

## **Chapter 6**

### **Development of Modern Education from Second Five Year Development Plan to the Seventh Five Year Development Plan**

#### **Second Five Year Plan (1966-67 to 1970-71)**

The main target of the Second FYP was twofold: (1) developing fundamental infrastructural services viz., agriculture, roads, transport and administrative set-up and (2) improvement in education with higher priority on quality rather than quantity, so that qualified technical personnel at all levels were available. Proposed outlay in Second FYP was Rs. /Nu. 22, 14, 00, 000 with Rs /Nu.2, 76, 00, 000 in the education sector.<sup>1</sup>

The proposed education programmes for the Second FYP was finalized after the report submitted by an Education Advisory team from India. Below are the some valuable points of that report-

- i) "Steps should be taken to ensure the regular attendance in schools of all those enrolled.
- ii) If any of the schools have insufficient students, they should be closed down and the students transferred to nearby schools. Such students may be given stipends, if necessary.
- iii) The Plan provides for the construction of one public school at Kanglung(eastern Bhutan) adding up to the Thimphu Public School already existing. Further, it is proposed, during the Plan period, to convert two of the sixteen junior high schools into higher secondary schools. There will, thus, be two public schools and 2 higher secondary schools. These four schools appear to be in excess of what is required, as there may not even 100 students from the whole of Bhutan to reach the matriculation stage in the next few years. Perhaps, one way to provide education to students in those four schools may be to withdraw Bhutanese students now studying in India, especially those studying in the lower classes, and transfer them to those schools.
- iv) It is also observed that insufficient stress has been laid on vocational education. Perhaps, agriculture may be introduced as a subject at the high school and junior high schools levels.

v) Scholarships and stipends should be given mainly on the basis of merit and means, especially for the degree and the diploma courses. Since facilities for the students in schools up to the primary level are available in Bhutan, no scholarships for students in India up to that level should be given.

vi) There are a large number of missionaries in Bhutan, working as teachers and paid out of funds given by the Government of India. This is undesirable and can be objected by the M. P.s and others. While we may allow those missionaries already in Bhutan to continue, we may not agree to any more missionaries to come to Bhutan, even as replacements. Further, missionaries should not be appointed in the Kanglung School. If the Bhutanese wants teachers, we can supply them from India. Perhaps, some of the schools could be run on the lines of the sainik schools.”<sup>2</sup>

During this Plan two of the junior high schools were upgraded to high schools and one additional public school was founded at Kanglung besides the already existing one at Thimphu. English remained as the medium of learning to facilitate higher studies in India and the board examination for finishing school was, after a lapse of time, conducted by the Council for Indian School Certificate Examinations. Dzongkha or Nepali and Hindi supplemented the compulsory subjects. In 1968 the Department of Education, under Bhutan Matriculation Examination, created history with 20 students passing out.<sup>3</sup>

### **Various schemes of the Second Five Year Plan**

#### i) Directorate of Education

In the Second Plan some changes had been made, there was a very mild bolstering of clerical establishment.

Table 6.1: The staff for the Directorate according to the Second FYP

1.	Director of Education	1
2.	Deputy Director of Education	1
3.	Asst. Director of Education (Kalimpong)	1
4.	Sub Inspector of Schools	4
5.	Liaison officer for supplies	2
6.	Office Assistant	1
7.	Accountant	1
8.	Upper Division Clerks	4
9.	Stenographer	1
10.	Lower Division Clerks	11

11.	Store keepers	2
12.	Steno typist	1
13.	Translator	1
14.	Drivers	4
15.	Peon	11

(Source- [www.gnhc.gov.bt/wp-content/upload/2011/04/2nd.FYP.pdf](http://www.gnhc.gov.bt/wp-content/upload/2011/04/2nd.FYP.pdf))

#### ii) Primary schools

No large scale expansion was made in the case of primary education except for the provision of 5 new schools. The intent was directed at giving greater attention in consolidating proper standards. At the same time if schools had less than 8 students per class in the higher classes, such a class were shut down with the affected students being sent to, with stipends of Rs./Nu. 20 per month, other junior high schools with hostel facilities were available.

It was decided that the emphasis would be laid on students' attendance and enrolment more children in the schools. The schools were run by 3 to 4 teachers on the basis of the number of classes. The weight was laid on improvement of facilities and the standard of education rather than on expansion. It was also decided that when the attendance of existing primary schools would increase the schools would be expanded to junior high schools with more teachers in subsequent Plans.

#### iii) Junior high schools and high schools

When the Second Plan was introduced there were 16 junior high schools, out which two schools of Thimphu and Tashigang of western and eastern Bhutan were expanded to high schools during the Second FYP. The existing 14 junior high schools had some extension of hostel facilities to take up students from the interior primary schools. Additional school buildings were constructed for the two high schools with provision for laboratories, hostels, and purchase of scientific equipment.

#### iv) Public Schools

In the public school at Thimphu, provision was made for admission of 120 students in the first year followed by 160, 180, 200 and 275 respectively in the second, third, fourth and fifth years.

For the benefit of children of eastern Bhutan Kanglung Public School was founded in the second year of the Plan. The Roman Catholic Padres ran the institution and the Indian Border Roads Organization prepared the designs and estimates of buildings. It had the capacity to admit 60 students in that year, rising to 100, 150, and 200 in the third, fourth and fifth year of the Plan period.

The goal behind the foundation of these two public schools was to select suitable children and expose them not just to education of better quality but also to offer a wider background so they could develop into a stronger or a better character. These were residential schools and the pupils were bestowed with food, clothing, uniforms, bedding etc.

v) Teachers' Training Institute

The construction of the institute commenced towards the ending period of the earlier Plan and completed during this Plan. It opened its portals in May 1968 with 40 students with stipends of Rs. 60 per month. After two years course the trainers became engaged in schools.

vi) Junior Technical School

A junior technical school, at Kharbandi, was founded in April 1965. The institution was aimed to train technicians in various fields. Here too a stipend of Rs. 60 per student was provided along with an annual Rs. 100 for each student for clothing etc.

vii) Rigney Monastery School

In order to continue traditional Monastic education, to conserve cultural heritage of Bhutan, and also to provide Bhutanese language teachers for the secular schools this school had started by the earlier Plan at Simtokha *Dzong*. The school strength was to be 150 students per year with a stipend of Rs. 60 per student per month.

### **Other schemes<sup>4</sup>**

- a. Owing to absence of text books in the *Dzongkha* the Department of Education implemented a scheme for books in English, *Dzongkha* and Nepali. Before the second Plan period ended approximately a dozen text books on History, Geography, English Primer and Readers were made available for use in schools.
- b. The Department had purchased three 16 mm Projectors with Generators. The two public schools of Thimphu and Kanglung were given one each and the other one was kept for other schools.
- c. Rs. 500 per school was given for Library books for each of the 88 primary schools, Rs. 1000 each school for 14 junior schools and Rs. 2000 each school for the 2 high schools.
- d. The scheme, commenced in the First Plan, to provide scholarships for higher studies in India remained in operation. There was a provision for an annual Rs. 1000 per student for tuition and boarding fees and another annual Rs. 400 for other expenses.
- d. A hostel was maintained at Kalimpong, named as Bhutan House Hostel, for students not getting accommodation in schools in India.
- e. Students were awarded scholarships for degree course. Opportunities were also provided for technical studies. The requirements of scholarships were based on the personnel needs and the availability of candidates.

