establish.

33. No excuse is therefore offered for setting up a laboratory on the campus of the Institute in the field of culture and of the arts. Records of all kinds need to be preserved. The culture of the past needs to be recorded and examined, but with a view to active creation, in the present, of new drama, new poetry, new music, new dances, new designs whether in building, or in gardens and parks, or in layouts for the surroundings of villages and small towns that will express the emotional urge of rural India for a new and fuller life.

Recreation.

34. This is also a subject for research under the heading of culture. Many Indian villages still have their own peculiar form of sport or game. Youth needs play areas and sports grounds as much as the women and children and the aged need some garden or beautiful and quiet corner where they can foregather and enjoy together the sight of water or of nature. Each village needs today some provision for a playground but also for a public garden where small children can play safely and for a park with water, trees and shrubs in appropriate association.

35. In olden times it was one of the functions of the rich to provide such services in India and to erect shrines, to plant gardens, to dig tanks, or to make lakes. Today each community will need to plan, finance and create its own means of recreation through the playground and the garden or park and through the landscaping and the planting of the surroundings 'for delight'. Such activities can no longer be left to chance and in this field the Institutes can develop and offer a special range of advice and of extension service.

C. Courses.

36. The main tool for building a new base for rural society in India must be the lever of education. But education is expensive and rural India is riddled with poverty and cursed with under-employment. This is due in large measure to its lack of capital equipment, of services and of a knowledge of how best to obtain and operate them. Student courses at the Institute, therefore, must be tailored to suit the national purse on the one hand and to meet the most urgent of rural needs on the other. The main course will be a three-year diploma course in rural services.

37. A two-year certificate course for female health workers, for overseers and for future farmers should be designed to equip students for these rather special and technical jobs, so that some time at least may be given for a more general education than a one year purely technical course would provide.

38. In none of the courses offered should there be any idea that a barrier is going to be put in the way of a specially gifted student continuing further studies, whether at the Institute, or at a university or college elsewhere. Nor, in designing these courses to suit the needs of a mainly rural region or district, should there be any idea of erecting a barrier between the student and his or her entry into urban industry, service or administration. Entry into agricultural or veterinary colleges, schools of medicine, or of engineering, of law or of commerce, should always be possible for gifted students who wish or need to pursue further studies in courses not available at the Institute.

39. The following are the courses which, with minor adjustments for different regions, the Rural Institute should, from the outset, begin to staff and to organise. As the knowledge of the region grows and improves through the work of the Extension and Research Services, other courses may be added and some of the existing ones may be lengthened or shortened. The Institute must remain, in its educational policy, eternally flexible and always ready to apply to changing circumstances and needs changing means. With regard to the final year of the diploma course, we have only given a general picture of where to place the major emphasis. All students specialising or majoring in one field of study will be required to take some work in each of the other four fields, both practical and theoretical. Students showing outstanding competence in their chosen field of practice and study will be eligible for further appropriate training.

- (1) A three-year Diploma Course in Rural Services.
- (2) A one-year course for a Teaching Diploma.
- (3) A one-year course of a Teaching Certificate.
- (4) A two-year Certificate course for Rural Health Workers (Women).
- (5) A two-year Certificate course for Overseers.
- (6) A two-year Certificate course in Agricultural Science.

40. All students will undertake some "useful work" on the campus on behalf of the institution, and where possible, in the senior year, related to the nature of the course of study chosen. Paid jobs

and their organization and distribution will be the responsibility of the Bursar who shall also have charge of the campus generally, the kitchens, lavatories and sanitation system, the power plant, the farm and gardens, with appropriate foremen under him. The labour will all be student labour.

41. The language requirements will be the mother-tongue of the region, Hindi and English. English is not only the international language of the future, and the second language of most non-English speaking peoples, but it is still the main language of the physical and social sciences and the medium through which new discoveries and new ideas are most commonly expressed and communicated around the world. Both Hindi, as a federal language and as the means of communication between the peoples of different States of the Indian Union, and English, which opens a window to the rest of the world, should be taught at the higher stages.

42. As Institutes begin to produce their own textbooks which will relate the study of the physical and social sciences to the problems of the region, a more practical and relevant, and less theoretical slant can be given even to the grammar and theory in the different sciences. Rewriting whenever possible should be done with the help of students and with the local context and complex in mind.

43. The Institute will need to develop its own cultural and recreational life. Wide opportunity for students to develop their own activities and societies, in their own leisure time, will be part of the necessary experience for those who are bound to face in their professions some of the isolation, rigours and simplicity of service in a rural area later on. The following is a more detailed description of the kinds of courses such an Institute will need to develop. It is not meant to be either rigid or exhaustive. As Institutes grow, they will find a need to alter or adjust or to add. Too detailed a picture now might itself lead to too rigid an interpretation in the near future.

A Three-year Diploma Course in Rural Services.

44. For the first two years this course will include work in all five groups of subjects as arranged for the two-year courses in rural engineering and agriculture. With regard to the third year the Council at the Centre and the Director must satisfy themselves that the emphasis in the curriculum design is put upon the building of a general competence in the student so that the broad field of rural services shall be covered in a practical way. Details regarding specific allocation of time and subject content should be worked out in conference with specialists in curriculum building.

Work experience on the campus may in the last year be gained in the Institute office, or in dealing with people, or with accounts, and the preparation of reports.

The third year should include roughly:—

- Quarter time on Cultural subjects, Sociology and Hygiene;
- Quarter time on Economics and Development;
- Half time on Public Administration and related courses.

One-year Course for a Teaching Diploma.

45. As High schools, Multi-purpose and Post-Basic schools begin to develop in what are mainly rural areas, specialist teachers will be needed competent to take classes in the various sciences, especially in those needed in agriculture. Students at the Institute who have obtained diplomas in Rural Services might be given the chance to take the one-year Teacher Training Course to qualify for such posts in Secondary schools.

In the same way students, who have obtained their certificates in Hygiene, in Agriculture or as Overseers, might wish to take a one year Teacher Training Course and qualify for work in senior Basic or Multi-purpose schools in mainly rural areas. Pupils who have completed their Post-Basic or higher Secondary education should also be admitted to this one-year course to qualify as teachers in Basic schools.

Course in Hygiene.

46. This course is designed to equip selected village girls or young widows to return to rural areas as Village Health Workers. Access to professional medical services is till not available for many village people in India today, nor will there be sufficient doctors to serve the countryside for many years to come. The bringing of the help of science and hygiene to village women in their homes now is of primary importance. All Village Health Workers should be attached to a local clinic and hospital to which they can refer serious cases.

Period.

1st	6 months	Half time in medical theory; quarter time in clinic; quarter time for introduction into the other four subjects, including Home Science.
2nd	6 months	In the field under close supervision as assistant to a qualified health worker or doctor.
3rd	6 months	Half time in the other four subjects; quarter time in theory, including Home Science. Quarter time in practice in local clinic or hospital.
4th	3 months	Field work under supervision.
	3 months	General orientation course, tying up all the teaching into a single unity.
5th	6 months	Out alone in the field with occasional check up before granting of certificate.

Course for Overseers.

47. Training to meet the needs of rural areas in the field of engineering will have to be a composite two-year course combining some mechanical with a mainly civil engineering course and some general education. Theory, workshop training and jobs should be related as closely as possible to one another.

1st year half time in the workshops; quarter time in theory; quarter time in the other four subjects.

2nd year Building construction. Roads and Civil Engineering, *i.e.*, Water Conservation, Sanitation, etc. Drafting and Planning. Machinery. During the 2nd year there should be specialisation in one chosen field. Practical experience in construction and in the repair and upkeep of plant and buildings should be gained on the campus.

Three months of full-time practical work in a project of their own choosing should complete the course.

For specially gifted students these two years might be preparatory to continuing advanced work elsewhere.

Agriculture.

48. A two-year Certificate course in Agricultural Science. The chance to specialise in the second year and in one of the two main fields of Agronomy or Animal Husbandry should be provided. Many districts already have farm schools offering twelve months practical experience with some theory. Agricultural colleges are staffed and equipped to train specialists for administrative and research services. This two-year course should be designed for future farmer leaders who must not only be masters of farming techniques but must also have a grasp of the social and cultural implications of rural citizenship.

1st year Three quarters time on theory, but related to local agricultural practice, and to the experience of students in campus work on the farm.

Quarter time for other subjects.

The aim in this year should be to build a bridge between the textbooks and the students' own experience. Theory should be broken up under three heads; courses in Forestry, Fish or Fruit culture, etc., may be included where appropriate.

(1) Agricultural Economics and Farm Management.

(2) Animal Sciences, including Fish Culture.

(3) Crop Sciences, including Forestry.

2nd year On the basis of preference and of the teachers' estimation and that of the work supervisors, the student should decide upon a field of specialisation and have a practical project of his own; garden plot or animal rearing or poultry flock.

Quarter time on own project.

Quarter time on theory.

Quarter time on cultural subjects.

The best students of the class might be retained for a third year of further specialisation.

49. Student numbers:

Courses			Entry 1st year.	Entry 2nd year.	Entry 3rd year.
Rural Services	...	...	30	25	25
Teacher Training	..	..	30	25	—
Hygiene	...	..	30	15	—
Overseers	..	..	30	25	—
Agriculture	..	...	60	50	—
TOTAL			180	150	25

These numbers should double by the end of five years and bring the total up to what will probably be an economic unit of staff and students.

Teaching proportion to number of students 1:10.

50. Staffing.

			Head of Deptts.	Instru- ctors.	Assis- tants.	Total.
Rural Services	..	...	1	4	1	6
Teacher Training	...	...	1	4	1	6
Hygiene	..	...	1	4	1	6
Overseers	..	...	1	4	1	6
Agriculture	..	..	1	8	2	11
<i>Service Courses :</i>						
Sociology	..	...	—	1	1	2
Cultural Subjects	..	..	—	1	1	2
Recreation	..	...	—	1	1	2
<i>Research :</i>						
Economics	..	...	1	—	—	1
Sociology	..	..	1	—	—	1
Cultural Subjects	..	...	1	—	—	1
Engineering	...	..	1	—	—	1
<i>Administration :</i>						
Director	..	..	1	—	—	1
Bursar	..	...	1	—	—	1
Registrar	..	...	1	—	—	1
Student Activities	...	...	2	—	—	2
Librarian	..	...	1	—	—	1
TOTAL:			51			

D. Extension.

51. The word Extension when used to describe one of the major functions of a Rural Institute implies a recognition by the Institute of its obligation to offer, to all the adults of the region which it serves, access to the world of higher studies and of Higher education generally. Since most of the adults cannot come and reside at the Institute for long, or even for short periods, a variety of ways of extending higher knowledge has to be invented for reaching them where they live, with

52. Direct and sympathetic contact between the Department of Extension and the adult population makes possible habitual access to the economic, health, sociological and cultural problems of the region. Such contacts will reach into the field, into the home, into the workshop and into the factory. This means that the problems may be reported back to the Institute and so to the appropriate laboratory for examination, to the teacher for consideration, and to the classroom and seminar for discussion.

53. The Extension Service therefore represents the chief means of contact between the Institute and the people of its region whether for promoting higher education or for enlivening the process of research.

54. There are three other devices which, when developed and put fully into operation, will offer points of contact and will show considerable economy in time, effort and money. These are the short residential courses at the Institute, the *Lok Vidyapecth* residential school or Janata College, and the village, or country town, Community Centre, Institute or College for further and evening education.

The Short Residential Course at the Institute.

55. The Head of the Extension Department will have his own office at the Institute. As a vital part of his equipment, and not far from his office, he will need a combination hostel and teaching building in which, under his assistant, a continuous series of short courses can be organised and held. New patterns of rural leadership can be more easily designed, discussed and pioneered by means of courses in such a setting than perhaps in any other way. This hostel should be designed with two dormitory wings, each for thirty or forty beds, with appropriate toilet facilities, joined to a central meeting conference hall with a stage. There should be one or two committee rooms, which can also be used as dressing rooms on entertainment evenings. All the equipment should be simple, practical and economical so that residents can serve themselves with a minimum of outside student help. Feeding should be in the regular students' dining room or cafeteria. The two wings should be designed to accommodate an all-male or an all-female conference or one that includes both male and female.

56. Courses may be for one day or for a week-end only. They will be varied and planned so as to enable people from all kinds of regional occupations and professions to come into intimate touch with one another and with the appropriate teaching and research members of the Institute staff. These programmes should be conducted with the minimum of disturbance to the other organised work of the Institute.

57. Sometimes such courses have to be run by government officials on government premises. But the atmosphere is never quite the same as that provided by an educational institution acting as host to the guest students from its region. Under the plan here proposed the Institute and its campus, tend to become the spiritual and intellectual home for a much wider public than just their own resident students. The guests, whether teachers, doctors, farmers, village women, community or youth leaders, health workers or administrators

bring with them fresh ideas, fresh problems and fresh contributions from their own vivid experience. These can in their turn fertilise and enrich the programmes of Research and Teaching at the Institute.

The Lok Vidyapeeths or People's Places of Learning.

58. Our Committee had the benefit of meeting some members of the team sent by the Government of India to study the Danish Educational system and particularly the Folk High Schools and Institutions for Adult Education. The Committee is in general agreement with the recommendation of the team that, subject to necessary adaptations, the *Lok Vidyapeeth* could work as a vital and powerful instrument of mass education. We also agree with the Team that the *Vidyapeeths*, besides starting an emotional and cultural awakening in the village, should also give some practical experience in new cultural techniques as well as in cooperation, so that when the young men or women students go back to their homes, they can assist their own villages to improve their conditions in a variety of ways.

59. In most farming regions in India there are periods between seed time and harvest, often in the winter, when all the family labour is not needed on the farm or in the home. Someone can get away for a limited period to secure useful training which offers both economic and social benefits. Such a course may be either, as in the case of the Danish Folk High Schools, for a kind of cultural orientation, or specifically, as in many of the Danish Folk High School courses of today, for the mastery of new techniques and for the trying of them out in practice in the workshops or on land attached to the hostel. We commend a course of study that would be an appropriate combination of cultural orientation with the learning of new agricultural and other techniques which would improve the economic earning capacity of the village.

60. This Committee inclines to the pattern of a *Lok Vidyapeeth* such as the one we have seen in Mysore. It has some years of practical experience behind it and does succeed in combining both objectives. There are several real advantages in a six-months course of this kind. In the 4-6 months away from the village opportunity is offered to young men of 18-25 of experience in new techniques, instruction in field, garden and workshop, as well as of group discussion around cultural and social subjects and of group recreation in a variety of wholesome ways.

61. The mind of the Indian villager is astir. Both men and women need boldly to challenge the inadequacy of their surroundings and of their equipment. They need to do this in company with their neighbours from other villages and in the presence of new knowledge, new ideas and wider experience. The *Lok Vidyapeeth*, under proper direction, offers the means to do this. For staff, both resident and visiting, it will need to consult, and sometimes to employ faculty students from, the Rural Institute.