Though in the beginning period the medium of learning in the schools of Bhutan was Hindi, but during the Second Plan period it was converted to English with Hindi or Nepali as the compulsory subject. During this Plan period for the first time Bhutanese students appeared in the matriculation examination, so it was a great achievement. In order to offer systematic education by the trained personnel teacher training institute was established during this Plan period at the same time students were also send to India and other countries for higher studies and professional degrees.

### **Third Five Year Plan (1971-72 to 1975-76)**

In spite of some development after the first two Five Year Plans many students were still receiving education in India. So, in the Third Plan initiatives was

taken to strengthen the education system within the country to decrease the number of students in India except in highly specialized fields.

### **Objectives of the Plan<sup>5</sup>**

1. To emphasize on quality rather than on quantity, provisions for adequate classrooms and trained teachers.
2. i) To close primary schools of very low attendance.  
ii) To upgrade primary schools as junior high school in case of good performance.
3. To rename existing high schools by central schools and also to establish 9 such schools with hostel facilities, science education and introduction of modern teaching aids.
4. To enroll more students in the public schools at Thimphu and Kanglung through expanding the facilities.
5. To laid the foundation of a Degree College in Thimphu with highly qualified teachers and to introduce provisions for study of arts and science.
6. To match the increasing need for technicians, the Technical School at Kharbandi will be expanded; another technical school will be opened at Deothang in eastern Bhutan.
7. To further develop the Teachers Training Institute (Samchi) so as to turn out an increased number of trained teachers.
8. To include a senior writer in current staff pattern so as to facilitate the Department to convert books of various subjects in Dzongkha language.
9. To maintain the present schemes of awarding stipends and scholarships. However, the number of students travelling to India would gradually diminish with the founding of the Degree College

Total budget outlay in the Third Plan was Rs. 3,550.00 Lakhs with an amount of Rs 633.00 lakhs for general education and Rs 87.50 lakhs for technical education.<sup>6</sup>

### **Various Schemes**

#### i). Primary schools

After the Second FYP there were altogether 83 primary schools, according to the Government's official statistics (but in the Second FYP five more primary schools

were to be added which would have brought the figure to 88). If the statistic given be true then the five schools proposed in the earlier Plan did not come to fruition. It was found that in some of the existing schools the number of students was very poor leading to decision to shut down those schools with less than 30 students. Around 30 schools were closed down and few primary schools where there was a satisfactory progress upgraded into junior high schools.

ii). Junior high schools

During the Second FYP there were total 15 junior high schools. In this Plan some of the junior high schools were converted into Central schools. Despite the conversion there was a total 11 junior high schools in the Third FYP because some primary schools were upgraded to junior high schools.<sup>7</sup>

iii). Central schools

The Royal Government thought to select some specific places to locate Central schools in place of upgrading all junior high schools to higher secondary schools. These Central schools were reinforced by additional facilities like hostels, libraries and became the centre for good education. The establishment of Central Schools resulted in utilizing the limited resources more gainfully rather than establishing a larger number of schools. The higher secondary schools were also designated as Central schools. At the last part of the Plan Central schools were established in the following places with facilities for scientific studies-Thimphu, Paro, Samchi, Sarbhang, Mongar, Tashigang, Punakha, Tashigang, Shemgang and Lhuntshi.

iv). Public schools

The basic drive of opening the two public schools in Thimphu and Kanglung was to make students ready for Senior Cambridge or equivalent examination and were therefore operated on the same system as in Public schools in India. The classrooms and residential quarters at Kanglung Public School had been completed but at Thimphu the work was still in progress during the Third FYP. To solve the problem of admission pressure in these schools, provision for 225, 250, 275, 300 and 325

students had been made in respective years of the Plan for each school.<sup>8</sup> In both the schools students were provided with all the facilities.

v). Rigney Monastery School

During the FYP this monastery school was established to give religious education to the boys. Many of them became Dzongkha language teachers which served the need of language teachers in the secular schools. During the Second Plan 150 students in this school were given stipend but in the Third FYP the number was extended to 200 students with Rs. 100 per month per student for nine months were provided.<sup>9</sup>

vi). Technical Schools

A Technical School in Phuentsholing was established in the First FYP to provide technicians for various development activities in the country. There were only 50 students in the beginning but at the culmination of the Second FYP the number increased to 160. Carpentry, tailoring, mechanics and automobile were the various trades which were taught in this school. It was aimed to raise the number of students to 250 by the close of the Third FYP.<sup>10</sup> To cater the need of trained technical person in the eastern side initiative was taken in the Third Plan to establish another technical school at Deothang.

vii). School for Buddhist Studies

In the Third Plan a new scheme was taken to open a school for Buddhist studies at Dechenphodrang.

viii). Thimphu Degree College

Due to the growth of education and to cater the need of higher education in the country it was felt essential to establish a Degree College and in the Third Plan period a Degree college was suggested at Thimphu. It was decided to open the arts faculty in the beginning.

ix). Teachers' Training Institute

In the year 1968 a Teacher Training Institute was established at Samchi in Southern Bhutan with roll strength of 40 students staffed by seven teachers and a

Principal. The trained teachers will be posted in various schools in Bhutan. Till the Third FYP all the teachers were recruited from outside mainly from India.

x). Translation and printing of books in *Dzongkha*

With the founding of the Department of Education writing and translation in *Dzongkha* was started. During this Plan period it was aimed to continue this task and develop national language to a higher level.

xi). Degree scholarships for students in India

After launching of the Degree College, the students to India were expected to decrease and this should be confined to specialized courses only. For the first three years of the Plan, provision for 40 stipends annually was made for three years. Expectedly, there might not be new admission in the fourth and fifth year of the Plan in the colleges of India as the Degree College is assumed to be in a situation to admit students.

xii). Scholarships for studies in India

From the commencement of modern education in Bhutan, Bhutanese students were awarded scholarships, year after year, to study up to Matriculation/I.S.C. in Indian schools. Gradually the numerical strength of high schools and public schools increased and this coupled with the upgrading of some junior high schools and high schools in Bhutan decision was made in the Third Plan to terminate fresh scholarships for Matriculation/I.S.C. in India, only those who were studying there under this scheme would continue.

Main aim of this Plan was to improve quality education by providing various facilities. Along with the development of primary and secondary education the main achievement of this Plan period was the establishment of country's first junior college to provide further studies after the secondary education

#### **Fourth Five Year Plan (1976-77 to 1980-81)**

The First FYP in the 60s of the twentieth century was targeted at opening up the country through improved communications and to provide basic social amenities to the people. The Second and the Third Plan persisted in the task of setting up of

infrastructural services which were totally absent in the country such as roads, means of communication, power, irrigation, medical and educational facilities. Many development organizations were set up to promote extension activities. Gradually a general awareness had been created among the masses and their standards also improved.