62. The *Lok Vidyapeeth* should not be administered by the Rural Institute, nor should the Head of Extension feel officially responsible in any way for its operation. It may be started and run by a staff

department of education. But this may be better so advantageous nor so useful, as and when, with government assistance, it is operated by some independent or local agency and one on which the rural folk themselves can have representation. Rural Institutes can develop with *Lok Vidyapeeths* a relationship that is either consultant or advisory. Mutual benefit will come to both *Lok Vidyapeeth* and Rural Institute through continuous informal and friendly personal contact. As a visitor the Head of Extension can listen to the problems of the village and farm at first hand. He can find out the reaction of the rural people to the new techniques developed at the Institute or being tried out at the *Lok Vidyapeeth* in workshop, garden, dairy or field plot. Here too the research staff can come for light on problems and difficulties that might not so easily be available if sought directly from within the village.

63. We visualise the eventual establishment of a *Lok Vidyapeeth* in every district of India. The existing Janata Colleges, wherever they have been started, might very well experiment with the programme now operating in the *Vidyapeeth*.

64. Occasional reunions of former students of *Lok Vidyapeeth* for discussion can throw a vivid light upon the strong and the weak points of past Extension and *Vidyapeeth* programmes, as well as upon emerging problems in the field of economics, hygiene, self-government, administration, social development or cultural growth. As rural leadership develops, the benefit of associating it directly with policy-making and with decisions affecting the development of the *Vidyapeeth* itself or with the Extension Service will need to be recognised.

The Community Centre, Village College or Evening Institute for further Education.

65. Many villages in India had retained, until recently, when the museum or librarian collectors came and took many of them away, a small stock of Sanskrit and other manuscripts from which a visiting scholar could expound or recite. Such visitors no longer tour around the villages but the tradition is not entirely forgotten. In some are the local bard or poet still chants at the village festival his saga on the great historical events of the past.

66. Every village and town in India needs some building which to house a wide variety of educational and cultural activities as well as room for its local committees, its library and its stores. Land, materials and labour for such a building can all come from village contributions but, without some outside stimulus and guidance the sense of need may never take practical shape. The experience of social participation and of sharing a community responsibility should find embodiment in a solid building. For so many purposes such a building can become a focus and headquarters whether for youth activities, for discussions, for plays and music, or for lantern and cinema shows. Once established with its own management committee and a membership subscription list, the task of the Village Extension worker, or of the visiting professor or research worker from the Institute, is made that much easier.

67. In the Cambridgeshire village colleges, the new secondary school buildings were designed and enlarged to include library and certain special rooms and workshops, so that in the evenings a full range of educational, craft and cultural activity could be shared by adults from a group of neighbouring villages. Special services were arranged to enable the more distant communities to attend and a scale of fees was drawn up for visiting teachers and lecturers. A full-time-salaried warden was appointed, who was consulted on general policy matters by a locally elected committee. It was the warden's duty to see that all reasonable demands for class work and studies were met and that students had the equipment and space needed. Much of the activity at first would hardly have fallen within the category of "Higher Education". Attempts to force a supply of this latter commodity upon unwilling rural ears soon met with violent resistance. The class stayed away. Until the warden realised how necessary it is to study local need and preference before deciding what courses he thinks the village *ought* to appreciate, it is wise for a rural community centre to experiment very gently indeed in the realm of "higher" learning.

68. Besides being the headquarters for a wide range of community activity, for mothers and "seniors" clubs at suitable times, for photography and poultry societies, the range of operations at such a centre may include an orchestra or a chorus under skilled leadership, a drama group, classes in pottery, in painting and in the dyeing of textiles and in design. In the classroom there may be voluntary evening studies of botany or of language and, in the hall, a discussion meeting with a hundred local farmers. An extended course of talks on the problem of raising children or of improving marital relations and understarvation may be discussed with a psychologist. Finance for such a centre may come partly from the State, towards teaching fees and the purchase of equipment, partly from small membership fees and partly from local residents or from the organisation of money raising festivities.

69. Similar centres tailored to suit Indian conditions, could greatly simplify considerably the task of a Rural Institute. They would help to make its work much more effective. If a salaried "Community Organiser" from the local university, or an Extension worker from the Rural Institute, can make his home in the village, and even earn a part of his living there, the base of operations will be further strengthened. This worker must be endowed with infinite patience, with enthusiasm and with a sense of humour. He must be able to win the respect and affection of the villager.

70. Discussions on technology, on economics, on the principles of hygiene, on self-government, on the engineering of desirable social change, can and should be part of such a community programme. The ultimate end must be a vital cultural growth of a kind that renews energies, reveals suppressed emotions and sensitivities and finds new forms of expression through the Arts and develops the qualities of trust in human relations. "Culture", says Whitehead, "is activity of thought and receptiveness to beauty and humane

E. Summary.

1. The purpose of a Rural Institute is to serve the people and the region or district in which it is situated. Research, Higher education and Extension represent three of the major services to which as yet rural areas have little or no direct access.

2. The five main aspects of any region in India today are:

- (i) The Economic aspect.
- (ii) The Health and Hygiene aspect.
- (iii) The Educational aspect.
- (iv) The Sociological aspect; and
- (v) the Cultural aspect.

Each of these aspects will be reflected in the courses and Research at the Institute and in extension work in the field.

3. The site of the Institute should be carefully chosen keeping in view not only practical considerations but also the natural beauty of the surroundings.

4. The Institute will be residential for students of both sexes and for staff, with adequate amenities for living rooms, classrooms, work-shops, farm, etc.

5. Close and constant contact between the Rural Institute on the one hand and the Community Projects Administration and the National Extension Service blocks on the other is highly desirable and likely to be of no little mutual benefit.

Research.

1. Rural Institutes will take every aspect of the regional or village problem as their field of research, and with a view to action. The Five Fs.—Fuel, Fertiliser, Fodder, Firewood and Forest provide just one instance of the kind of complex of economic and social problems which will need research at the Rural Institutes.

2. Some fields of research in the various aspects of rural life are suggested.

Courses.

1. The following courses should be provided at the Rural Institute with minor adjustments in their duration and content to suit different regions:—

- (i) A three-year Diploma Course in Rural Services;
- (ii) A one-year course for a Teaching Diploma;
- (iii) A one-year course for a Teaching Certificate;
- (iv) A two-year Certificate course for Rural Health Workers (women);
- (v) A two-year Certificate course for Overseas; and
- (vi) A two-year Certificate course in Agricultural Science.

2. All students will undertake some "useful work" on the campus. Paid jobs will also be available for needy students and will where possible be related to the nature of their courses of study.

3. The language requirements will be the regional language, Hindi and English.

4. Students at the Rural Institute will be given facilities and scope to develop their own activities and societies in their own leisure time.

5. The courses have to be planned very carefully, keeping in view not only their content but also the number of students and staff likely to be available for each course.

Extension.

1. The extension service of the Rural Institute represents the chief means of contact between the Institute and the people of its region whether for promoting Higher education or for enlivening the process of research.

2. The Committee is in general agreement with the recommendation of the team, recently sent by the Government of India to study the Danish Educational system that, subject to necessary adaptations, the *Lok Vidyapeeth* could serve as a vital and powerful instrument of mass education.

3. As part of the extension programme, we recommend short courses of study at the *Vidyapeeths* that would combine cultural orientation with the learning of new agricultural and craft techniques. Such courses would improve the cultural and economic level of the region.

4. The short residential courses here proposed will make the Institute a home for a much wider public than just their own regular student body. The contributions which these guests of the Institute bring with them can in their turn fertilize and enrich the programmes of research and teaching at the Institute.

5. Every village and town in India needs a Community Centre, Village College or Evening Institute housed in a building in which a wide variety of educational and cultural activities are provided for the whole community. Such centres could simplify considerably the task of a Rural Institute and make its work much more effective.

6. We visualise the eventual establishment of a *Lok Vidyapeeth* in every district of India.

7. The ultimate end of such community programmes must be a vital cultural growth which releases new energies, reveals suppressed emotions and finds new forms of expression through the Arts and develops new qualities of trust in human relations.

PART—II.

ADMISSIONS AND EXAMINATIONS.

A—ADMISSIONS AND SELECTIONS.

B—EXAMINATIONS AND ASSESSMENT.

A. *Admissions and Selections.*

1. The question of admissions into Rural Institutes is bound up with the standards and programmes of schools on the one hand and the types of courses provided at the Institute on the other. Rural Institutes will be concerned with three kinds of schools at the secondary stage—the existing Post-Basic schools, the proposed Higher Secondary schools or Multi-purpose schools.

2. Of the four broad categories of courses envisaged for the Institutes, the first, *viz.*, three-year diploma course is likely to attract those who have completed the Post-Basic or the higher Secondary course, mainly from such schools as provide opportunities for the study and practice of agriculture and rural crafts.

3. Since the duration of the highest course at the Institute is three years instead of the existing four years (two years Intermediate and two years first degree), a candidate passing the existing matriculation or High School Examination will have to show evidence of having put in an extra year of study and practical work before he can be considered for admission. Whether those selected for admission to the three-year course after the High School Examination should be put under a preparatory course (like the proposed pre-University course) at the Institute, will depend upon the ability and willingness of the Institute to shoulder such additional responsibility.

4. To the second category of courses also (*viz.*, professional or semi-professional courses of one to two years duration), admission should be open to persons who have been through the Higher Secondary or Post-Basic school course. The one-year course for the Teaching Certificate will be of two kinds, one for graduates or for those who have completed the three-year diploma course at the Institute, and the other for candidates who have passed the certificate courses in Agriculture or Hygiene or as Overseers. This second course should also be open to pupils who have passed the higher Secondary or Post-Basic courses and should qualify them for teaching in Basic schools.

5. The third category of courses will offer special techniques to people in various regional occupations and professions and will include only one week or week-end courses. No educational qualifications need be prescribed for admission to these courses. They will be organised in response to specific demands or needs of people engaged in different professions in rural areas.

6. Farmers, Craftsmen and others who join a Community Leadership course at the Rural Institute will, for many years to come ordinarily be admitted irrespective of their academic background. In the Mysore Vidyapeeth entrants are expected to know only reading and writing in the local language. At the Janata College, Turki, a three

months' course has recently been started, to which illiterate farmers have been admitted. The situation in India is, in this respect, different from that obtaining in Denmark where every citizen has had a basic minimum of elementary education before he thinks of joining a Folk High School or People's College.

7. The minimum age for admission into any course of the Institute should be 17 years.

8. To determine standards of eligibility for admission is only the first step. The Director and staff of the Institute will have to devise effective methods for the selection of the right type of candidates out of those eligible for admission. The Rural Institute cannot operate on the rule of thumb method at present employed in most colleges and universities—namely, admissions on the basis of the marks obtained at the last formal examinations. Written examinations only test mental ability of one kind, but the Rural Institute will also wish to know whether this mental ability is accompanied by other capacities. We would, therefore, recommend a constant review by the Director and his staff, of methods of selection in the light of experience gained. In the case of Secondary schools we would recommend the use of such methods as informal visits to schools by the Director to get a first-hand impression of likely candidates, the inviting of candidates to three or four-day camps during which they might participate in the Institute's programme. Their reactions to different situations could be watched by the Faculty. Discussions should take place between the Director and Heads of neighbouring schools about the general quality of pupils.

9. For the one-year and two-year professional courses, the Director may hold selection camps of the kind proposed above; he must insist upon a detailed record of the aptitudes and attainments of candidates. The Institutes may draw up detailed forms to be filled in by the candidates. Persons deputed by other institutions or departments of Government for such short training courses should not be automatically admitted. They must be carefully screened and the record of their previous education and career subjected to close scrutiny.

10. No such camps or close scrutiny may be necessary for those who wish to join the week or week-end courses in techniques and skills but, as stated earlier, the keenness of the candidates for self-improvement and for joining a common endeavour should be a criterion which could be applied through interviews if the number of candidates is too large. In any case it will be necessary for the Institute to draw up a form of admission on which relevant particulars may be entered in detail by every candidate.

11. The Rural Institute will generally draw men and women from the surrounding villages. This means that the selection will be made out of groups and individuals with whom direct contacts have already been made. We would recommend that:—

- (a) The Head of the Rural Institute should obtain from extension workers occasional reports about villagers who show qualities of leadership, interest in special techniques and keenness to learn;

- (b) the Institute should arrange on its campus, Farmers' Melas, discussion groups for professional works, demonstrations by craftsmen, etc., and at these special gatherings opportunity should be given to villagers to give expression to their talents and their views in a free and easy atmosphere.

It will thus be possible to find persons who can benefit from the courses at the Institute without imposing any formal selection test.

12. Standards for women candidates should be just the same as for men for any of the courses. Rural development programmes have often been crippled in India for want of trained personnel among women, and it is most desirable to develop for women a variety of special short courses at the Institute. The Health Workers' Course will be primarily for women. We would recommend that when more Rural Institutes are organised, some should be planned exclusively to meet the special needs of women. In many parts of the country the problem will not be so much that of selecting women candidates out of a large number of applicants as of persuading promising ones to apply. This may be one of the initial responsibilities of the Extension Department of the Institute.

13. In fact we would like the Institutes to avoid all suggestions of cold formality in the matter of selections and of wooden and inflexible standards in the matter of admissions. Admission is not a process of grading standard goods but of finding out potential and promising human material.

B. *Examinations and Assessments.*

14. Examinations, it is said, determine the entire approach to education. Unfortunately they continue to be one of the worst features of Indian education. We do not wish to add to the impressive array of commissions and committees which have in the past remonstrated against the "pernicious domination" which examinations exercise over the whole system of education in this country. We are convinced that if the Rural Institutes are to succeed in their mission every care will have to be taken to see that the students and teachers at these Institutes are not subjected to the tyrannical influence of the *traditional* type of examinations.

15. We feel that a final test at the completion of the three-year diploma course will be advisable and necessary. The Diploma may be awarded by the National Council of Higher Education for Rural Areas and may be called the National Diploma in Rural Services. While making this recommendation we must stress the need for reducing to a minimum the subjective element in these tests and for assigning growing importance to new tests based upon all-round achievement and field work records. We recommend that as a first step in this direction at least equal importance may be given to the cumulative records of practical and social activities and to earlier test results in the final assessment of a student for the diploma course.

16. For certificate courses of one to two years' duration, the emphasis in assessment may decidedly be on the practical side of

the student's work. The award of these certificates may be the responsibility of the State Councils as that would be conducive to maintaining a reasonable measure of uniformity in the standards of Rural Institutes.

17. For shorter courses of less than a year's duration no formal test should be necessary. On the completion of his course the student may be awarded a certificate recording his progress in the course to the satisfaction or otherwise of his tutor and the head of the institution. Some doubts have been expressed about the advisability of allowing such a measure of freedom to individual institutions in the award of certificates of competence. We have given careful consideration to this problem and have come to the conclusion that the innate sense of responsibility of the teachers and the desire on the part of institutions to maintain high standards of reputation and achievement, combined with effective supervision by the National Council of Rural Education and the Government should prove sufficient safeguard against indiscriminate use of this freedom.

18. We realize of course that to introduce the suggested pattern of examinations will not be easy. On the other hand, however, is the fact that it would be fatal to this most potential of all educational experiments in India if the Rural Institutes fall into the easy way of measuring the progress of students, and the success of teachers by the results of a stereotyped examination. Rural Institutes offer an excellent opportunity for revolutionising the examination system in the country. We are confident that the organisational pattern and the courses of study we have suggested will provide ample scope for elasticity and freedom of experimentation in the methods of examination.