The Fourth FYP was commenced from 01.04.1976, aimed to further develop the economic and living standards of the people. The major sectors contributing to Bhutan's national income were agriculture, livestock, forests and small industries and during the Fourth Plan efforts were made to make progress in these sectors. Development of mineral resources, power, communications, tourism, trade and commerce was also not ignored. Side by side basic facilities like education, health, nutrition, drinking water supply etc. were also promoted.

The gross outlay for the development of education in the Fourth Plan was fixed at 1346.01 lakhs ngultrum.<sup>11</sup> The finance for nutritive food had been expected to be borne by UNICEF and the local food to be supplied by parents as a contribution to nutrition program for primary school children in addition to allocation of the budget in the Plan. It was also declared in the Plan that active participation of the people is desired in implementation of the Plan as in the case of construction of building schools, dispensaries, rural roads etc.

#### **Broad objectives for the education sector in 1980s<sup>12</sup>**

- a. To enhance the literacy level of the general population by means of expanding primary education.
- b. To provide educated manpower to face with the increasing requirements of development process.
- c. To modernize the society through the introduction of science and technology.
- d. To preserve the country's rich cultural heritage as well as to prevent the alienation of the educated people from the heritage.

The Planning Commission in Bhutan was unable to provide any information regarding the achievements of this plan period. The official web site is also deficit in elaborating the progress made during the period. I was forced to use some other means to come to some conclusion regarding the period. Consequently the reports of

the Fifth FYP was taken as a base reading and the reports of the Third FYP was subtracted to arrive at a figure which must reflect the gains of the Fourth plan. For example no specific data is provided on the number of institutions existing and the additions/subtraction made during this plan period is available. Working backwards we find that in the beginning of the Third Plan there were 83 Primary schools of which 30 were closed down due to insufficient number of students which gives us 53 primary schools. Thus we can conclude that the Fourth Plan commenced with 53 schools only. When the Fifth Plan commenced there were 119 Primary Schools and the difference of 66 new schools could have only come from the Fourth Plan period. This is a major development, a hundred per cent plus increase not supported by official documents. On the other hand, we find that during the Third Plan period various central schools was established, but in the year 1980-81 there were only 6 central schools in the country, giving rise to the question of why only 6 of them. Perhaps some schools had closed down.

Thus during the Fourth FYP period there was a gradual raise in the literacy level of the country. One of the main aims of this plan period was to involve general masses in the construction of buildings of the schools and also the supply of food to the pupils.

#### **Fifth Five Year Plan (1981-82 to 1986-87)**

Table 6.2: Budget Outlay in the Education Sector in Fifth FYP

<b>Fifth Plan Outlay (Nu. In millions)</b>				
<b>Sl. No.</b>	<b>Program</b>	<b>Total</b>	<b>Development</b>	<b>Maintenance</b>
1	Primary Education	94.19	39.72	54.47
2	Secondary Education	101.17	28.40	72.77
3	Higher Education	27.14	15.68	11.46
4	Teacher Education	28.24	20.95	7.29
5	Technical and Commercial Education	30.25	13.25	17.00

6	School of Fine Arts & Sculpture	1.58	-----	1.58
7	Buddhist & Monastic Studies & Rigney School	4.60	1.29	3.31
8	Directorate of Education	50.65	9.34	41.31
9	National Education Policy	2.18	2.18	-----
	Total	340.00	130.81	209.19

(Source-*Fifth Five Year Plan*, Main Document, 1981-1987, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.119)

A major development in this Plan period was an assessment of the education policy which was undertaken in order to meet with the economic self reliance, peoples' participation, and mobilization of the country's resources. The outcome was reflected in the National Education Policy and it also guided the development of education sector in the future.

### **Aims of the Fifth Plan**

The first four FYP aimed at the establishment and expansion of education and towards the end a country-wide infrastructure was almost in place. Therefore, the Fifth Plan focused on the reinforcement and enhancement of the quality of education in reference to the number of national teachers, extent of the physical facilities etc. There was Bhutanization and nationalization in the educational system. Higher and technical educations were given less importance.

Table 6.3: Major targets of the Fifth FYP

		1980-81 level	Additional during Plan	1986-87
A	Institutions			
	Primary Schools	119	21	140
	Central	6	2	8

	Schools (High)			
	Degree College	--	1	1
B	Number of teachers			
	Primary	726	320	1046
	Secondary	481	88	569
	Degree level	---	16	16

(Source-*Fifth Five Year Plan*, Main Document, 1981-1987, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.119)

### **Govt. Ceilings**

The Fifth Plan put into place ceilings and merit system for entry into the secondary and higher educational system with the government bearing all expenses. This was with an aim to effectively utilize manpower and to avoid the menace of unemployed youth. The table below shows that the ceiling for enrollment in classes VI to VIII as 1500 students whereas the ceiling for classes IX and X drops to 600. Such a situation would result in a dropout figure of approximately 900 students per school, something that is entirely unsustainable for a country like Bhutan. Furthermore, the actual average enrollment in classes VI, VII and VIII were 950, 700, 609 respectively and the ceiling gave scope from a perceived increase of 550, 800 and 891 students in each of the classes and under the prevailing circumstances this would not have been possible to accomplish. The high ceiling seems more of an abstract figure rather than an actual projected planning.

Table 6.4: Enrolment in schools and Govt. Ceilings (1982)

<b>Level of Education</b>	<b>Actual Enrolment</b>	<b>Govt. Ceilings</b>
Pre-school education		
Lower Kindergarten	9,691	Unlimited

Upper Kindergarten	7,675	Unlimited
<b>Primary education</b>		
Class I	6,446	Unlimited
Class II	4,995	Unlimited
Class III	3,805	Unlimited
Class IV	2,745	Unlimited
Class V	2,047	Unlimited
Total	37,404	
<b>Secondary education</b>		
Class VI	950	1500
Class VII	700	1500
Class VIII	609	1500
Class IX	239	600
Class X	162	600
Total	2660	5700
<b>Junior college</b>		
Class XI	123	300
Class XII	103	300
Total	226	600
<b>Total Education system</b>	<b>40,290</b>	

(Source-*Fifth Five Year Plan*, Main Document, 1981-1987, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.44)

The student dropout figure can be extrapolated from the table and we find a steady and consistent decline in the number of students with each increasing class. From a somewhat healthy figure of 950 students in class VI there is a massive drop to 103 in class XII. The Plan fails to address this escalating problem in full measure.

### **Development of education at various levels:**

#### i). Primary Education Programme

In the Fifth Plan period there were numerous requests (90-100) for new primary schools from all over the country. The Plan's objective was to establish new primary schools in remote areas. Towards this 121 new classrooms in existing schools and 21 new primary schools were projected. The Plan estimated an average enrollment growth rate of 10% per annum leading to a total strength of 58,300 students at the end of the Plan.<sup>13</sup> The school buildings were to be built with voluntary labour organized by the *dzongkhag* administration and other expenses would be supplied by the Govt. The total number of primary schools at the culmination of the Plan period was 140, an increase of 21 schools as per the projected plans. To meet the needs of this expansion an additional of 320 teachers were pressed into service.