C. Summary.

A

1. The three-year diploma course as well as the two and one year certificate courses should be open to candidates who have completed the higher Secondary or Post-Basic course.

2. Candidates who have passed the High School Examination should not be admitted unless they have put in an extra year of practical work.

3. The teaching diploma course should be of two kinds. One for graduates and the other for those who have done the higher Secondary or the Post-Basic course, and for those who have completed the certificate course.

4. No educational qualification need be prescribed for short courses in special techniques.

5. *Lok Vidyapeeths* may admit trainees irrespective of their academic background.

6. The Director and the Faculties should try different methods for the selection of those candidates who are most likely to benefit from the Institute.

7. Women will be encouraged to take advantage of all the facilities offered by the Institute.

8. Standards of admission and of selection should remain flexible.

B

1. A final test on the completion of the three-year Diploma course will be given.

2. The Diploma will be awarded by the National Council of Higher Education for Rural areas and will be called the National Diploma in Rural Services.

3. For Certificate courses of one to two years' duration, the award of certificate will be the responsibility of the State Councils. The emphasis in assessment should be on the practical side of the students' work.

4. No formal tests need be held in the case of shorter courses of less than a year's duration.

5. A definite shift in emphasis away from the stereotyped written examinations and towards depending for assessment on cumulative records of practical and social activities of the students will be essential for the success of the Rural Institutes.

CHAPTER III.

ORGANISATION AND ADMINISTRATION.

A. Introduction.

The plan for the organisation and administration of Higher education for rural areas should be worked out carefully at the same time as the educational features of the programme are developed. There should be guide posts for this new movement in education, and each Rural Institute should have its own clearly defined organization and procedure for operation. These are necessary if the education programme recommended here is to be carried out effectively.

2. This chapter suggests the specific needs in organisation and administration for the broad movement of Higher education for rural areas, and it outlines the plan of organisation and administration for a typical Rural Institute. These suggestions should help to achieve the following conditions which are essential for the operation of an effective programme of Higher education for rural areas in India:—

- (i) A harmonious relationship between the work of the Institute, the overall Higher education movement, and the National Plan for Education.
- (ii) An effective relationship with the community in which each Institute is located, so that the Institute's programme may grow out of and remain constantly responsive to the real needs of rural people.
- (iii) A comprehensive plan of organisation for the Institute to which an inspired and energetic Director can give effective leadership.
- (iv) A substantial opportunity for experiments in education by a competent teaching staff which devotes its major energies to educational work and not to administrative routines.
- (v) A smooth working relation with other institutions and agencies whose programmes are related to the purposes of the Rural Institute, i.e., the Departments of Agriculture, Health, Forestry, Revenue and Irrigation and the National Extension Service.
- (vi) An Institute-wide appreciation of the need for coordination, flexibility, efficiency and for continual evaluation of the programme.

3. The purposes of Higher education in rural areas, described in Chapter I, can be achieved through a comprehensive programme of research-extension programmes. The Rural Institute which develops this type of programme will have some unusual characteristics which

must be taken into account in planning its organisation and administration. The following deserve special mention:

- (i) Variety of course levels, suiting the subject-matter to the student's ability to understand and benefit from the training or service provided.
- (ii) Variety of course lengths, ranging from one-day institutes to three-year college programmes.
- (iii) Variety of teaching methods, including informal teaching devices as well as formal teaching methods.
- (iv) Variety of course content, including general and cultural offerings as well as highly technical presentations.
- (v) Emphasis on field work and research in problems of rural areas.
- (vi) Concern at the predominantly resident institution for favourable relationships between students and faculty as an integral part of the education process.
- (vii) Location in rural areas, with radiating extension centres, where each institution must have a substantial measure of physical self-sufficiency.

B. Government and Higher Education for Rural Areas.

4. Higher education for rural areas is intended to fill a clearly evident void in India's present educational programme. For several reasons, the existing schools and universities, which are largely government supported, have been unable to serve effectively the 85% of India's population living in rural areas.

5. *Freedom to Experiment.*—The field of Higher education for rural areas is now so new and unorganised that the emphasis, at least for several years to come, should be on experimental development. The Committee noted that the institutions managed by private bodies seemed particularly alert to the need to develop programmes suited to the special requirements of their neighbouring communities. These and other observations lead the Committee to suggest that the privately managed Rural Institute is, for the present, best fitted to pioneer in exploring and developing the whole field of Higher education for rural areas. Freedom to explore new fields may not exist to the same degree in an institution largely directed by a government department whose concern may tend to be more with administration and control than with the educational process itself.

6. *Government Assistance in Developing and Maintaining High Standards.*—The development of Higher education for rural areas requires a number of services to which government can give substantial assistance. Conferences and seminars should be encouraged for the exchange of ideas among persons and institutions working in the field of Higher education for rural areas. Coordination should be promoted between Rural Institutes and other agencies working in rural areas. Standards must be set in order to make clear what an appropriate quality of performance should be for a Rural Institute. The Rural Institute should have for its own information an occasional evaluation of its programme by competent authorities. Government and other financial supporters of Higher education for rural areas will

want evaluations and recommendations regarding specific proposals submitted by Rural Institutes. Continuous consideration must be given to past accomplishments in the whole field of Higher education for rural areas, to its current status, and to the directions it should take in the future.

7. These are some of the responsibilities appropriate to government, working cooperatively at the State and Centre levels. While the task of education is essentially a duty of the State, the resources and direct interest of the Centre will be required to remedy the neglect of many decades and to bring Higher education for rural areas up to a proper level.

8. Arrangements should be made at the Central Ministry for a Division of Higher Education for Rural Areas and for an Advisory Council to the Education Ministry at the all-India level. The same type of arrangements for a Section in the Department and for a Council should be provided at the State level.

9. *Organisation at the Centre.*—The National Council of Higher Education for Rural Areas should be an advisory body of 15 members nominated by the Ministry of Education at the Centre. Membership should include representatives of the profession of education and from allied fields, such as, agriculture, health, welfare, industry and finance. There should be representation from the several regions of the country, some official Government representation, and at least one woman. Continuity of advisory service is important, and after the establishment of the Council, not more than three replacements should be made in Council membership annually, thereby giving a five-year term of service for each Council seat.

10. There should be established in the Education Ministry at the Centre a Division of Rural Higher Education. Administrative direction of the Division will rest with a Deputy Educational Adviser. This officer in the Ministry should serve as Secretary of the National Council and should have adequate staff to service the Council and to develop such phases of the Higher education programme for rural areas as are appropriate to the Ministry's jurisdiction.

11. *Organisation at the State Level.*—A special Section should be established in the State Departments of Education. One of the specific duties of this Section should be to promote the development of Rural Institutes in areas where community groups do not undertake the responsibility. The Committee recommends, however, that the State endeavour diligently to stimulate local leadership that will accept the duty of sponsoring Rural Institutes. This participation by the community seems essential to the wholesome development of Rural Institutes which are to serve their communities fully. Only as a last resort, and as a vital necessity in the public interest, should the government itself undertake the operation of a Rural Institute.

12. *The Institute Governing Board.*—Whether a Rural Institute is operated by government or by a non-official body, it should have a Governing Board. This body should appoint the Director, determine major policy, consider and approve the budget submitted by the

Director, consider the financial audit report and the reports of the Director, and take such action in its trusteeship responsibility to the public as will ensure a high measure of service and of integrity in academic and financial matters. The Board should be careful to avoid either taking administrative action itself or interfering with the process of administration, for this is a responsibility of the Director of the Rural Institute.

13. The Governing Board should consist of persons actively identified in various ways with the rural life of the region and others whose services might promote the interests of the Rural Institute.

14. There is much interest and capable help which can and should come from local people. They know the problems, opportunities and resources of their communities and can frequently offer practical suggestions for the Institute's programme. Moreover, such persons provide a connecting link with the people of the community, where much of the work is actually done.

15. The determination of major policy for a Rural Institute requires also the wisdom of persons with other than rural experience. Judgments of business men, social welfare workers, educators, engineers, health experts, and agriculturists will all be helpful. In addition to being a specialist in some single field, each Board member should have wide general knowledge and a real interest in rural problems. The particular needs of women may best be understood and expressed by women. The duty of the Governing Board is to bring together the combined wisdom of its members for the effective determination of the Institute's policy.

16. *Organisation of the Institute.*—The Committee has reviewed the organisation and administration of some existing universities, since Rural Institutes would be expected to have a pattern of organisation similar to that of other higher institutions. Some Indian universities seem to require a considerable amount of time to be spent by their teaching staff on academic and administrative details. For this reason adequate time is not always available to the staff for making considered judgments on matters associated with their teaching, research, and extension duties. Moreover, undue attention by teachers to administrative problems can greatly impair the effectiveness of salaried administrative officers and their assistants who are paid to perform this service.

17. There is a three-fold function proposed for the Rural Institute, namely, teaching, research and extension. These three functions must always be integrated. Many existing colleges and universities have been unable to recognise this need or to weld these services into one effective force. Teaching, research and extension at the Rural Institute must be bound together in a joint enterprise if any one of the three is to be truly successful. Special provision must be made by the Rural Institute for the interaction of these services, particularly in view of the highly complex rural problems to be attacked. The laboratory staff must know the rural problems through direct and continual contact; the field agent, or extension man or woman, must

know the resources of the laboratories and the current trends in research; the teacher must bring understanding to his students of both aspects of the work, the practical and the theoretical.

Logical organisation and a clear administrative plan are essential to the effective service of a Rural Institute.

18. *The Director.*—A Director should be the executive head of the Rural Institute. He should have full authority for the administrative direction of the Institute and should be responsible only to the Governing Board. Among his duties will be the coordination of teaching, research, extension and the auxiliary programme of the Institute. He personally must direct the preparation of budget estimates to be considered by the Governing Board. He must possess high academic qualifications, leadership ability, capacity for organisation, and aptitude for and interest in practical work.

19. The Director should not be over-burdened with the responsibility for personal direction of routine administrative work. A capable Executive Secretary should be employed to relieve the Director in matters not involving major decisions. The Executive Secretary should perform also the functions of academic record keeping and similar tasks usually associated with the position of the Registrar in universities in this country.

20. *Educational Departments.*—The need for integration is mandatory in the organisation for the five major areas of service—hygiene, economics, sociology, culture and teacher training. Education is more than the acquisition of a series of compartmentalised skills and understandings; it is rather the fullest possible all-round development and growth of the individual.

21. Many Rural Institutes will be small in size for the next few years. Care must be exercised to avoid academic separations along traditional lines. At a small Rural Institute it would be quite unsound educationally and financially to establish separate departments within the major areas of instruction until they were large enough to provide the advantages of specialisation.

22. There should be a separate Department for each of the six major fields of instruction, and also for the library. These Departments are: Agriculture, Engineering, Hygiene, Rural Services, Teacher Training and General Studies which includes Sociology, Languages and other General Subjects. Each Department should be directed by a Head, responsible to the Director of the Institute. The Department Head should be a person highly qualified in his professional field, should have administrative ability necessary for planning and directing the programme, and of course, possess a keen interest in rural problems. In addition, he should appreciate the necessity for smooth working relationships between his Department and other divisions of the Rural Institute.

23. The staff of each Department should have the training, experience, and interest to enable them to share in teaching, research and extension. It would be well for each faculty member to have some regular duties in all the three services.

24. Under the leadership of the Department Head, the staff of each Department should continually seek ways to improve its programme. This will come naturally if there is an alert and challenging approach to each problem the Department faces, whether it be in teaching, research, or extension. Experimentation should deal with programme objectives, course content, teaching methods, textbooks, educational materials, and similar matters. Each member of the staff should seek also to cooperate with colleagues in other departments.

25. *Extension Service.*—The Rural Institute should organise its field extension services carefully. Effective extension work can grow only out of an integrated programme of teaching and research. At the same time the extension service must be sure to maintain an energetic, consistent and balanced attack on rural problems.

26. There should be no stigma of inferiority attached to the Rural Institute. Every possible step should be taken by the Rural Institute to provide a programme of high calibre. If the extension service is set up as a separate department in the Institute, there may be a tendency to emphasise the routines of field contacts to the detriment either of research work or of the associated teaching programme. The Committee believes, therefore, that the basic organisation of the Institute should be around a teaching—research—extension unit in each of the six academic departments.

27. A second step basic to the organisation of the Rural Institute is to provide coordination between departments in order to give force to the extension programme. This cannot be done easily through administrative direction since extension work will be performed in six separate departments under the direction of a Head who has responsibilities also for teaching and research.

28. The Head of the Extension Department could stimulate extension services and coordinate this phase of each Department's programme. He should discuss and plan the broad extension programme with Department Heads. He should serve as Secretary of the Extension Services Council, which will consider ways of improving the extension programme. To strengthen the role of the Extension Department Head, some funds should be available through his office for studies not readily initiated or executed by any one department. The Head of the Extension Department will have the same level of authority as an Educational Department Head, being responsible only to the Director of the Rural Institute.

29. *Student Guidance.*—An organised programme is needed to enrich the out-of-class life of students. The Committee noted several problems at some of the institutions visited, which could and should be avoided at the proposed Rural Institutes. Overcrowding in dormitories was prevalent and too often the quarters were not clean or orderly. Meal service was sometimes below appropriate standards for hygiene and æsthetics. Ineffective vocational guidance was reflected in the over production of graduates competing for a limited number of government positions. There seemed to be little relaxation in the highly formalised student-faculty relationships at some institutions.

30. Student guidance is a continuous process, and is best carried out in the natural association of students with their teachers. There is a place, however, for the professionally trained counsellor as a major officer under the Director, who coordinates the informal student welfare services and supplements these with such formal services as vocational counselling, supervision of student organisations, and adviser to the student government organisation.

31. Student council organisations often assume major responsibility for student government and for various student activities. These organisations have not, however, had universal success. Some experiences suggest that an entirely student-operated campus government tends to segregate student life from the institute as a whole in an unnatural way. The result is a focus on problems rather than on opportunities, so that the campus atmosphere tends to become negative rather than positive. There are many interests which staff and students should share together, especially at a resident institution. If encouraged to do so, both will usually respond to the opportunity of working together to improve life in the Institute community. Around this concept, some promising experiments in community government have grown very naturally at several colleges in America. In these bodies, while major representation comes from the student body, sympathetic faculty members also serve. A democratic experience in government is thus provided for the students with staff members in a position to add maturity to the deliberations. This plan seems to offer much promise, especially for resident schools like the Rural Institute.

32. *Financial Management.*—The provision of general services, property care and financial management for a Rural Institute require skilled personnel. In a small institution, the services are often well-handled by the Director. As an institution grows, however, the magnitude and complexity of these services will usually require a special office. During their tour, the Committee noted a group of duties which might well be assigned to a Bursar holding a major administrative post and being responsible to the Director. The potential value of the Bursar's services is great. He should probably be appointed early in the life of the Institute so that he can apply his skills during the critical infancy of the organisation.

33. Institute buildings and campus should create a physical environment which facilitates the formal educational programme. The daily care of these resources, the enhancement of natural campus beauty, and the prevention of deterioration all contribute to a superior environment. Sometimes it is a matter of sanitation or a little paint, occasionally a minor repair to a drain or roof to remedy a dangerous condition, or perhaps an unkept lawn or damaged tree which needs attention.