#### ii) Secondary Education Programme

The main stress at the secondary level education (class VI-X) was to have only the minimum necessary expansion. No new junior high school was opened but upgrading of a primary school to junior high school was proposed. Likewise, no new high school was opened, but two junior high schools were upgraded to high schools. The number of enrolment were targeted at 4370 for junior high schools and 813 for central schools. With the increasing intake there was also need of additional classrooms as well as 88 secondary school teachers.

#### iii) Higher Education programme

The Fifth FYP period commenced with only one junior college at Kanglung in eastern Bhutan. Therefore, many students were sent mainly to India for degree level education. With the rise in demand for qualified manpower provision was made to upgrade Sherubtse College to a three year degree level one with an annual intake of 150 students by 1986-87.<sup>14</sup> The College ran degree courses and was situated on the

same campus of junior college. 16 additional teachers were recruited for the degree level.

iv) Teachers Training

During the Fifth Plan an effort was made not only to enhance the number of native teachers and reduce the burden of foreign teachers but also to meet the additional needs of the educational system. This was done by expanding and strengthening the two existing teachers training institutes: the Teachers Training Centre (Paro) increased its intake from 30 to 50 students per year and the Teachers' Training Institute (Samchi) was upgraded to the National Institute of Education empowered to award the degree of Bachelor of Education. Enrolment was increased from 67 to 100 per annum by 1986-87.<sup>15</sup> The net result was the recruitment of 320 new teachers in the primary and 88 extra teachers in the secondary levels during the Plan period.

v) Technical Education

To meet the increasing need for technicians and craftsmen, the facilities of the Royal Bhutan Polytechnic (Deothang) and the Technical School (Kharbandi) were increased and the system of training revised along with the introduction of a number of new basic courses.

vi) Commercial Education

From 1977 a basic commercial institute, training typists and stenographers, operated in Thimphu. Manpower requirement having diversified to the areas of office management, book keeping etc, and the existing institute was upgraded as the Royal Institute of Management in 1986.

The main endeavour of the Fifth FYP was the nationalization of the education system by appointing nationals as the head in the schools and institutions to develop loyal and dedicated Bhutanese citizens to serve His Majesty the King and the country faithfully. The grand achievement of this Plan period was the up gradation of Sherubtse Junior College to a full-fledged degree college.

## **Sixth Five Year Plan (1987-88 to 1991-92)**

The Five Year Plans directed where, to what purpose, and how much finance would be invested for the national development. Throughout the years the planners gave an enhanced position to Education though other sectors were not entirely ignored.

The Sixth FYP also accorded the same priority as the Fifth Plan to education. But in the education sector we find a subtle change of approach. Whereas in the past five plans Govt. effort was to enhance the literacy rate the Sixth Plan clearly laid down stress on the advancement of vocational and higher levels of technical, administrative and managerial skills so that the need of manpower by the country can be successfully met. Much of the groundwork was started in the Fifth Plan but the thrust came with the Sixth Plan. The Plan also, in the meanwhile, prescribed quantitative expansion of the primary education and at the same time development of secondary and higher education. The main thrust of the education sector was the consolidation and improvement of existing facilities, enhancing the quality and relevance of education, teacher training and improving their remuneration and other service benefits. It was also mentioned that, “---the endeavours of our education system will be to provide our students with a wholesome education in the sense that, in addition to learning of the 3 Rs and the necessary skills( in case of technical institutions), the schools and institutions will also instill in our students a full awareness and understanding of our national policies, aspirations and the value system, love and loyalty to the King and country, and the appreciations for and the pride of being Bhutanese.----The main thrust of the development of education during the Sixth Plan shall be, however, the consolidation and improvement of the existing facilities, enhancing the quality and relevance of education, teacher training and improving their remuneration and other service benefits.”<sup>16</sup>

The National Education Policy adopted in 1984 contained four main goals-

- a). Engaging Bhutan's human resource needs
- b). Enhance the relevance of educational content and also the processes of learning and teaching
- c). Inculcation of time-honored and religious values
- d). The advancement of adult education

The Sixth Plan has been made on the strategies of this National Policy.

Table 6.5: Education Sector Outlay in Sixth FYP (Nu. in Millions)

<b>Sl.No</b>	<b>Programmes</b>	<b>Current</b>	<b>Capital</b>	<b>Total</b>
1.	Primary Schools	183.316	47.439	230.755
2.	Junior High Schools	89.100	17.695	106.795
3.	High Schools	52.322	12.145	65.467
4.	College	16.768	5,000	21,768
5.	Teachers Training Institute	17.765	9.600	27.365
6.	Technical Institutes	21,920	10,000	31,920
7.	Rigney School	5.723	0.850	6.573
8.	Central Sanskrit Pathsala	0.000	1.000	1.000
9.	Blind School	1.023	2.000	3.023
	Sub Total	388,937	105,729	494,666
10	Direction and Support			
a.	Curriculum Development		8,832	8,832
b.	Inspectorate		0.650	0.650
c.	Board of Examination and Certificate		1.028	1.028
d.	Social and Cultural Development		0.500	0.500
e.	Agricultural Programme		10.850	10.850
f.	School Health Programme		0.712	0.712
g.	Technical Education Department		5.000	5.000

h.	Dzongkha Development			
i.	Printing and Publishing		7.500	7.500
J.	Teachers in service training		1.500	1.500
k.	Scholarship			
l.	Establishment of the Administrative centre for the University			
m.	Establishment	128.522	0.000	128.522
n.	Extended Classrooms		4,000	4,000
o.	World Food Programme		100.000	100.000
	Sub Total	143.522	140.572	284.094
	<b>Grand Total</b>	<b>532.459</b>	<b>246.301</b>	<b>778.760</b>

(Source-[www.gnhc.gov.bt/wp-content/uploads/2011/04/6th.FYP.pdf](http://www.gnhc.gov.bt/wp-content/uploads/2011/04/6th.FYP.pdf))

### **Programmes related to education**

The main programmes of the Sixth Plan were-

- (a) Coverage and outreach
- (b) Relevance of content
- (c) Process (teaching and learning)
- (d) Technical and Vocational education
- (e) Special education services
- (f) Non-formal education comprising adult literacy promotion

### **(a) Coverage and outreach**

Table 6.6: Number of students in schools and institutions (1987)

	Schools and Institutes	Number	Boys	Girls	Total
a.	Primary schools	148	26539	14149	40688
b.	Junior high schools	21	6884	4392	11276
c.	High schools	9	2760	1517	4277
d.	College	1	369	52	421
e.	National Institutes of Education	1	67	56	123
f.	Teachers Training Centre	1	16	8	24
g.	Royal Bhutan Polytechnic	1	172	03	175
h.	Royal Technical institute	1	313	-	313
i.	Simtokha Rigney School	1	442	-	442
j.	Blind School	1	23	07	30
k.	Sanskrit Pathsalas	5	258	89	347
	Total	192	37843	20273	58116

(Source-[www.gnhc.giv.bt/wp-content/upload/2011/04/6th.FYP.pdf](http://www.gnhc.giv.bt/wp-content/upload/2011/04/6th.FYP.pdf))

Table 6.7: Schools/ Institutions, Enrolment and Teachers (1990)

School/Institution	No. of Schools	Enrollment			No. of Teachers		
		Boys	Girls	Total	Nat.	Non- Nat	Total
Community Schools	46	2460	1518	3978	80	05	85
<b>Schools</b>							
Primary Schools	156	29582	18469	48051	972	700	1672

Junior Schools	21	6874	4693	11517	208	215	423
High Schools	10	2887	1580	4467	103	136	239
Sub-total	187	39343	24742	64035	1283	1051	2334
<b>Institutions</b>							
Sherubtse College	01	300	45	345	09	23	32
National Institute of Education	01	105	69	174	16	09	25
Teacher's Training Centre	01	40	19	59	11	05	16
Royal Bhutan Polytechnic	01	139	08	147	19	13	32
National Teacher's Training Institute	01	63	00	63	13	03	16
Simtokha Rigney School	01	595	81	676	24	02	26
Zangley Muenseling School	01	20	07	27	08	00	08
Sanskrit Pathsalas	05	267	191	458	16	00	16
Sub- total	12	1529	420	1949	116	55	171
Total	199	40872	25162	65984	1399	1106	2505

(Source- *Seventh Five Year Plan*, Main Plan Document, Vol.1, 1992/93- 1996/1997,

Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.73)

#### i). Primary Education

The target of the Fifth Plan was directed at a total of 140 primary schools, but it achieved more and so the Sixth Plan commenced with 148 primary schools in the country. The enrolment size in those primary schools also reflects the drive towards the goal of universal primary education. The Sixth Plan aimed to further increase enrolment rate as 6 percent annually and also to expand facilities, raises the quality and accessibility of primary education throughout the country. To fulfill the target 10 primary schools in rural areas, 2 in urban areas and 1 industrial project related

primary school was to be founded. In the middle of the plan period we find that there were altogether 156 primary schools which took the student through 1 year of pre-primary and 6 years of primary schooling. At the end of it the pupils sat for a common examination to get admission into junior high schools, mostly as boarders, throughout the country.

ii). Community Schools

What was earlier known as Extended Classrooms (ECR) became, under the Sixth Plan, community schools which were founded and look after by the community with lowest number of 30 students, within a 1 hour walking distance from the school. They were allotted with one or two teachers by the Education Department. Due to an easier reach to schools, community schools led to an extension in the number of attendance, especially of girls. In the above table listed above we find there were total 46 community schools in the country.

iii). Secondary Education

The Sixth Plan decided to discontinue the common examination in class VI in 1995 and introduced the first common examination in Class VIII. Emphasis was laid on the secondary and technical education as well as vocational training to cater the manpower needs. To promote the capacity and effectiveness of the secondary education it was decided to phase out all primary sections in all high schools while two of the junior high schools would be upgraded to high schools and one new junior high school would be added. In the year 1990 Nanglam Junior High School was opened while Mongar Junior High School was upgraded to a high school and Class XI-XII courses were introduced in Yangchenphug High School in Thimphu in 1989 and at Simtokha Rigney School.<sup>17</sup>

iv). Higher education and Teachers Training Institute

Notwithstanding the functioning Teachers' Training Centre at Paro, the country had only two institutes for higher studies in the form of Sherubtse College and the National Institute of Education (NIE). The Sixth Plan moved to expand facilities and enrolment was increased in both the College and NIE. The NIE had, in fact, started offering Post Graduate Certificate in Education, while honours courses were started in some subjects in Sherubtse College.

**(b) Relevance of Content**

Modern education system in Bhutan was totally structured on the Indian system and so in the Sixth Plan emphasis had been given to reform the structure to make it

run more in accordance with the Bhutanese environment and society. Curriculum in the schools was reoriented to-

- a. Provide to the students with academic knowledge and practical skills linked with their practical lives.
- b. Advance patriotism and ethical values among the students to become citizens committed to the King and the country.
- c. Foster among the children an understanding and appreciation of Bhutanese culture and a sense of unity in spite of linguistic and regional differences.

**(c) Process (teaching and learning)**

The most important part in the teaching and learning process is the teachers. Therefore the Sixth FYP laid great stress on developing quality and competence of the teaching faculty through the development of methodology of teaching. The New Approach to Primary Education (NAPE) project had been started to accelerate the procedure of teaching and learning. Various mechanisms such as tests, interviews, promotions and in-service course were introduced to build up an efficient teaching force and to attract quality people in this profession.

In 1987 the graduates from Paro T.T.C. was a humble 10 and this swelled to a respectable 70 in 1992 and similarly at Samchi from 36 in 1987 to 70 in 1992. Decision was taken to establish a new T.T.C. at Kanglung.<sup>18</sup>

It was decided that assessment system up to class X was localized giving flexibility to the system with the Bhutan Board of Examinations coordinating the task. The Board also functioned as the central authority for certification and maintaining standardization for the entire vocational courses in the country.

**Facilities**

Sixth FYP laid emphasis on the enhancement of physical facilities in the schools such as class rooms, hostels, staff quarters, sanitation facilities, electricity, play grounds and sports equipments etc. Adequate teaching learning resources such as library books, teaching aids and science equipments were to be supplied. A cell under the Department of Education was to monitor about the available services in the schools. Local community and parents were to be mobilized for construction and

maintenance of school buildings. Health and hygiene standards were to be implemented through the educational health support programme.

**(d) Technical and Vocational education**

The Sixth Plan period supported technical and vocational education in response to meet the available opportunities for craftsmen and the technicians. A diploma course in Mechanical Engineering was introduced in the Royal Bhutan Polytechnic in Deothang in the plan period while there were already diploma courses in civil and electrical engineering. The total student capacity too had been increased. It was decided that the Royal Technical Institute in Phuentsholing was to compress its 4 year to 3 so as to enable more graduates each year and the course was to be revised in the light of changing demands. Certificate courses were offered by the Royal Technical Institute in three main trades: (i) electrical, (ii) general mechanics and (iii) motor mechanics with four allied trades of fitting, carpentry, welding and sheet metal trade. During the Sixth Plan, a trade school was founded in Phuentsholing to conduct courses on carpentry, masonry, plumbing and students mainly were who have dropped out from class VI.

**Royal Institute of Management**

The RIM provided in-service instruction for government and private sectors employees. Its courses included personnel management, financial management and audit, report writing, decentralized rural development, policy orientation and computer training. A Library Learning and Documentation Division was commenced to link with institutions outside the country for the exchange of information.

**(e) Special Education Services**

There were 5 Hindu religious and linguistic schools called Sanskrit *Pathsalas* in southern part. There was only one school in the country to handle the disabled, Zangley Muenselling Blind School, and the Sixth Plan put importance on the education of the other disabled and handicapped people by providing suitable facilities. Other special educational services included the Forestry Institute in Taba, the National Agricultural Training Institute in Paro and the Natural Resources Training Institute at Lobesa.