34. Management of dining halls and other business enterprises requires keen business ability. It is likely that the health of students and the college programme itself would be improved if much more careful and expert attention were given to the food services.

35. Effective financial control is an essential factor in good operation. This is a service best handled on a centralised basis under the direction of a Bursar. He can develop simple techniques which establish needed control with a minimum cost in money or in human energy. His judgments in budget planning, on questions of cost and general usefulness of proposed buildings, on scholarship allowances, and similar matters can help to make decisions practical. Opportunities seem to exist also for improved efficiency in the methods of carrying on the administration and business at the Institute and in the use of supplies and materials in all Departments. The Institute must be sure that it spends all its funds wisely and honestly, whether this money comes from the State or Central Governments or from private individuals and agencies.

36. Several institutions conduct business enterprises that are not directly related to the teaching programme. These enterprises serve various purposes. They often provide income for the institution, help students earn a part of their school expenses, and also help to meet the economic needs of the community. There is much pressure for institutions to take up these productive activities. There may be a tendency to select ventures unwisely and to manage operations carelessly if the responsible staff does not possess business competence. Teachers rarely possess business talents adequate for the management of a major business enterprise. Here the need for a competent Bursar is quite obvious.

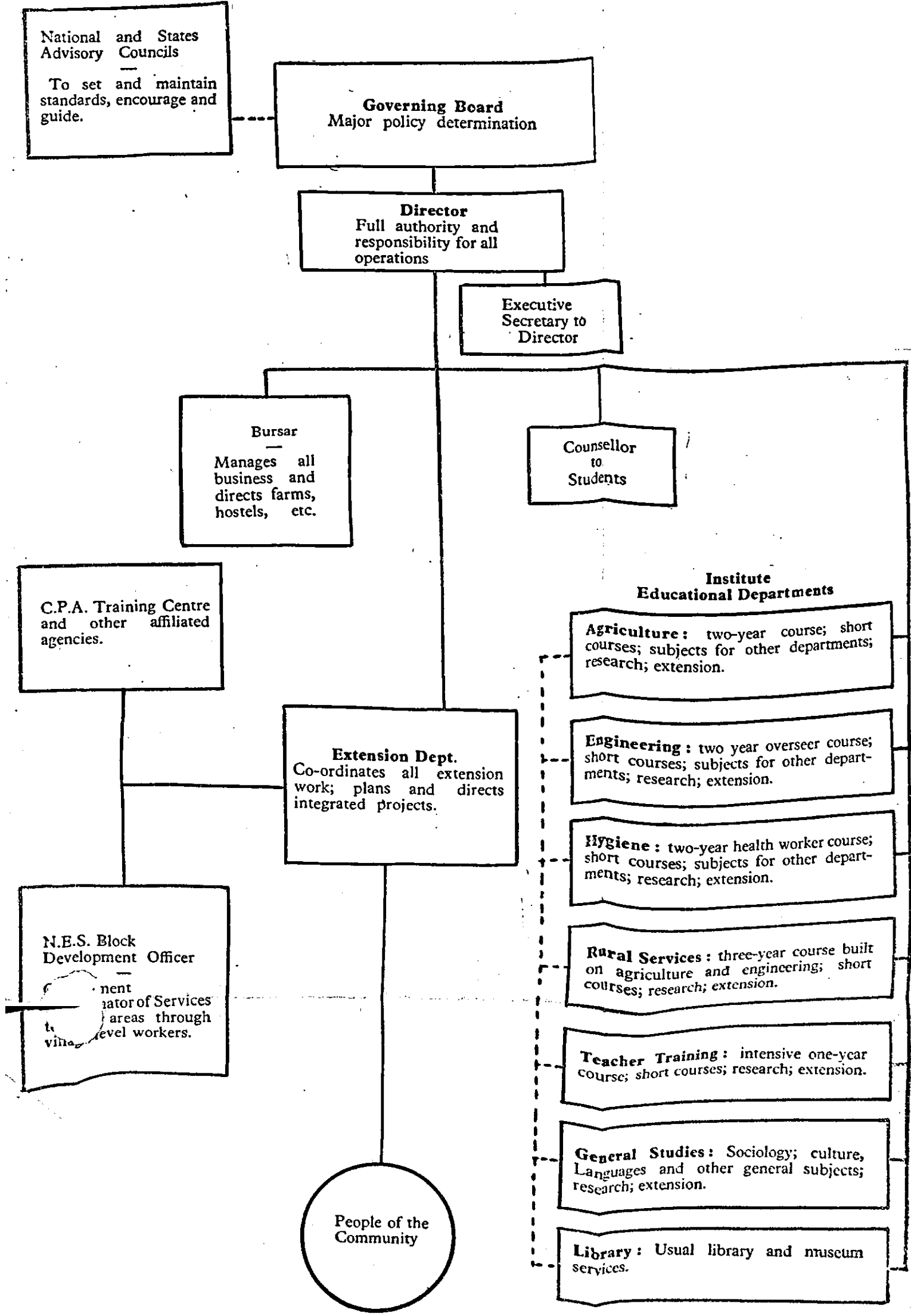
37. *Committees.*—There is an important function to be performed by committees in the administration of the Rural Institute. Primarily, committees should be given advisory responsibility, for in this way they bring the combined wisdom of their membership to the consideration of problems. In addition to temporary committees which undertake special tasks, there should be a few standing committees, each dealing with a broad area of the Institute's operations. The chairman should be chosen for his ability to lead fruitful discussion in orderly, stimulating, and brief committee sessions. The secretary should usually be the administrative officer whose work is most closely related to the responsibilities assigned by the committee.

38. Apart from thoughtful contributions from a varied membership, a well-run committee can serve as a useful coordinating force in the organisation. The use of a wide membership of Institute personnel, often including some students, helps to establish appreciation for the democratic process in the Institute's work.

39. In its internal organisation, the Rural Institute will find the following standing committees helpful:

- (i) An Administrative Council, under the chairmanship of the Director. Comprised of all Institute officers, along with two or three faculty members, this Council's function will be to discuss major Institute policy and to make recommendations to the Director.

SUGGESTED ORGANIZATION CHART FOR A RURAL INSTITUTE



— Lines of authority and responsibility.
- - - Lines of co-ordination.

- (ii) An Academic Council, under the chairmanship of the Director. Membership should be made up of the officers of the academic administration and four or five faculty-elected delegates. The Council's functions will be to establish academic procedures, to guide the student government organisation, to facilitate the coordination of instruction and research, and to advise the Director on major matters of academic policy.
- (iii) An Extension Services Council, under the chairmanship of the Director. Membership should include the administrative head of each educational department, several faculty-elected delegates who are actively engaged in extension work, and a few local villagers who have shown interest in the programme. The purpose of this Council is to consider broad problems of extension service development, to suggest coordinated projects which should be undertaken, and to advise the Director on major policy. The Head of the Extension Services Department should serve as Secretary of the Committee.

D. *External Relationships of Rural Institutes*

40. The establishment of Rural Institutes should not create a second system of education at the higher level separated from existing Universities and agricultural colleges. It is essential, particularly in view of India's limited resources, that every available educational asset be used without unnecessary and costly duplication.

41. *Universities and Rural Problems.*—The Committee has considered the possibility that existing universities might undertake some of the tasks suggested for Higher education in rural areas. At present, however, a major re-direction of phases of existing University programmes to meet rural needs does not seem to be an easy task. Universities have concentrated in the past on services not directly related to rural problems and there do not seem to exist at present sufficient interest and resources to enable them to undertake the tremendous new responsibilities. The Higher education movement for rural areas should concentrate on the development of Rural Institutes which can attack directly and forcefully the problems of rural areas and peoples. Coordination between universities and Rural Institutes will probably come naturally and without undue difficulty when the programmes of these new institutions have been in operation for two or three years.

42. So colossal is the task that wherever possible existing Universities should consider how they can render more direct service to the country through emphasis on problems directly related to the welfare of India's rural population. There are problems of marketing, credit, and family living, for example, which can be studied by and university in its own rural setting and within easy reach of the main campus. The establishment of extension departments in the universities would bring some valuable and much needed services to the rural areas around them and in the process the life and work of

the university would be enriched. Jointly sponsored projects of universities and Rural Institutes would make the resources of the universities available to the new Institutes and at the same time refresh the academic approach of the University. These cooperative ventures should be planned for in a definite way.

43. *State School System.*—The Rural Institute will enroll students chiefly from the rural areas, but not to the exclusion of urban youth. Students who have completed Post-Basic and Secondary High school courses and who have acquired a vocational interest in crafts and in the problems of rural people will probably be attracted to Rural Institutes rather than to existing universities. The programme of the Rural Institute must be equal in quality to that of the university if the Institute is to attract students seeking training pointed to rural problems and suited to the interests and aptitudes of these students.

44. This raises the question of population mobility, which must be considered thoughtfully. Migration from rural to urban areas creates housing, social, and economic problems for the city; and the movement saps from the rural area its own strength and potential for improvement. The results of the village to city migration today seem wholly unfavourable to Indian society in general. Nevertheless, the schooling system, including that of the Rural Institute, must not hinder mobility by limiting the quality and scope of available education. In a democracy, it is a legitimate aspiration of each person to have that educational opportunity which will prepare him according to his ability and interests.

45. A Rural Institute should seek to relate its programme to that of the State schools. This may be done through informal contacts with schools in the surrounding territory, by promoting tours, by scheduling special programmes, and through other activities on the Institute campus for Secondary school pupils. Efforts might be made to advise outstanding students to attend the Rural Institute and to aid them through scholarship awards. High school teachers would find short courses and literature on current educational problems very useful. Informal visits of Institute staff members to High schools would stimulate the professional development of teachers in the State school system. Other expressions of interest by the Institute in the professional welfare of school teachers would help to bring the Rural Institute and the State schools closer together in their outlook. The Rural Institute should also have a good working understanding with the State Government. These contacts will aid the Rural Institute in comprehending the country's total educational needs and in establishing the Institute's own role in the educational system.

46. *Other Agencies.*—Rural Institutes will serve India most effectively if they concentrate upon the perfecting of their educational function. They must avoid the pressures to undertake services now assumed by or appropriate to other agencies. The Rural Institute must grant the good faith and competence of such agencies to perform as effectively as the Institute seeks to do. This should not imply an aloofness on the part of the Rural Institute from other agencies. Instead, there should be a positive effort by the Rural Institute to

work closely with these agencies and to encourage mutual helpfulness. Quite legitimately in some situations, the Institute may see a task it considers compelled to undertake temporarily in the absence of a more appropriate agency.

47. The development of rural areas is often retarded by the absence of centres of enlightenment and inspiration with suitable surroundings for teachers and other community leaders. Extension workers, teachers, medical personnel, and trained community leaders have a legitimate interest in professional contacts and stimulation. These desires are fulfilled, in part, through living and working with people who have similar appreciations for educational and cultural amenities. A Rural Institute can provide this setting.

48. The Rural Institute should seek the establishment on its campus, of agencies engaged in work related to the rural focus. Proximity to a training centre for National Extension Service workers would facilitate occasional lectures to students by experts in community development. At the same time, such an arrangement would give the training centre a more stimulating academic atmosphere. A health unit would provide the resources with which to improve Institute teaching in the biological sciences and help to set high health standards in the Institute community. An agricultural extension service unit could coordinate well with the Institute's teaching and with its research on vital rural problems. The Rural Institute would be interested especially in the conservation work of the Forestry Department and in how best to fit this in with the Institute's teaching and research in pasture control and related subjects. These are examples of affiliations which might be arranged at a Rural Institute to the mutual benefit of the neighbouring agencies and of the Institute.

49. The Rural Institute will have the competence and the prestige to provide informal coordination for the field services of government agencies working near the Institute. This Committee noted that highly desirable interdepartmental coordination rarely reaches below the policy making level in some government-operated programmes. It would probably be a distinct service to the Government if some informal coordination could be provided by the Rural Institutes at the level where the real work of the government departments must take place in the field. There is, however, a caution the Rural Institute should observe. State Administrations are often on the look-out for additional help in the advising upon or carrying out of statistical or administrative services and sometimes offer attractive terms to bodies whose prime job is education. Occasional help of this kind may be rendered, for instance at census time; but the Rural Institute should resist making a habit of providing this kind of assistance.

50. Mere location of these agencies on the Rural Institute campus is not sufficient. Integration and cooperation develop satisfactorily only if there is planning in advance and continual encouragement. Thoroughly considered proposals for cooperative ventures; joint faculty-staff meetings; regularly scheduled seminars, lectures, and

demonstrations; special exhibits; consolidated reports for general distribution; joint research projects; and other devices are needed to assure effective coordination of the bodies affiliated to the Rural Institute.

E. Some Suggestions for Administration

51. The way things are done at the Rural Institute and the attitude of faculty and students towards the programme will have an important bearing on the achievement of the combined teaching-research-extension goal, we have suggested for the Institute.

52. *Coordination.*—The Rural Institute requires an especially large measure of coordination in its work, for it will serve many people in a variety of ways, both on and off the campus. It may seem at times that the interests of individual faculty members are too independent of the Institute's main objectives. There must be some positive coordination if the Institute's full resources are to be employed effectively. A major strength of the Rural Institute arises from the cumulative and interacting force of each part of the programme on the other.

53. Wide understanding about a programme helps in its coordination. The Rural Institute should hold seminars and other professional assemblies which bring colleagues in frequent touch with each other to learn about the whole programme. Students, also, should have their clubs and programmes. These give them an opportunity to know about each other's aspirations and work-study experiences. These informal associations can strengthen the Rural Institute's morale and weld individual programmes into an organic whole. The Rural Institute can thus bring the maximum of impact to bear upon the problems it attacks.

54. One of the most effective integrating devices for a resident institution is the group assembly. The presentations of cultural programmes, informative lectures, and interesting activity reports from each department add much to general appreciation of the Institute's work. Another benefit is derived from these assemblies if people in the community attend frequently.

55. *Flexibility.*—It is difficult to know in advance the many specific demands which will be made on a Rural Institute. The Committee has outlined proposals stating broad service areas and a few specific opportunities which seem clear to us at this time.

56. At some institutions which we visited, the courses of study and the community services failed to take account of the truly felt needs and preferences of the people being served. It is difficult for changes to evolve in a community when that community is not aware of any specific needs. The situation is further complicated by the unfavourable experiences some villagers have had when organisations entered their community with a determination to improve conditions regardless of the existing community culture, need or preference.

57. The Committee sees ample evidence that the new programmes of the National Extension Service will actually reach the people and stimulate them to action on their own behalf. No doubt, demands will soon come from the rural communities for short courses and other services which are new to the Rural Institute. The Institute must meet these village needs promptly and effectively.

58. Flexibility in the work of the Rural Institute means a willingness, an ability, and a readiness to face real problems. Each department should be allowed to exercise considerable initiative in inaugurating new programmes and in assisting other departments. However, this must not lead to irresponsible action. Flexibility must be limited always by requiring each part of the programme to follow the broad aims of the institution. This will give assurance that new experiments are not divorced from the Institute but are linked to it in an effective way.