### **(f) Non-formal education comprising Adult Literacy programme**

Despite the several Five Year Plans, in the eighties of the last century, a vast majority of people was outside the purview of functional literacy programme. According to the Govt. policy initiatives were taken in the Sixth Plan to offer educational and literary services to these diverse groups. So non- formal education, or programme for adult literacy, was introduced for those who did not have the opportunity to avail formal education and also for school dropouts at very early stage.

#### **Govt. Scholarships**

It was decided that all Government scholarships for primary and secondary education in India, i. e., up to ICSE would be discontinued after the year 1988 academic year. The Govt. took this decision in pursuance of the national policy to make education more relevant to the national needs and aspirations and also due to the budgetary constraints as schooling in India was much more expansive than those in Bhutan. The intention of the Department of Education was to utilize the savings from the withdrawal of scholarships in Kalimpong and Darjeeling for improving the facilities of some of the schools within Bhutan.<sup>19</sup>

#### **Constraints in the development of education**

Adequate enrolment figure was not there at the beginning of Sixth FYP. There were various reasons behind this: (a) The lack of facilities in the schools was a major problem, (b) the remoteness of schools and therefore the children had to walk a lot, ranging from 30 minutes to 4 hours, particularly more problem in case of girls, (c) the remoteness also created problems for regular attendance, and (d) the education sector was stifled by inadequate trained national primary teachers. The shortage of trained teachers was the most severe problem affecting development in education sector.<sup>20</sup> Understandably, the number of primary school dropouts was very high, averaging 13% in 1990 at the end of Class VI and about 32% children did not carry on their education at the secondary stage.<sup>21</sup> It also came to notice that those students, who left school, specially from higher primary classes, were not willing to go back to village and many of those who remained in rural areas were found to be over-aged.

Concerning this important factor the Royal Government had introduced the NAPE in this Plan period where curriculum was appropriate to the standard and need of the children so that they might get interest to continue their study.

The main emphasis of the Sixth FYP was to develop technical and vocational education to supply skilled manpower needed for the rapid progress of the country. One of the major achievements of this Plan period was the initiation of non formal education programme for those who could not avail formal system.

### **Seventh Five Year Plan (1992-93 to 1996-97)**

Table 6. 8: Outlay in Education Sector in the Seventh FYP

Capital	Current	Total	% of Total Plan outlay(15590.7)
683.00	1055.00	1738.00	11.2%

(Source- *Seventh Five Year Plan*, Main Plan Document, Vol.1, 1992/93- 1996/1997, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p. 42)

### **Objectives**

The broad objectives of the 7<sup>th</sup> Plan for the education sector were (a) improving people's quality of life, (b) developing human resources, (c) assist the population to take part in the development process and (d) preserving the country's culture.

The specific objectives were-

- (a). Increase the coverage of education to meet the target to universalize primary education by 2000, Upgrade the quality of education within the structure of New Approach to Primary Education.
- (b). Improve literacy through non-formal and adult literacy programme.
- (c). Increase educational opportunities for the disadvantaged and disabled people.
- (d). Strengthen technical and vocational education.

### **Strategies for Achieving Objectives**

- i). Increase the number of community schools in order to fair distribution of education facilities. Achieve wider participation of communities in the foundations and protections of community schools.

ii).Sustain progress in the curriculum to meet the requirements of the population and the economy.

iii). Improve the efficiency in the delivery of educational services.

iv).Increase the number of national teachers.

i). Increase Access to Education

In order to have universal access to primary education by 2000, the number of students in primary education system at the end of Seventh FYP was targeted to 100,280 targeting an annual growth rate of 6.85%.<sup>22</sup> More importance had been put on educationally backward areas and on girls. Due to the increase in the number of students in the existing schools there was a need to extend the facilities in those schools at the same time construction of new schools was also a necessity. To improve the quality of education in the community schools the Department of Education determined to send the best teachers to these schools. The communities were encouraged to involve themselves in the choice of school sites, foundation of buildings and maintenance of those. To increase the enrolment of girls in the higher level of education it was decided to make availability of boarding facilities with lady warden.

ii). Improving the Quality of Education

By 1997 all primary level education came under the program of New Approach to Primary Education. More stress was given on *Dzongkha* text books, elementary agricultural economics; environmental conservation along with population and health education. During the Seventh FYP text books were also written for subjects such as- English, History, Geography, Chemistry, Biology etc.

Bhutanese students sat for the Indian Certificate of Secondary Education(Class X) and Indian School Certificate (Class XII). Bhutanese Secondary Examination was introduced by 1995 under the Bhutan Board of Examination.

Curriculum was also developed for higher secondary level which not only included re-writing the existing textbooks but also to give thrust to diverse subjects like arts, crafts, computer science, agriculture, carpentry etc. A physical education

curriculum was also developed by the Department of Education which included both traditional and modern sports.

In the academic year of 1988-89 an average of 10 percent of students constituted dropouts and 25 percent were repeaters.<sup>23</sup> With the introduction of activity centered NAPE it was expected to reduce the rate of repeaters and dropouts. A system of continuous classroom assessment of students was encouraged to decrease repeaters and dropout rates.

iii). Improving the Efficiency in Delivery of Educational Services

The Government assigned high priority to the education sector through financial outlay. More importance was given to community in the building of community schools and its maintenance, bus service etc. In some cases, instead of constructing new schools, a few were relocated to improve enrolment. Boarding facilities provided to encourage increase enrolment in far flung areas.

For the first time entrepreneurs were permitted to set up private primary schools with assured incentives from the Department of Education to make this venture attractive. Improvement was brought about in the administrative powers of the Education Department and the District Education Officers.

iv). Increasing the Numbers and Skills of National Teachers

Shortage of trained national teachers was one the main hindrances behind the development of primary education. It was also recognized that in the primary stage education sector there was a high number of pupils in the lower classes resulting in crowding. Conversely, in the higher classes there were a low number of students resulting in low utilization of teacher time. To enhance the utilization of teachers time a multi-grade teaching system was introduced. The increased number of pupils paralleled an increased need in the number of teachers, particularly the national teachers, and so the Seventh plan sought to address this issue increasing the existing capacity of all teachers training courses. However, the following table shows that the output was not satisfactory.

Table 6. 9: Output of Teachers in the 7<sup>th</sup> FYP

Institute/Course	1990		1997	
	Enrollment	Output	Enrollment	Output
TIC, Paro	60	29	300	135
NIE, Samchi				
PTTC	123	44	160	72
B.ED	71	20	90	25
P.G.C.E	15	10	25	23

(Source- *Seventh Five Year Plan*, Main Plan Document, Vol. 1, 1992/93- 1996/1997, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.81)

In order to progress the quality of education there was in-service training system for the untrained national teachers. These training programmes included multi-grade teaching, school administration etc. Workshops and short courses on specific subjects and pedagogy were also organized in various levels. Distance education system was also introduced for teachers without having to travel long distances.