59. *Efficiency.*—The Rural Institute requires an especially vigilant staff. The resources at the disposal of the Institute are limited and the task to be done is tremendous. All necessities for effective teaching and healthful living should be provided. Tendencies towards expensive arrangements and equipment should be avoided. Every effort must be made by faculty and students jointly to utilise resources in a constructive way and to avoid unnecessary friction and waste in materials or manpower. One of the most valuable resources available to the Institute is the time of faculty and students. This precious asset of time must not be squandered on meaningless activity.

60. *Evaluation.*—The real value of a Rural Institute cannot be assessed immediately. The Institute's worth will be determined by (a) the long-term performance of its graduates; (b) the social improvement of the communities touched directly by the Institute; and (c) the general usefulness of the Institute's research. Evaluation of institutional performance often tends, therefore, to be a rather broad and cumulative judgment of the institution's influence.

61. A Rural Institute cannot rely for an evaluation of its work solely on tests which can be applied only in the distant future. The Institute must develop methods to check itself and its work concurrently and thereby to establish positive assurance that it is working effectively. The following suggestions are pertinent in this connection:

- (i) All persons concerned with the work of the Institute should share in the process of evaluation. The staff, the students, the graduates, the financing agencies, and the public all have a legitimate concern with some phase of the Institute's work and should be heard. Final decision on future policy must be made, of course, by the Institute's administration, under the guidance of its governing board.
- (ii) Reports, conferences, board and committee meetings, and other devices should be used to facilitate systematic evaluation of past accomplishment. These should be simple and easy to operate.

- (iii). Evaluation should emphasise essential programme accomplishments rather than routine testing of employees' honesty and effort. While technical compliance with rules and procedures is important, it cannot take the place of thoughtful review and assessment of the Institute's programme by those closely associated with it.
- (iv) The findings in evaluation should be used as a basis for constructive development of future programme.

F. Summary.

The following recommendations are made by the committee to suggest the organisation and administrative framework of the proposed Rural Institutes and their place in the total educational system of India.

1. In the early stages of development of higher education for rural areas, privately sponsored Rural Institutes should be strongly encouraged. Because of their freedom to experiment, these institutions can well lead the development of Higher education to meet the pressing needs of India's predominantly rural population.
2. At the Centre, government efforts to develop Higher education for rural areas should concentrate on nation-wide coordination, financial support, development and maintenance of standards and encouragement for programmes of demonstrated value. While the major educational task is a State responsibility, the national welfare requires that advice, encouragement, and substantial financial aid be supplied from the Centre.
3. A National Council of Higher Education for Rural Areas should be established as an advisory body to the Central Ministry of Education.
4. At the Central Ministry of Education, a Division of Higher Education for Rural Areas should be established, to encourage the development of Higher education in rural areas.
5. At the State level, there should be established a State Council of Higher Education for Rural Areas in the Department of Education along the same lines as suggested for the Centre. A specific duty of this Section will be to promote actively the establishment of Rural Institutes in appropriate localities when it becomes clear that non-official agencies are not prepared to accept the responsibility of sponsorship.
6. Each Rural Institute should have a governing body to determine major policy, to facilitate the general understanding and support of its programme, and to ensure academic and financial integrity in all phases of the Institute's work.
7. The internal organisation of the Rural Institute should establish authority and responsibility clearly, in order to achieve the Institute's comprehensive goal of teaching, research, and extension.

There should be provision for:

- (a) A Director to be the chief executive officer who will administer the total programme, being responsible only to the Governing Board.
- (b) Separate Departments for the library and for the six major fields of study (Agriculture, Engineering, Hygiene, Rural Services, Teacher Training, and General Studies), each under the direction of a Department Head responsible to the Director of the Institute.
- (c) An Extension Service Department, directed by a Head responsible to the Director, to coordinate the field work of the educational departments and to promote the extension service programme of the Institute.
- (d) A Student Guidance Counsellor, responsible to the Director, to stimulate and coordinate programmes concerned with the out-of-class life of students.
- (e) A Finance Department, headed by a Bursar responsible to the Director, to manage all business affairs.
- (f) Standing Committee to advise the Director on general administration, educational programme, extension service, and other major matters; and temporary committees as required for special studies and to expedite the Institute's work.

8. The Rural Institute should make every effort to build a good working relationship with existing universities, with the State schools, and with administrative and other agencies engaged in work related to that of the Institute.

9. The Rural Institute should seek to build positive attitudes among staff and students towards its programme and its methods of doing things.

- (a) It might stimulate coordination of the varied parts of its programme through frequent associations of staff personnel in professional meetings and utilise group assemblies to build a unifying atmosphere among community and institute people.
- (b) It might encourage flexibility in overall programme and departmental efforts, so long as these do not conflict with the essential goals of the Institute.
- (c) It might encourage simplicity and give particular attention to the efficient use of student and faculty time.
- (d) It might provide for continual and systematic evaluation of its programme through consideration of the opinions of all persons who have an active concern with its work.

CHAPTER IV.

FINANCE.

A. Introduction

The expense for the proposed Rural Institute will increase the cost of education to government and its people. The urgency for providing Higher education in the rural areas is so obvious, however, that plans cannot be delayed because of financial difficulties. Expenditure on education is an investment which pays substantial dividends in the happiness of people and in their capacity to the productive members of society. Every rupee spent is returned many-fold. Some way must therefore be found to establish these new Institutes.

2. India abounds in human and natural resources, but the country has little to spend because these resources have hardly yet been developed. Aside from this lack of income, India has all the pressing demands for expenditure which characterize a new democracy. The development of new productive enterprises such as coal and steel calls for vast sums of money; the extension of electricity and water systems is costly; the demands for better transport and highways are increasingly insistent; extension of Basic education to the masses requires substantial appropriations. All these calls—and many more—make urgent claim for a share of the country's limited income.

3. The type of buildings, the variety of special equipment, and the extent of unusual features in the programme may have important effects on the cost of operating an educational institution. There should be no compromises, of course, where quality of programme is concerned. Salaries must be adequate, and shoddy supplies and materials must be avoided. Nevertheless, simplicity of style and manner must guide all planning. By keeping down operating costs, a larger number of students will be benefitted. The future productivity of rural India will depend in large measure upon the efficiency with which these Institutes are staffed, equipped, and run. Production per man, per *bigha*, and per hour of labour can be so increased as to make a profitable investment out of every rupee spent wisely on the Institute.

4. The Committee has considered the problem of finance for the proposed programme of Higher education for rural areas. The following goals should be sought in developing the Institute's financial plans:

- (i) The cost of education at the Rural Institutes should be kept sufficiently low so that expense is not a barrier to any deserving student.
- (ii) Rural Institutes should be provided with sufficient funds to offer a programme of a kind that will make a significant attack on rural problems.
- (iii) Rural Institutes should be financed by agencies and individuals appropriate to the task. While money, *per se*, is a

basic need of the Rural Institutes; there are some particular sources of funds which should be tapped in the long-term interest of these Institutes.

B. Effort to achieve Self-sufficiency

5. Many persons hold the opinion that Rural Institutes should be substantially self-supporting. The student, by his own efforts, might meet his needs for food, clothing and shelter; and in unusual cases he might also earn a portion of his tuition fees. The Institute, too, might be partially self-supporting by operating a farm or some other business enterprise at a profit.

6. The Committee has observed several attempts to achieve self-sufficiency in one of these ways. Many of the schools we visited require students to help with the housing, feeding and campus jobs. Several institutions require productive work on the farm. Industrial production was organised on a commercial basis at a few of the institutions.

C. Student Work-cum-Training Programmes

7. A programme of student work-cum-training should be an essential feature of the proposed Rural Institutes. Higher education cannot be extended to more youth in India unless students themselves bear some of the financial burden. India does not have the margin of wealth in her national budget to provide free Higher education to the vast number who need this training.

8. There are three values which come out of a well-planned student work programme. The student acquires valuable lessons in individual and social responsibility and in initiative. The student does useful work which has a monetary value that he can exchange for part of the cost of his education. The routine jobs of any institution are often done better and with greater despatch and efficiency by intelligent and energetic youngsters who are enthusiastic than by adult workers from outside who possess only minimum skills and a purely economic interest in their work.

9. The Committee has been impressed by the extensive arrangements made in America for part-time employment of students. There is a wide variety of jobs both on and off the campus. Some of the engineering schools in America offer in cooperation with industry a supervised and paid work experience for the student.

10. The Committee was impressed particularly by some of the work-study plans developed at institutions in America such as Antioch College, Berea College, the Berry Schools and Tuskegee Institute. One of these programmes which might be adapted to India's Rural Institutes extends the student's four-year stay at the institution by one year, thereby allowing him to work full-time with pay for two years during which period he attends evening classes. The holder of one of these work scholarships is assigned a part-time class schedule during his two years of full-time work and he undertakes a full-time study schedule along with a part-time work assignment in

his last three years of study. Thus, in five years the student completes a regular four-year college course. His combined full-time and part-time earnings are usually sufficient to pay all his expenses at the institution except a modest entrance fee and his personal expenses for clothing, toilet articles, and the like. Thus, in exchange for an additional year at the institution he receives an opportunity for a college education which would have been quite impossible if he or his family had been required to pay for it in cash. This plan or some modification thereof to meet the particular time schedule and work requirements of the Rural Institute, should prove fruitful.

11. Even in America, these special working students do not, of course, earn enough to pay the full cost of their education. They pay only the fees and living expenses as assessed by the institution. A substantial portion of the cost of operating these institutions is paid for by gifts and from endowment earnings. Some such basic support will certainly be required for India's Rural Institutes. Much of it will have to come from the Government.

12. The development of a satisfactory work-scholarship programme requires a careful study of all the work which must be done at the Institute. Only then will it be possible to determine which tasks can properly be assigned to students. The Institute should keep in mind the fact that most students are mature, possess good minds, are physically fit, and have an interest in their school. They are quite capable, therefore, of assuming many of the work responsibilities ordinarily given only to full-time outside employees.

13. Students can effectively do the common cleaning tasks, the gardening, and the unskilled maintenance jobs. They can assist in laboratories and libraries, and they can be of great help on research projects. Students can receive visitors and do office work. They can direct games, assist in supervising hostels, prepare and serve food, and do a host of other campus tasks. It is not really surprising that they can do these things. Students at Rural Institutes are on the verge of assuming major responsibilities in the work-a-day world. No Rural Institute should employ an outside worker for any task a student can do efficiently. Outside workers below the level of supervisor should be very rare.

14. Any student labour programme must be carefully planned and supervised. Students should learn as well as earn on these jobs. To do so they need the counsel of a competent supervisor. Moreover, the experiences of other institutions suggest that student employees—just like any others—do not work with maximum effectiveness unless pay, working conditions, and equipment are fairly arranged and unless there is sympathetic but firm supervision.

15. Student workers should not be exploited. Morale is a major factor in any organisation. Fair compensation should be paid for each job. This gives the student a sense of his real work in the situation and it gives the institution a reasonable estimate of the cost of the service rendered. It gives to both an idea of what disciplines and economies are necessary to the efficient operation of a cooperative educational enterprise.

D. Commercial Production

16. The Committee has explored the suggestion that a Rural Institute might undertake directly and in its own interest some commercial production. A few institutions do engage in such operations with some success. One benefit to be derived from commercial production is that the Rural Institute might receive the income therefrom to help finance its own educational programme. Another value may be the establishment of a number of jobs which students might fill and thereby earn money to help them meet their school expenses. The third advantage, and one that has an unusual appeal at this time, is that the Rural Institute assumes responsibility for taking some direct action to improve the economic well-being of the community by promoting a project which will provide employment for some of the rural population. It seems to the Committee that the most compelling reason for an attempt by the Rural Institute to operate productive business arises out of the low economic condition of rural India today. Very little has yet been done in a practical way to break the bonds of this economic depression. This is due, in part, to the magnitude of the task, but even more to the fact that there are now so few attempts at framing a coordinated approach to the rural problem at the local level. The Rural Institute, working through a combined teaching-research-extension service in the rural setting, can take effective steps to establish productive enterprises in its locality.

17. The Rural Institute will have a trained and energetic staff. It should also have the confidence and goodwill of the local community as its effectiveness becomes recognised. It can soon know the sort of productive programme which should be initiated if maximum use is to be made of the labour and materials of the community and if at the same time a demand from the consuming market is to be reasonably served.

18. One principle which should be observed in these developments is that the project should, if at all possible, utilise the kinds of management and student skills which are regularly available at the Institute. Thus, farming, dairying, forestry, horticulture, village craft, and engineering would seem to be the general fields of operation best suited to Rural Institute management. In addition, the project should try to make maximum use of the locally available labour and materials in the productive process. This would mean a minimum requirement for expensive machinery and plant. The resources to be capitalised are the local labour and materials which are often abundantly available.

19. The selection of the project must pay due account to the problem of marketing. We found that one of the chief difficulties at some institutions which try to run business enterprises was their inability to find an outlet for the finished merchandise, even though it might be of acceptable quality. This problem was particularly acute in the case of craft products. Marketing seemed to offer no serious problem where the institution had contracted in advance for the sale of its finished products, such as is the case at one school producing electric motors.

20. One difficulty in the sale of so many institutional products is their mediocre quality. This problem of India's small industry was pointed out by the International Planning Team which reported in 1954 on small industries in India. The suggestion was made that the study of consumer need and preference must be improved substantially before small industries in India can perform their full function in the field of profitable and economic production. The Rural Institute can render some help in this situation. Craft products of unusually fine design, workmanship, and material could no doubt have a good sale in the "quality" market in India or abroad. Craft skills in many rural communities can be improved and the Institute can assist with design and procurement of raw materials. All these can be combined to build a profitable business and raise the standard of at least a segment of India's production. The establishment of standards and the rigid upholding of them can be a significant contribution of the Rural Institute.

21. Decentralisation of industry offers a field to the Rural Institute for study, planning, and promotion. The Committee was told of a few ventures of this type, but the possibilities seem as yet barely tapped. These businesses could take the form of assembling locally the parts supplied from urban factories or the actual production of parts to be assembled at the urban centre. Proposals for the decentralisation of industry must be economically sound. A group of leading business men in urban centres could probably be interested in exploring, with an established Rural Institute, all the possibilities and in working out in practice the details which would make a decentralised industrial venture successful.

22. The Committee has observed large land areas now serving no apparently useful purpose. Lack of irrigation is one reason for the neglect of these land resources. There are vast areas, however, which, from our limited observation, would seem well suited to timber growing. If some of these areas could be saved from erosion and turned over to Rural Institutes with the necessary funds for labour and seedlings for reforestation, a great economic service and an inspiring demonstration could be provided by the Institute. With proper management these future forest preserves could produce annual income through planned cutting which would provide an endowment for the expanding Rural Institute in years to come.

23. Productive activities would seem, then, to offer a real opportunity to the Rural Institute. There are four cautions, however, which should be observed.

- (i) The welfare of the student worker when he is employed on these projects must be guarded. The work environment should be safe and pleasant, the pay should be adequate, and the work schedule should not interfere with studies and other activities essential for youth. Supervisors and foremen responsible for student work should be specially equipped so that they preserve good human relations, yet see that a strictly competent job is done.