### Achievement in the Plan period

#### i). Higher Education

Sherubtse College, Kanglung, in Eastern Bhutan was affiliated to the University of Delhi. The Department intended to improve Sherubtse College, The Simtokha Rigney Institute, and Royal Bhutan Polytechnic through the foundation of a University. In Seventh FYP period the basic infrastructure such as laboratories, equipments, buildings and also the academic competence had increased in Sherubtse College and in order to upgrade to an autonomous body a decision was taken to transfer the B. Ed and P.G.C.E course from NIE, Samchi to Sherubtse. Simultaneously, the Class XI and Class XII courses were handed overs to 4 high schools -Jigme Sherubling , Drugyel (Paro) , Shemgang and Punakha.

Table 6.10: Enrolment at Sherubtse College (1990)

Stream	Male	Female	Total
Arts, Class XI & XII	95	17	112
Science Class XI & XII	114	14	128
Commerce, XI & XII	39	15	54
Sub Total Class XI & XII	248	46	294
Arts, Degree Course	85	14	99
Science, Degree Course	41	04	45
Commerce, Degree Course	55	04	59
Sub Total Degree Course	181	22	203
<b>Total</b>	<b>429</b>	<b>68</b>	<b>497</b>

(Source- *Seventh Five Year Plan*, Main Plan Document, Vol. 1, 1992/93- 1996/1997, Planning Commission, Royal Government of Bhutan, Thimphu, Bhutan, p.81)

Simtokha Rigney School, the main source of *Dzongkha* language teachers, offered courses only up to Class XII and so the Seventh Plan it was decided to develop infrastructure and curriculum of the school to enable it to provide degree level studies in *Dzongkha*.

#### ii). Technical and Vocational Educational

Appraisal and updated was done of technical and vocational education the existing courses so as to bring improvements in these fields. The workshop in the Royal Bhutan Polytechnic was refurbished with appropriate tools. Hostels were constructed which included a girls' hostels in order to encourage girls' enrollment in technical and vocational education. The Royal Technical Institute's infrastructure and curriculum were improved and a girls' hostel was also built. The enrolment capacity of the National Trade Training Institute had been improved from 60 to 100, and also the number of instructors and physical facilities had been improved.<sup>24</sup> In order to cope

with the necessity for the supply of technical personnel the decision was taken to establish two more trade schools, one positively in Eastern Bhutan.

#### Royal Institute of Management

Keeping in focus the need to strengthen training to the executives, supervisory and office support personnel, the Library Learning Resources and Documentation Division were extended. RIM also established links with reputed foreign institutions to get assistance in its development.

#### iii). Adult and Non-formal Education

Adult education programme met the basic educational needs of the population as far as the three Rs were concerned. An adult literacy programme was developed targeting around 3000 people and the Department of Education carried out various programmes. For the school dropouts Non-formal Education programmes was developed. The community schools were the place for adult and non-formal education programmes. The foundation of the community schools within easier reach of the community led to an increase in the number of children attending schools, specially girls.<sup>25</sup>

#### iv). Education for the Disabled and the Disadvantaged

In the whole country there was only one school for the disabled and disadvantaged groups-the Zangley Muenselling Blind School. In the Seventh FYP a survey was carried out to assess the nature of disabled persons and based on these special programmes and facilities were provided to integrate the disabled into regular schools. In spite of some initiatives in the field of education and the development of modern education it was decided that where specialization is needed scholarships would be provided to the students for further studies abroad.

The main target of the Seventh FYP was to enhance the literacy level in the primary level of education as much as possible to fulfill the goal of universalization of primary education by 2000. It was for the first time the Royal Govt. of Bhutan gave emphasis on the education of disabled and disadvantaged persons during this Plan period.

## **Evaluation of the Five Year Plans**

One has to tread with extreme caution and hesitation in accepting the information put up by the Government of Bhutan. Having gone through the official plan documents from the printed sources and documents posted in the internet one is able to get some ideas of the educational development in the First to the Seventh Five Year Plans. The words “some ideas” is deliberately used because the data and information posted in the official internet websites in a previous plan period is often contradicted by the data given in the next plan period. The difficulty in coming to a lucid and acceptable conclusion becomes even more frustrating for some of the Departments simply stifle a research under the excuse that a file quoted and footnoted in one book or document as belonging to that Department is not to be found in the given office.

Let us consider the figures regarding the total pupils in the rosters in the first three Five Plan periods. The students’ enrollment is seen to decrease over the period of 10 years whereas it is common sense that it should have actually increased. At the end of the First FYP period the figure given is 15,000<sup>26</sup> students but the report in the Second Plan shows that the total enrollment was 14,540<sup>27</sup> or a reduction of 460 students. The official figure at the end of the Third Plan revises the previous figures stating that at the end of the First Plan the number of pupils was 7,000<sup>28</sup> a reduction 8000 from the original count which is more than half the student population. It also gives figure the student population for the Second Plan as 9,000. The figures are either confusing or simply fail to make sense. Without putting any motive into the reason for the high figures given in the first two Five Year Plans I would say that the data given in the first two Five Plans were inflated and that the number given in the Third Plan regarding the First and Second Plan of 7,000 and 9000 students, appears to me more realistic and therefore more acceptable. It must be added with emphasis that there are many in Bhutan who strongly disagree and claim the enrollment was far less. To mention one strong example, Jagar Dorji, an educationist of eminence in Bhutan, has mentioned that at the beginning of the First Plan period there were only 400 students in the whole country.<sup>29</sup> So there are major differences, which should never have been there, especially in the figures concerning the budget allocation for the successive Plan periods, viz First to Seventh Plan, I am accepting the data of budget allocation for those periods with minor corrections and even the glaring discrepancy

of the figures related to education by independently attempting to arrive at figures as acceptable and real as possibility. I take the liberty to presume, with hindsight behind me, that Bhutan was just beginning to learn the importance and the need for documentary preservation, accuracy in accounting for monies related to revenues earned, grants received, loans obtained and expenditures met.