- (ii) The Institute should realise that its essential function is education. It should not undertake or continue production projects unless there is clear evidence that the results—both economic and social—can justify the time and energy spent on them.
- (iii) Business ventures require skilled management. The faculty should not be expected to operate these projects on a casual basis, nor should good teachers, researchers and extension workers be diverted from their major interests and professions to become mediocre factory managers. Competent business personnel should be employed to operate these projects.
- (iv) Production and instruction should not be combined in one operation. If this caution is not observed, both functions will suffer and the true costs of each will not be known. This is unsound business policy and may lead to the diversion of funds from instruction to production and *vice versa*.

E. Sources and Uses of Revenue.

24. The proper financing of Higher education for rural areas should grow out of a careful examination of the available sources of money. It is important to secure as much support as possible, because the job to be done is enormous. Nevertheless the sources of funds should be appropriate to the particular costs to be met. Enthusiasm for the Institute programme will grow in proportion to the interest aroused in the public mind. People will give to causes in which they have confidence and governments will support those projects which provide real service.

Central Government

25. The Centre will have to find substantial financial aid for these new institutions. The problem is a national responsibility because the deficiencies have grown out of adverse country-wide influences operating over a period of centuries. Moreover, the job is so vast that it can today be undertaken only with the support of the Centre.

26. The Centre can contribute in the following ways:

- (i) The full expense involved in setting up an advisory National Council of Higher Education for Rural Areas and a Division of Higher Education for Rural Areas in the Central Ministry of Education.
- (ii) Two-thirds of the capital cost of building and equipping Rural Institutes. At least one Rural Institute should be established in each State as soon as there is a competent staff available to run it. The ultimate aim must be at least one Rural Institute in every division.
- (iii) One-third of the annual recurring costs of operating the Rural Institute.
- (iv) Scholarships for students living far away from the first few Rural Institutes.
- (v) Grants for special study in India or abroad for persons expected to develop leadership in the fields of teaching, research, or extension at Rural Institutes.

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26. The Centre can contribute in the following ways:

- (i) The full expense involved in setting up an advisory National Council of Higher Education for Rural Areas and a Division of Higher Education for Rural Areas in the Central Ministry of Education.
- (ii) Two-thirds of the capital cost of building and equipping Rural Institutes. At least one Rural Institute should be established in each State as soon as there is a competent staff available to run it. The ultimate aim must be at least one Rural Institute in every division.
- (iii) One-third of the annual recurring costs of operating the Rural Institute.
- (iv) Scholarships for students living far away from the first few Rural Institutes.
- (v) Grants for special study in India or abroad for persons expected to develop leadership in the fields of teaching, research, or extension at Rural Institutes.

27. It is impossible to determine the precise amounts of money that should be allocated for each of these purposes. The overall need will be considerable at the outset. Achievement of the total programme will depend upon the available supply of trained teachers and of interested students, and not only upon the appropriation of money. Reference to the suggested budget and to the summary tabulation of some programme costs, appearing on pages 59-60 will give an idea of the costs involved.

State Government.

28. Education in India is a responsibility of the State. The limited resources of the States have led, however, to substantial reliance upon appropriations from the Centre. The plan of financing the new Rural Institutes should provide that the State pay the costs which are peculiarly its own. The State and the Centre will need to collaborate closely if the speed and efficiency of development are to be adequate to the urgency of the problem.

29. The State can contribute in the following ways:

- (i) The full expense involved in setting up in the State Department of Education an Advisory Committee and a Section of Higher Education for Rural Areas.
- (ii) One-third of the capital cost of building and equipping Rural Institutes. This grant might be reduced by whatever money is raised from non-official local sources.
- (iii) Two-thirds of the annual recurring costs of operating the Rural Institute. The State has the major obligation for the continuing operation of this educational programme. For a while, it may be necessary to alter this desirable arrangement to take into account the financial ability of States to bear this burden. We recommend, therefore, that as a temporary expedient one-third of the recurring expenses of the Rural Institute be paid by the Community Project Administration, for whom the Rural Institutes will be rendering a special service.
- (iv) Scholarships for students of proven financial need and capacity to benefit from training at the Rural Institute. These awards should rarely cover the full expenses for the student, because he should make at least some contribution through his own labour.

30. As in the case of the Centre, it is impossible to give precise figures for these costs to the State. Much will depend upon the size of a State's population and upon the particular needs of its rural people. Additional factors to be considered will be the general state of education, including facilities at the Secondary level, availability of teachers, and the supply of keen and qualified students. A suggested budget appears on pages 59-60.

Philanthropy and Local Support

31. The Committee has observed that considerable private funds are already being contributed to experiments in rural reconstruction. Many institutions we visited had received some help from the local

community or from a public-spirited sponsor. This aid varied from the gift of a small plot of land to the erection of large buildings and to the underwriting of operating deficits. We are told also of ways in which rural communities have themselves raised money or contributed labour and materials for new Basic schools. The Committee is convinced that a variety of untapped money and supplies exists which could be secured to support Rural Institutes.

32. As the Rural Institutes develop and the number of their alumni grows, it should be possible to secure increasing financial assistance from graduates. Their gifts will be evidence of their own confidence in the work of the institution where they were themselves students. As graduates, they are in a position to judge the worth of the training they received in terms of its economic and other values. When alumni offer help in this way, even though the gifts be small, larger donors may be encouraged to give on the basis of the alumni endorsement.

33. Charitable trusts may be encouraged to extend their interest and support to this urgent cause of Higher education for rural areas. Philanthropy can contribute in the following ways:

- (i) Local communities might give land, materials, and labour toward capital costs; and modest cash contributions and supplies toward recurring expenses.
- (ii) Alumni might give for special projects and to assist with recurring expenses.
- (iii) Trusts and Foundations might support special projects at Rural Institutes.

Student Fees

34. Charges to students for tuition and living expenses must be kept low, in order that there will be no economic barrier to attending courses at the Rural Institute. The aim should be to have students bear the total cost of their living expenses and up to one-fourth of their educational cost. Thus, the student provides his own maintenance which can be considered a personal or family responsibility and he can make a modest cash investment in his own future by paying some tuition fee. Various kinds of financial aid should be available for needy students who may be capable of benefiting from training at the Rural Institute. Such aid may take the form of scholarship and student aid awards, of temporary loans repayable after completing the course, and of work assignments at the Institute.

F. Suggested Budgets

35. The budget for the Rural Institute must be adequate. Number of posts and rates of pay must be considered in terms of the specific services to be performed. Comparisons should not be made with rates of pay and with assignments of duties at existing institutions without taking into account the quality of services rendered there. Low salary costs do not always indicate that the work is being done efficiently. A higher pay scale might permit the employment of

competent personnel who will render more service per rupee spent than is the case under some existing pay scales. The Committee has planned this budget accordingly.

36. The expenditure for recurring costs and for capital outlay, which appear on the following pages, are minimum amounts which should be provided for the programme of the Rural Institute during its first years of development. The recurring budget is based upon an anticipated enrolment of 355 students. It should be noted that about one-fourth of the work of the Institute will be devoted to research and extension services which will improve the economy of the surrounding region as well as enrich the teaching and research programmes of the Institute. In addition, the Institute will have many short-term courses in session during the year which will be equivalent to regular instruction for about 50 full-time students. Thus, the average number of students served on a full-time basis will be approximately 400. The average cost per student is, thus, about Rs. 1,375 per year.

37. When the Institute expands to the desirable enrolment of 750 or more students, increases will be required in the budget at approximately the same rate per student as here suggested for the early stages of development. While there will be no need to increase the number of posts and the amount of expenses for some general services at the same rate as the student body expands in size, there will be some added cost for salary increases for personnel who have continued in the service of the Institute. It is desirable, therefore, that the minimum recurring budget should be figured at the rate of approximately Rs. 1,375 per student.

38. The budget for productive farms, the dining hall, and the hostels has not been included in this presentation. The cost of the initial capital investment has been included in the comprehensive statement of capital funds required by the Rural Institute. Those activities should be financially self-supporting, so far as current income and expense are concerned. Except for a few supervisory positions, all work in these units will be done by students.

39. As shown in the recurring budget, there are 36 full-time student positions. In addition, it should be possible to assign students on a full-time basis to approximately 50 jobs in the dining halls, the hostels, and on the productive farm. This makes a total of 86 full-time jobs, some of which may be divided into part-time assignments for convenience in providing part-time work for students who are pursuing a full-time study programme. These 86 full-time student positions should provide income to students of Rs. 77,400. When this is supplemented by the amount of scholarship proposed, the total available for student aid is Rs. 1,55,400 per year. This will be applied against total charge of Rs. 2,27,000 covering tuition and living expenses. It may be possible to arrange off-campus employment in summer to assist students in earning additional sums to adjust against the cost of their fees at the Institute.

RURAL INSTITUTE

SUGGESTED RECURRING BUDGET FOR EDUCATIONAL PROGRAMME

Expenditure—

General Administration :	No.	Salary per year Rs.	Total cost Rs.	Rs.
Director (Rs. 850-1,250)	.. 1	10,200	10,200	
Business Manager (Rs. 600-900)	.. 1	7,200	7,200	
Exec. Sec. to Director (Rs. 250-500)	1	3,000	3,000	
Supdt. Student Work (Rs. 250-500)	1	3,000	3,000	
Senior Clerk (Rs. 150-250)	.. 3	1,800	5,400	
*Junior Clerk (Rs. 75-100)	.. 5	900	4,500	
*Bearers, etc. (Rs. 75-100)	.. 5	900	4,500	37,800
Instruction, Research, Extension :				
Head Exten. Deptt. (Rs. 600-900)	.. 1	7,200	7,200	
Head Educ. Depts (Rs. 600-900)	6	7,200	43,200	
Counsellor to Students (Rs. 250-500)	1	3,000	3,000	
Librarian (Rs. 250-500)	.. 1	3,000	3,000	
Senior Instructor (Rs. 300-600)	.. 27	3,600	97,200	
Junior Instructor (Rs. 250-500)	.. 9	3,000	27,000	
Research Asstt. (Rs. 250-500)	.. 4	3,000	12,000	
Extension Asstt. (Rs. 250-500)	.. 2	3,000	6,000	
Senior Clerk (Rs. 150-250)	.. 3	1,800	5,400	
*Junior Clerk (Rs. 75-100)	.. 5	900	4,500	
*Bearers, etc. (Rs. 75-100)	.. 8	900	7,200	2,15,700
Other Services :				
Supdt., Bldgs. & Campus (Rs. 300-600)	1	3,600	3,600	
Maintenance Repairmen (Rs. 150-250)	2	1,800	3,600	
*Repair Asstts., etc. (Rs. 75-100)	.. 8	900	7,200	
*Bearers, etc. (Rs. 75-100)	.. 5	900	4,500	18,900
TOTAL				2,72,400
Supplies, Expenses, and New Equipment:				
General administration	..		10,000	
Teaching and research—6 depts @ Rs. 15,000 each.	..		90,000	
Extension services	..		20,000	
Library	..		10,000	
Miscellaneous services, repairs, etc.	..		40,000	1,70,000
Scholarships and Student Aid Awards :				
25 full scholarships—Rs. 650 each			16,250	
50 part scholarships—Rs. 450 each			22,500	
125 part scholarships—Rs. 200 each			25,000	63,750
Reserve for Contingencies and Special Development.				43,850
Total Annual Recurring Expenditure Budget.				5,50,000

*Positions to be filled by students.

Note: Members of the staff will receive rent-free living quarters in addition to the cash salaries shown above.

RURAL INSTITUTE
SUGGESTED BUDGET FOR INITIAL CAPITAL INVESTMENT

<i>Land—</i>	Rs.	Rs.
Campus and experimental farms—100 acres Productive farms—300 acres Landscaping campus, irrigating, and improving farm land	}	4,00,000
 <i>Buildings—</i>		
General Classroom Building—including museum library, and teachers offices—30,000 s. f.	3,00,000	
Agricultural Laboratories and Shops—10,000 s. f.	1,00,000	
Engineering Laboratories and Shops—10,000 s. f.	1,00,000	
Health and Hygiene Building—including classrooms, laboratories, clinics, and infirmary—5,000 s. f.	50,000	
Extension Services Building—including offices for field staffs of affiliated agencies, meeting rooms, and housing for 100 short-course students—15,000 s. f.	1,50,000	
Auditorium for 1,000 persons—including student social centre and special facilities for 150 full-time students who come from the community to attend the institute—20,000 s. f.	2,00,000	
Administration Building—including general offices and services—10,000 s. f.	1,00,000	
Maintenance shops, agricultural implement houses, garages, storage sheds, etc.	50,000	
Gymnasium for physical training, folk dancing, etc. 20,000 s. f.	2,00,000	
Dining Hall to serve 600 persons at one time—25,000 s. f.	2,50,000	
Hostels—600 resident students—1,00,000 s. f.	10,00,000	
Faculty Housing—25 Senior faculty members—65,000 s. f.		
25 Junior faculty members—30,000 s. f.		
25 Bachelor faculty members—12,500 s. f.	10,75,000	35,75,000
 <i>Improvements Other than Buildings.—</i>		
Water, sewage, and electric systems; and roads, footpaths, etc.	3,50,000	
 <i>Equipment.—</i>		
Administration	20,000	
Teaching, Research, and Extension Services	12,00,000	
Library	1,00,000	
Hostels and Dining Halls	2,00,000	
Farm	50,000	
General Services	50,000	16,20,000
 <i>Reserve for Contingencies—</i>		
		5,55,000
Total for Initial Capital Investment		65,00,000

The estimates of cost here suggested are somewhat lower than costs for work done under contract and higher than costs if the construction work is done by the Institute under its own supervision. We believe, however, that the overall estimate is a reasonable approximation of what will be required for the adequate development of the physical facilities for a Rural Institute since it should be possible to construct several buildings under the Institute's own supervision and without the necessity to employ outside contractors.

G. Summary

The Committee makes the following recommendations to guide the development of the financial programme for the new Rural Institutes and the broad movement in Higher education for rural areas.

(i) Simplicity of style and manner should guide all planning at the Rural Institute in order that operating costs may be kept low; but high quality should always be maintained.

(ii) Students at the Rural Institute should work to help pay the cost of their education. The work programme of the Institute should include as many jobs as possible, it should be carefully planned and supervised and it should observe good employer-employee relations. Student work experiences should be integrated into the student's total educational programme.

(iii) The Rural Institute should undertake productive activities to improve the economy of the community and to provide some income for the Institute. The projects should use indigenous skills and suitable materials, apply management talents normally available at the Institute, and employ business specialists competent to apply sound business principles to all operations.

(iv) The Rural Institute should seek revenue from several sources:

(a) The Centre should pay the full cost of a National Advisory Committee and a special Division in the Ministry, the major cost of capital development, and about one-fourth of operating costs.

(b) The State should pay the full cost of a State Advisory Committee and a special Section in the Department, share in the cost of capital development, and pay two-thirds of operating costs. As a temporary expedient, it may be necessary to alter this desirable arrangement and seek as much as one-third of the recurring costs from the Community Projects Administration. Student fees and gifts received by the Institute should be used to reduce further the amount of the State's appropriation for recurring expenses.

(c) Students should pay the full cost of their living expenses and up to one-fourth of their educational costs, much of which can be covered by student labour.

(d) Local people should pay at least a small portion of the cost of capital development and they should have an opportunity to share with alumni in financing the recurring expenses of the Rural Institute.

(e) Philanthropy on a large scale.

(v) The recurring budget of Rs.5,50,000 and capital investment of Rs. 65,00,000 are conservative estimates of costs which should be provided for each Rural Institute.

CHAPTER V. IMPLEMENTATION.

We recommend that the Government select for immediate development into Rural Institutes five or six existing institutions which are already doing pioneering work in this field. In making this selection the Government will ensure that the institutions possess sufficient vitality to develop into Rural Institutes as we have defined them. The Head of the Institute must be known to have understanding and sympathy for rural problems and the devotion and ability needed to develop the Institute on scientific lines.

2. If the Heads of these Institutions are willing to accept help and suggestion from the Government, they should be invited to draw up plans immediately for submission to the Government. Once agreement is reached funds should be made available by the Government.

3. We recommend the immediate establishment of a National Council and of State Councils of Higher Education for Rural Areas to guide and maintain the standards of these Institutes and to explore the possibility of setting up new Institutes, or of developing other existing ones.

4. We also urge the establishment of a new Division in the Central Ministry of Education to take immediate steps to promote the development of Rural Institutes.

5. Each State will need to set up a section in its Department of Education to deal with these matters at the State level.

6. As soon as possible, the National Council of Higher Education for Rural Areas should set up an expert committee to draw up suggestions for courses, suggestions for suitable buildings, sample budgets for the proposed Institutes and appropriate qualifications for personnel.

SUMMARY OF MAIN RECOMMENDATIONS.

I. *Aims and Objectives*

The aims and objectives of Higher education in rural areas are not fundamentally different from those of Higher education in urban areas.

2. Rural Institutes will help in breaking down economic and geographic barriers between the rural and the urban population. They will also help in bridging the gulf which exists in our country between culture and work; between the humanities and technology and between the practical and the ideal.

3. Rural Institutes which aim at serving the entire community will have a variety of functions:

- (i) They will admit students who after completing their Post-Basic or Higher Secondary education wish to proceed for higher studies.
- (ii) They will make provision for certificate courses in subjects such as Rural Hygiene, Agriculture and Rural Engineering, and also for shorter courses to meet the requirements of those persons—men or women—who wish to increase their knowledge and skill without having to go through a regular course.
- (iii) By providing a comprehensive teaching-cum-research-cum-extension programme, Rural Institutes will strive to meet the educational needs of everyone in the area they set out to serve.

4. The Rural Institute will in short need to function as a cultural and training centre and as a centre for development planning for the entire community.

5. Students at the Rural Institutes should devote sufficient time to studies of the fundamentals of science and technology.

6. The requirements for recruitment to Government services will need adjustment to afford the products of Rural Institutes their rightful place in the administrative services.

7. In recommending the establishment of Rural Institutes, it is not intended to create a permanent or ultimate separation of rural and urban institutions. The programme of national education must develop as an organic whole.

II. *The Rural Institute*

PART I.

The five main aspects of any region in India today are:

- (i) The Economic aspect;
- (ii) The Health and Hygiene aspect;
- (iii) The Educational aspect;
- (iv) The Sociological aspect; and
- (v) The Cultural aspect.

Each of these aspects will be reflected in the courses and research at the Institute and in extension work in the field.

2. The site of the Rural Institute should be carefully chosen keeping in view not only practical considerations but also the natural beauty of the surroundings.

3. The Institute will be residential for students of both sexes and for staff, with adequate amenities for living rooms, class rooms, workshops, farm, etc.

4. Close, and constant contact between the Rural Institute and other agencies working in the field of rural reconstruction such as the Community Projects Administration and National Extension Service, is highly desirable and likely to be of no little mutual benefit.

5. Rural Institutes will take every aspect of the regional or village problem as their field of research, and with a view to action.

6. Some fields of research in the various aspects of rural life are suggested.

7. The following courses should be provided at the Rural Institute with minor adjustments in their duration and content to suit different regions:

- (i) A three-year Diploma Course in Rural Services;
- (ii) A one-year course for a Teaching Diploma;
- (iii) A one-year course for a Teaching Certificate;
- (iv) A two-year Certificate Course for Rural Health Workers (women);
- (v) A two-year Certificate Course for Overseers; and
- (vi) A two-year Certificate Course in Agricultural Science.

8. All students will undertake some "useful work" on the campus. Paid jobs will also be available for needy students and will where possible be related to the nature of their courses of study.

9. The language requirements will be the regional language, Hindi and English.

10. Students at the Rural Institute will be given facilities and scope to develop their own activities and societies in their own leisure time.

11. The extension service of the Rural Institute represents the chief means of contact between the Institute and the people of its region whether for promoting Higher education or for enlivening the process of research.

12. As part of the extension programme, we recommend short courses of study at the Vidyapeeths that would combine cultural orientation with the learning of new agricultural and craft techniques. Such courses would improve the cultural and economic level of the region.

13. The short residential courses here proposed will make the Institute a home for a much wider public than just their own regular student body.

14. We visualise the eventual establishment of a *Lok Vidyapeeth* in every district of India.

15. The ultimate end of such community programmes must be a vital cultural growth which releases new energies, reveals suppressed emotions and finds new forms of expression through the Arts and develops new qualities of trust in human relations.

PART II.

16. The three-year diploma course as well as the two and one-year certificate courses should be open to candidates who have completed the higher Secondary or Post-Basic course.

17. Candidates who have passed the High School Examination should not be admitted unless they have put in an extra year of practical work.

18. The teaching diploma course should be of two kinds. One for graduates and the other for those who have done higher Secondary or the Post-Basic course, and also for those who have completed the one or two years' certificate course.

19. No educational qualification need be prescribed for short courses in special techniques.

20. *Lok Vidya-peeths* may admit trainees irrespective of their academic background.

21. The Director and the Faculties should try different methods for the selection of those candidates who are most likely to benefit from the Institute.

22. Women will be encouraged to take advantage of all the facilities offered by the Institute.

23. Standards of admission and of selection should remain flexible.

24. A final test on completion of the three-year Diploma course will be given.

25. The Diploma will be awarded by the National Council of Higher Education for Rural Areas and will be called the National Diploma in Rural Services.

26. For Certificate courses of one to two years' duration, the award of certificate will be the responsibility of the State Councils. The emphasis in assessment should be on the practical side of the students' work.

27. No formal tests need be held in the case of shorter courses of less than a year's duration.

28. A definite shift in emphasis away from the stereotyped written examinations and towards depending for assessment on cumulative records of practical and social activities of the student will be essential for the success of the Rural Institutes.

III. Organisation and Administration

1. In the early stages of development of Higher education for rural areas, privately sponsored Rural Institutes should be particularly encouraged.

2. At the Centre, government efforts to develop Higher education for rural areas should concentrate on nationwide coordination, financial support, development and maintenance of standards and encouragement for programmes of demonstrated value.

3. A National Council of Higher Education for Rural Areas should be established as an advisory body to the Central Ministry of Education.

4. At the Central Ministry of Education, a Division of Higher Education for Rural Areas should be established, to encourage the development of Higher education in rural areas.

5. At the State level, there should be established a State Council of Higher Education for Rural Areas in the Department of Education along the same lines as suggested for the Centre.

6. Each Rural Institute should have a governing body to determine major policy to facilitate the general understanding and support of its programme, and to ensure academic and financial integrity in all phases of the Institute's work.

7. The internal organisation of the Rural Institute should establish authority and responsibility clearly, in order to achieve the Institute's comprehensive goal of teaching, research, and extension.

There should be provision for:

- (a) A Director to be the chief executive officer who will administer the total programme, being responsible only to the Governing Board.
- (b) Separate Departments for the library and for the six major fields of study (Agriculture, Engineering, Hygiene, Rural Services, Teacher Training, and General Studies), each under the direction of a Department Head responsible to the Director of the Institute.
- (c) An Extension Service Department, directed by a Head responsible to the Director, to coordinate the field work of the educational departments and to promote the total extension service programme of the Institute.
- (d) A Student Guidance Counsellor, responsible to the Director, to stimulate and coordinate programme concerned with out-of-class life of students.
- (e) A Finance Department, headed by a Bursar responsible to the Director, to manage all business affairs.
- (f) Standing Committees to advise the Director on general administration, educational programme, extension service, and other major matters; and temporary committees as required for special studies and to expedite the Institute's work.

8. The Rural Institute should make every effort to build a good working relationship with existing universities, with the State schools, and with administrative and other agencies engaged in work related to that of the Institute.

IV. Finance

1. Simplicity of style and manner should guide all planning at the Rural Institute in order that operating costs may be kept low; but high quality should always be maintained.

2. Students at the Rural Institute should work to help pay the cost of their education. Student work experiences should be integrated into the student's total educational programme.

3. The Rural Institute should undertake productive activities to improve the economy of the community and to provide some income for the Institute.

4. The possible sources of revenue for a Rural Institute include the Central and the State Government, the students, the local people, the alumni of the Institute and philanthropy.

5. The recurring budget of Rs. 5,50,000 and capital investment of Rs. 65,00,000 are conservative estimates of costs which should be provided for each Rural Institute.

V. Implementation

1. We recommend that the Government select for immediate development into Rural Institutes five or six existing institutions which are already doing pioneering work in this field.

2. If the Heads of these Institutions are willing to accept help and suggestion from the Government, they should be invited to draw up plans immediately for submission to the Government. Once agreement is reached funds should be made available by the Government.

3. We recommend the immediate establishment of a National and of State Councils of Higher Education for Rural Areas to guide and maintain the standards of these Institutes and to explore the possibility of setting up new Institutes, or of developing other existing ones.

4. We also urge the establishment of a new Division in the Central Ministry of Education to take immediate steps to promote the development of Rural Institutes.

5. Each State will need to set up a section in its Department of Education to deal with these matters at the State level.

6. As soon as possible, the National Council of Higher Education for Rural Areas should set up an expert committee to draw up suggestions for courses, suggestions for suitable buildings, sample budgets for the proposed Institutes and appropriate qualifications for personnel.

APPENDIX I.

MEMBERSHIP OF THE COMMITTEE.

K. L. SHRIMALI,
Vidya Bhavan,
UDAIPUR.

(Convenor).

M.A. Phil. (BHU), M.A. Experimental Psychology (Cal.), Ph.D. (Columbia). Born, Udaipur Dec. 30, 1909. Educated at Banaras Hindu University, Calcutta University and Columbia University, New York; Headmaster, Vidya Bhavan, Udaipur, 1931—42; Principal, Vidya Bhavan Teachers' College, Udaipur, since 1942; Dean, Faculty of Education, University of Rajputana (1951—54). Member, Government of India Secondary Education Commission (1952-53); Parliamentary Secretary, Union Ministry of Education (since 1953).

L. K. ELMHIRST,
Dartington Hall,
TOTNES,
DEVON (U.K.).

M.A. (Cantab); B.Sc. (Cornell University); Hon. D. Pol. Sc. (Freiburg University); Chairman of Dartington Hall Trust; Director, Institute of Rural Reconstruction, Visva Bharati, India (1921—24); Purchase Dartington Hall for the founding of experiment in Rural Industry, Research and Education, 1925; Joined British-American Agricultural Mission to Middle East (1942); President, International Conference of Agricultural Economists (1933—55); Chairman, Political and Economic Planning (P.E.P.). (1939—53); Agricultural Adviser to Government of Bengal (1944-45).

L. H. FOSTER,
President,
Tuskegee Institute,
Tuskegee,
ALABAMA (U.S.A.).

B.S., Virginia State College (1932); B.S., Hampton Institute, (1934); M.B.A., Harvard University (1936); Ph.D., University of Chicago (1951); Budget Officer, Howard University (1936—40); Business Manager, Tuskegee Institute (1941—53); Member, Editorial Board of College and University Business Magazine; Member, Board of Directors, United Negro College Fund; Member, Board of Trustees, George Washington Carver Foundation, Inc.; Member, Phi Delta Kappa (honorary education fraternity).

J. C. MATHUR, I.C.S.,
 Education Secretary,
 Government of Bihar,
 PATNA.

M.A., Secretary, Education Department, Government of Bihar, Patna, since April 1949; Founded the Vaisali Sangh in 1945 (an institution of reconstruction and cultural regeneration of Vaisali area). Closely connected with the Basic education programme of the Bihar Government and with the project for the development of rural education institutions in Turki; Served as member of (a) Rural Education Committee appointed by the Central Advisory Board of Education; (b) Kher Committee for enquiring into the relations between Local Bodies and the educational administrative authorities; (c) Committee for the implementation of the Secondary Education Commission's Report.

APPENDIX II.

LIST OF INSTITUTIONS VISITED BY THE RURAL HIGHER EDUCATION COMMITTEE.

BIHAR.

Nalanda Pali Institute, Nalanda.
 Sarvodaya Mahavidyalaya, Turki, Muzaffarpur.

BOMBAY.

Vallabh Vidyanagar, Anand.
 Agricultural College, Poona.
 Seva Sadan Society, Poona.
 Mouni Vidyapeeth, Gargoti, District Kolhapur.

DELHI.

Jamia Millia.
 Janata College, Alipur.

EAST PUNJAB.

Community Projects Training Centre, Nilokheri.

HYDERABAD.

Agricultural College, Hyderabad.
 Community Projects Training Centre, Himayatsagar.

MADHYA PRADESH.

Hindustani Talimi Sangh, Sewagram, Wardha.
 Shri Shivaji Education Society Institutions, Amravati.

MADRAS.

The Besant Cultural Centre, Adyar.
 Government Agricultural College, Coimbatore.
 Sri Ramakrishna Mission Vidyalaya, Coimbatore.
 College of Technology, Peelamedum, Coimbatore.
 Gandhi Gram, Madurai.

MYSORE.

Government College of Agriculture, Bangalore.
 State Adult Education Council Vidyapeeth, Nanjungad.
 Ramakrishna Mission School, Mysore.
 Occupational Institute, Bangalore.

ORISSA.

Post-Basic School and Basic Training College, Angul.

RAJASTHAN.

Banasthali Vidyapeeth, Jaipur.
 Gandhi Vidya Mandir, Sardar Shahr.
 Vidya Bhawan Society Institutions, Udaipur.
 Rajasthan Vishva Vidyapeeth, Udaipur.

SAURASHTRA.

Lak Baharati (Gram Vidyapeeth), Sanosara.

TRAVANCORE-COCHIN.

Community Project Development Centre, Trivandrum.
 Community Projects Trade School, Trivandrum.
 Government Training College, Trivandrum.
 Y.M.C.A. Rural Demonstration Centre, Marthandom.
 Gandhi Smarak Nidhi, Theroor.

UTTAR PRADESH.

Allahabad Agricultural Institute, Allahabad.
 B.R. College, Agra.

WEST BENGAL.

Sriniketan, Viswa-Bharati, Birbhum.

APPENDIX III.