In the absence of adequate past experiences and poor data preserve, development pattern were subject to continuous reviews and changes. Thus, the total expense varied substantially from the original plans. From the data given in the Sixth FYP we get the figures of actual financing from First to Fifth Plan. The total expenditure in the First Plan was Nu 107.2 million<sup>30</sup> against a proposed outlay of Nu 174.7 million.<sup>31</sup> The Second Plan's expenditure was Nu 202.2m<sup>32</sup> against a proposed Nu 221.4m.<sup>33</sup> The trend took a dramatic turn in the following Plan periods where the underutilization changed to overspending. In the Third Plan Nu 475.2m<sup>34</sup> was spent against an allocation of Nu 355m.<sup>35</sup> In the Fourth Plan Nu 1,106.2m.<sup>36</sup> was utilized against the proposed Nu 900.9m<sup>37</sup>, and in the Fifth Plan period Nu 4711.2m<sup>38</sup> was consumed whereas the proposed outlay was Nu 4338.1 m<sup>39</sup>. Similar trend was seen in the Sixth Plan period where the expense was Nu 11036.8m<sup>40</sup> whereas the budgeted figure was Nu 9559.2m.<sup>41</sup>

Thus it is seen that the amount differs from the original and the approved outlay. From these figures it is evident that in at the early phase consumption was below expectation while later on the expenses overshot the proposed outlay. Similarly, we find expenses going topsy-turvy in the education sector. In the First FYP, Education was allotted 5.72%<sup>42</sup> of the National budget but the expenditure was 8.77%<sup>43</sup> and in the Second Plan against a provision of 12.47%<sup>44</sup> there was an increased spending of 17.66%.<sup>45</sup> A reversal is seen in the following years whereby against an allocation of 20.3%<sup>46</sup> in the Third Plan only 18.96% was utilized<sup>47</sup> and in the Fourth Plan only 12.16%.<sup>48</sup> was spent against an allocation of 14.94%<sup>49</sup> of the National Budget. In the Fifth Plan there was a marginal increase in expenditure with 8.7%<sup>50</sup> of the National Budget being utilized against an outlay of 7.88%.<sup>51</sup> The drift towards overshooting the budget allocation was also witnessed in the Sixth Plan period where the actual expenditure was 10.9%<sup>52</sup> against a proposed provision 8.14% of the budget.<sup>53</sup>

Despite some inconsistencies in the figures I have taken the liberty to include the most probable figures in regard to the budget amount and allocations in the various Five Year Plans. With that backdrop in place I propose to compare the allocation of budget for (a) education with other sectors and also (b) the percentage of budget outlay for education out of total budget. This should reflect a relatively clear picture of the Government's intention to improve the educational position of the country.

In the First FYP (1961-62 to 1965-66) the total budget was 1747 lakh rupees. The highest priority in the First Plan was to break free from the long practiced isolation and it was natural that building communication link, mainly surface communication, grabbed the major portion of the budget. Consequently, construction of roads was viewed not just as a necessity but as an urgency and was allocated a massive amount of 35.49% of the National Budget which amounted to 620 lakh rupees.<sup>54</sup> The second priority was given to the education sector and 100 lakh rupees and was targeted at the primary infrastructural development in the field of education. So, from the very beginning Planning Commission had prioritized the country's educational development as one of the most important tool in nation building and in finding a place in the comity of nations. In the Second FYP (1966-67 to 1970-71) the highest budget allocation was made to what has been given as "BES" (a grouping of roads, water supply, electrification under one heading) with an amount of 7.54 lakh rupees which consisted 34.05% of the total budget.<sup>55</sup> Statistically the second priority was given to agriculture with an amount of 3,850 lakh rupees, consisting 17.38% of the total budget.<sup>56</sup> Education was relegated to the third position and budget allocated for this sector was Rs. 276 lakh rupees out of the total outlay of Rs. 22, 14, 00, 000 which was nearly 12.47%. The drop in the position of education to the third position must not be viewed in isolation simply because of the colossal increase in the amount of financing. In the previous Plan only 100 lakh was provided whereas the Second FYP elevated the funding to 2,76 lakh rupees. So it is patently clear that despite a major shift to other sectors education was not neglected. Planning Commission had given emphasis on accelerating the level of education for improving the quality rather than quantity and to build up national manpower. The Third FYP (1971-72 to 1975-76) period was most important in the sense that in the year 1971 Bhutan became the member of the United Nations so there was focus to modernize the country and to

ensure a measure of prosperity to the countrymen. The total amount of the Third Plan outlay was Rs 3,550.00 lakh and social service sector was given the top most priority pushing down agriculture and communication development in importance. Social service sector included education, health, water supply, sanitation and urban development and budget allocated for this sector was Rs. 1,085.50 lakh consisting 30.57% of the total budget.<sup>57</sup> This was for the first time that initiative was taken for technical education with a budget specifically allocated for that purpose. Budget allotted for general education amounted to Rs. 633 lakh and Rs.87.50 lakh for technical education, total Rs. 720.50 lakh which was nearly 20.3% of the total budget outlay. Here also we find that the amount for education more than doubling the previous Plan allocation. The fact of interest here is that the country had begun to pay some importance to technical education. In the Fourth FYP (1976-77 to 1980-81) there was an endeavour to improve the living standards and efforts were made for expansion of the basic necessity like education. The total budget outlay was Rs. 9008.86 lakh, out of which agriculture was given the top most priority with an amount of Rs. 1561.71 lakh which amounted to 17.33% of the total outlay.<sup>58</sup> Rs. 1346.01 lakh was allotted for education which was the second highest allocation or 14.94 % of the total budget outlay. The above figures clearly show that education sector was always held with respect and importance.

In one of the most ambitious plan undertaken by the Royal Govt. the total budget outlay for the Fifth FYP period (1981-82 to 1991-1992) of Nu./Rs. 43381 lakh (4338.1m) the education sector was allotted Nu./Rs. 3400 lakh (340m). This was so far and expectedly there were certain changes from the previous plans. Because emphasis was given to the revenue generating sectors, industries commanded the highest position of the outlay with 17.4%, followed by power-16.5% of the total outlay; these were followed by public works 12.4% and agriculture 11.5%.<sup>59</sup> The outlays on social sector, particularly education showed a decline to 7.88% of the total outlay. Perhaps investment in this field was lower because a greater proportion of the outlays would have to be devoted only for the maintenance of the infrastructure already established and expansion was at a minimum. In other words the emphasis was to consolidate and improve rather than extend and expand the educational system. Plan outlays had been growing at an impressive rate. In the Sixth Plan outlay the total budget was Nu/Rs. 95592.39 lakh (9559.239m) out of which education's share was

Nu./Rs. 7888 lakh (778.8m). Power and Trade & Industries had gained significant share increase comprising of 13.34%, next was the Public Works Department with 13.05 % out of the total budget.<sup>60</sup> Sixth Plan's priorities did not deviate too far from the Fifth Plan to education sector allocating nearly 8.14 % of the total plan outlay. In this Plan emphasis was given to promote nation's rich cultural heritage and Sanskrit *Pathsalas*, *Shedras*, *Dubdra*, *Rigney* schools etc were improved and foundation of new institutions were given great importance. Included among the other strategies in the educational system was the promotion of loyalty to the monarchy, fostering communal harmony and to realize the values of the Bhutanese system. In the Seventh FYP total budget allocation was Nu/Rs 155907 lakh (15590.7 m), out of which social service sector was given the highest priority, 22.7 % of the total outlay.<sup>61</sup> Department of education was allotted an amount of Nu/Rs 17380 lakh (1738 m) which was 11.2% of the total budget allocation. Some expansion took place in the field of education with the Government encouraging communities to establish schools by themselves. Emphasis was given on improving the quality of service.

If we observe the pattern of growth of the Plan outlays we find an increase of Nu/Rs 5,221.13 million from the Fifth to the Sixth FYP and a further increase of Nu/Rs 6030.77 million in the Seventh Plan. With this massive infusion of cash real progress took place in the Seventh FYP i.e., the year 1997 which is the ending year of my study.

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