**LIST OF ORGANISATIONS AND INDIVIDUALS WHO GAVE ORAL EVIDENCE AND
 SUBMITTED MEMORANDA AND WRITTEN REPLIES TO THE QUESTIONNAIRE.**

Dr. Rajendra Prasad, President of India.
 Dr. S. Radhakrishnan, Vice-President of India.

ANDHRA.

Director of Public Instruction.
 Deputy Director of Public Instruction.
 Principal, Government Training College, Kurnool.
 Registrar, Andhra University.

ASSAM.

Registrar, Gauhati University.

BIHAR.

H.E. Shri R. R. Diwakar, Governor of Bihar, Patna.
 Dr. Amarnath Jha, Chairman, Public Service Commission, Bihar.
 Pandit Ram Din Pandey, Patna.
 Shri K. P. Sinha, Director of Public Instruction, Bihar.
 Vice-Chancellor, Patna University.
 Dr. Soundram, Lady Health Officer, Patna.

Shri Dwarika Singh, Deputy Director of Education.
 Shri R. S. Upadhyay, Deputy Director of Education.
 Acharya Badrinath Varma, Minister for Education, Bihar.
 Development Commissioner, Bihar.
 Deputy Development Commissioner, Bihar.
 Officers of the Department of Education.
 Staff of Sarvodaya Mahavidyalaya, Turki.
 Principal, Vidyapeeth, Deogarh.
 Registrar, Bihar University, Patna.

BOMBAY.

Shri S. S. Bhandarkar, Director of Education, Bombay, Poona.
 Shri Dinkar Rao Desai, Minister for Education.
 Shri Maganbhai Desai, Gujarat Vidyapeeth, Ahmedabad.
 Shri Morarjibhai Desai, Chief Minister.
 Shri A. L. Dias, Education Secretary.
 Shri M. R. Jayakar, Vice-Chancellor, University of Poona.
 Shri V. B. Karnik, Social Education Officer, Poona.
 Shri B. G. Kher, Bombay.
 Shri B. H. Mehta, Tata Institute of Social Sciences, Bombay.
 Shri J. N. Mukerji, Department of Education Administration,
 Baroda.
 Shri J. P. Naik, Mouni Vidyapeeth, Gargoti.
 Kumari S. Panandikar, Principal, Secondary Training College,
 Bombay.
 Shri Parulekar, Indian Institute of Education, Bombay.
 Shri B. R. Patil, Educational Inspector, Poona.
 Shri R. P. Sabnis, Vidyamandir, Narayangaon.
 Shrimati Kulsum Sayani, Bombay.
 Shri J. A. Taraporewala, Director of Technical Education.
 Officers of the Directorate of Education.
 Vice-Chancellor, Karnatak University.
 Registrar, Poona University.
 Principal, R. P. Gogate College, Ratnagiri.
 Principal, B. T. College, Dharwar.
 Principal, Secondary Teachers' College, Belgaum.
 Principal and Staff College of Agriculture.
 Managing Committee and Staff of the Poona Seva Sadan Society.
 Secretary, Vallabh Vidyanagar.

COORG.

Principal, Government College, Mercara.
 State Educational Officer, Coorg, Mercara.

DELHI (including the Centre).

Dr. P. S. Deshmukh, Union Minister for Agriculture.
 Shri S. K. Dey, Community Projects Administrator.
 Dr. D. Ensminger, Representative of the Ford Foundation in
 India.
 Dr. Zakir Husain, Vice-Chancellor, Muslim University, Aligarh.
 Shri Humayun Kabir, Educational Adviser to the Government
 of India.
 Shri V. T. Krishnamachari, Deputy Chairman, Planning
 Commission.

Shri Samuel Mathai, Secretary, University Grants Commission.
 Dr. L. K. McLaughlin, Ford Foundation.
 Prof. M. Mujeeb, Vice-Chancellor, Jamia Millia.
 Shri K. C. Neogy, Member, Planning Commission.
 Shri K. G. Saiyidain, Additional Secretary, Ministry of Education.
 Dr. F. C. Ward, Ford Foundation.
 Officers of the Central Ministry of Education.
 Officers of the Planning Commission.
 Officers of the Community Project Administration.
 Staff of the Directorate of Education.
 Staff of the Jamia Millia, Delhi.
 Staff of the Janata College, Alipur.

HIMACHAL PRADESH.

Education Secretary, Himachal Pradesh, Simla.

HYDERABAD.

Dr. A. Ali, Principal, College of Agriculture, Hyderabad.
 Shri L. N. Gupta, Education Secretary.
 Shri P. S. M. Rao, Director of Public Instruction.
 Shri D. D. Shendarkar, Principal, Training College.
 Officers of the Department of Education.
 Staff of the College of Agriculture.

KUTCH.

Chief Secretary, Government of Kutch.
 Education Officer, Kutch.
 Principal, Ramji Ravijitalam College, Kutch.

MADHYA PRADESH.

Shri E. W. Franklin, Director of Public Instruction.
 Dr. V. S. Jha, Chairman, Public Service Commission.
 Shri S. R. Londhe, Shri Shivaji Education Society, Amraoti.
 Shri R. P. Naik, Education Secretary.
 Shri J. N. Nurla, Vidarbha Mahavidyalaya, Amraoti.
 Dr. Jwala Prasad, Director, Shivaji Education Society, Amraoti.
 Pandit Ravi Shankar Shukla, Chief Minister.
 Kumari Marjorie Sykes, Hindustani Talimi Sangh, Wardha.
 Director of Agriculture.
 Deputy Directors of Public Instruction.
 Staff of the Shri Shivaji Education Society, Amraoti.
 Superintendent, Robertson Medical School, Nagpur.
 Principal, Government D. T. I. for Women, Amraoti.
 Principal, D. S. D. National College, Nagpur.
 Principal, M. M. College of Science, Nagpur.
 Principal, Training Institute for Women, Jabalpur.
 Principal, Government Engineering College, Jabalpur.
 Principal, University Training College, Nagpur.
 Principal, P. S. Mahavidyalaya, Jabalpur.
 Principal, S. B. R. College, Bilaspur.
 Principal, M. B. M. Mahavidyalaya, Jabalpur.
 Principal, Veterinary College, Jabalpur.

MADRAS.

Shrimati M. Lakshmi Ammal, Madras.
 Shri T. S. Avinashilingam Chettiar, M. P. Ramakrishna Mission
 Vidyalaya, Coimbatore.
 Shri P. Damodaran, M. P. Coimbatore.
 Dr. K. N. Kini Salem.
 Shri G. Ramachandran, Gandhigram, Madurai.
 Shri G. S. Ramachandran, Education Secretary, Madras.
 Shri C. Subramaniam, Minister for Education, Madras.
 Shri N. D. Sundravadivelue, Director of Education, Madras.
 Director of Development, Madras.
 Registrar, Annamalai University.
 Staff of the Besant Cultural Centre, Adyar.
 Principal, Teachers' College, Saidapet, Madras.
 Principal, Government Training College, Kozhikoda.
 Principal, Government Training College, Rajahmundry.

MANIPUR.

Education Department, Manipur.

MYSORE.

Shri John Bowers, Director, Unesco Fundamental Education
 Centre, Mysore.
 Shri T. Madia Gowda, M.P., President, Mysore State Adult
 Education Council.
 Shri S. Kariappa, Kanakpura Rural Education Society, Banga-
 lore.
 Shri J. B. Mallaradhya, Director of Public Instruction.
 Shri F. G. Pearce, Principal, Rishi Valley School, Mysore.
 Shri A. G. Ramchandra Rao, Minister for Education.
 Shri D'Souza, Vice-Chancellor, Mysore University.
 Prof. M. S. Thacker, Director, Indian Institute of Science,
 Bangalore.
 Deputy Directors of Public Instruction.
 Staff of the University of Mysore.
 State Adult Education Council.
 Staff of the S.A.E.C. Vidyaapeeth, Nanjungad.
 Headmaster, Ramakrishna Vidhyashala, Mysore.

ORISSA.

Shrimati Malati Choudhary, Angul.
 Shri N. K. Choudhary, Chief Minister.
 Dr. P. Parija, Pro-Chancellor, Utkal University.
 Dr. B. Prasad, Director of Public Instruction, Orissa.
 Shri L. N. Sahu, Servants of India Society, Cuttack.
 Shri R. Sharangi, Education Secretary.
 Chief Secretary, Government of Orissa.
 Principal, Radhanath Training College, Cuttack.
 Staff of the Basic Training College and post-Basic School, Angul.

PEPSU.

Education Department, Pepsu, Patiala.

RAJASTHAN.

Shri K. L. Bordia, Vidhya Bhawan, Udaipur.
 Shri G. C. Chatterji, Vice-Chancellor, Rajputana University.
 Shri P. N. Mathur, Banasthali Vidyapeeth, Jaipur.
 Shri Janardhan Rai Nagar, Janata College, Udaipur.
 Shri J. N. Parohit, Education Secretary.
 Shrimati Ratandevi Shastri and staff of the Banasthali Vidya-
 peeth.
 Shri K. Gajraj Singh, Director of Education.
 Shri Mohanlal Sukhadia, Chief Minister.
 Director of Agriculture.
 Deputy Directors of Education, Jaipur and Udaipur.
 Staff of the Gandhi Vidyamandir, Sardarshehr.
 Staff of the Vidya Bhawan Society Institution, Udaipur.

SAURASHTRA.

Shri D. M. Bhatt, Education Secretary.
 Shri Nanabhai Bhatt, Lok Bharati, Sanosora.
 Shri U. N. Dhebar, Chief Minister.
 Shri Mansukhlal Jabanputra, Saraswati Mandir.
 Shri J. K. Modi, Minister for Education.
 Shri D. L. Sharma, Director of Education.

TRAVANCORE COCHIN.

Pro-Vice-Chancellor, Travancore University.
 Shri V. Sundaraju Naidu, Director of Public Instruction, Tri-
 vandrum.
 Shri S. Pillai, Gandhi Smarak Nidhi, Theroor.
 Shri G. Ramanathan, Education Secretary, Trivandrum.
 Shri M. G. Samuel, Secretary, Y.M.C.A. Rural Demonstration
 Centre, Marthandom.
 Officers of the Directorate of Public Instruction.
 Staff of the Y.M.C.A. Rural Demonstration Centre, Marthan-
 dom.

TRIPURA.

The Secretary, Government of Tripura, Agartala.

UTTAR PRADESH.

Dr. L. V. Ahmad, University of Roorkee.
 Shri U. A. Asrani, Lucknow.
 Shri Azariah, Principal, Agricultural College, Allahabad.
 Shri Madhu Sudhan Das, Gorakhpur.
 Shri B. N. Jha, Director of Education, Allahabad.
 Shri A. Kazmi, Director, Pedagogical Research Institute, Allah-
 abad.
 Shri K. V. Mital, University of Roorkee.
 Shri Bharat Singh, University of Roorkee.
 Shri S. N. M. Tripathi, Deputy Commissioner, Lucknow.
 Deputy Director of Education, Allahabad.
 Deputy Director of Education, Banaras.
 Deputy Director of Education, Bareilly.
 Deputy Director of Education, Lucknow.

Deputy Director of Education, Meerut.
 Officers of the Directorate of Education.
 Staff of the Agricultural College, Allahabad.
 Registrar, Banaras Hindu University, Banaras.
 Registrar, Gurukul Kangri University, Hardwar.
 Principal, College of Agriculture, Banaras Hindu University,
 Banaras.

VINDHYA PRADESH.

Development and Social Services Department, Vindhya Pradesh.
 Rewa.

WEST BENGAL.

Shri P. C. Bagchi, Vice-Chancellor, Visva Bharati, Santiniketan.
 Shri P. L. Bose, Minister for Education.
 Shri K. P. Chaudhury, Visva Bharati, Santiniketan.
 Dr. J. C. Ghosh, Vice-Chancellor, Calcutta University.
 Dr. B. C. Roy, Chief Minister.
 Dr. P. Roy, Director of Public Instruction.
 Dr. D. M. Sen, Education Secretary.
 Officers of the Directorate of Public Instruction.
 Officers of the Education Department.
 Principal, Vidhya Bhawan, Visva Bharati.
 Principal, Basic Training College, Banipur.

APPENDIX IV.

QUESTIONNAIRE.

A. *Aims and Objectives*

1. Do we need institutions of Higher education for rural areas in India?
2. What should be the main functions of these institutions?
3. What specific services should these institutions offer to the community in your region? Training for what special vocations?

B. *Courses, Research and Services to the Community.*

1. What types of courses should the rural institutions offer? Would you take into consideration the special needs or environmental conditions of particular regions in determining courses?
2. What would be the difference in curriculum and content of courses between rural institutions and urban colleges? Will there be any basic courses common to both?
3. What should be the duration of the different courses in rural institutions?
4. Will these institutions be mainly for teaching or do you expect them to conduct research?
5. How will these institutions be related to services now being performed by Community Projects and National Extension Service?

C. *Organisational Pattern*

1. Should rural India develop institutions peculiar to its own needs or parallel with or identical to the existing collegiate institutions? What should be the distinctive features of these institutions?
2. Should existing universities modify their regulations to provide for courses of studies in Higher Rural education?
3. What would be the relationship of these institutions to Post-Basic schools or High schools?
4. Should rural institutions lay primary stress on occupational training or on general education?
5. Should such institutions include the work at present performed by residential centres (Janata Colleges, *Vidyapeeths*, Gurukuls, Madrassas, etc.)
6. To what extent should the rural institutions be residential in nature?
7. What other functions in the field of adult education could such institutions perform?

D. *Administrative Control and Finance.*

1. Should these institutions be managed by voluntary agencies or by the Government?
2. Would you recommend the establishment of an All-India Council for Rural Education for the Coordination of these institutions? If so, what should be its functions?
3. What measures would you suggest to ensure the attainment and maintenance of high standards of these institutions?
4. What place can self-support play in these institutions?
5. What outside sources of finance other than the Government do you suggest?
6. What proportion of their expenses do you think students can earn while in residence?

E. *Admissions and Examinations*

1. What requirements for admission would you establish for these institutions?
2. What examinations, if any, would you hold at the conclusion of courses at these institutions?
3. Should the institutions after reaching a certain stage in their development be encouraged to conduct their own examinations and confer diplomas?

F. *Teaching Staff*

1. How do you visualise the recruitment of competent teaching staff to deal with such problems? Would you be prepared to pay the market rate for expert services?

G. General

1. To what extent will the development of rural India absorb competent students produced by such institutions?
2. When choosing candidates for posts in the new range of rural services, provided competence has been proved, would you make any recommendations for preferring students from such institutions? Should such students be eligible for posts in the existing services?

H. (For Vice-Chancellors and University Staff only).

1. Does your university at present accept any specific responsibility for problems in the rural area surrounding it?
2. Would you favour the acceptance of such responsibility by universities?
3. What Departments of Studies has the university, in existence or in view, for dealing with the problems that arise in such areas?
4. What recognition and facilities would the university be prepared to give to institutions in its area which are attempting for beginning to deal with such problems?
5. What changes would the university make in the existing courses of study so as to provide new subjects, or give rural basis to some of the existing subjects?
6. What changes, if any, would the university consider (a) in its system of examinations and of assessment of students participating in such courses; (b) in its demand upon students entering from new institutions for Higher education in rural areas designed with the needs of the area in mind?