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## Youth Affairs and Sports and Art and Culture

### 2.1 YOUTH AFFAIRS AND SPORTS

#### YOUTH AND ADOLESCENT DEVELOPMENT

2.1.1 The adolescents and youths are the most vibrant and dynamic segment as well as potentially most valuable human resource of every country. While the youth population is fast shrinking with higher dependency ratios in the developed world, India is blessed with 70% of her population below the age of 35 years. In the next few decades India will probably have the world's largest number of young people. The population between the age of 10–19 years is approximately 242 million, the largest ever cohort of young people to make a transition to adulthood. The time has never been better to invest in our young people. Efforts, therefore, need to be made to harness the energy of the youth towards nation-building through their active and responsive participation.

#### Existing Schemes and Programmes

2.1.2 At present, 12 schemes and programmes are being implemented for the development of youth and adolescents. These schemes can be broadly categorized into two groups, viz., youth based organizations and youth development activities. The NYKS and National Service Scheme (NSS) are the two flagship programmes encompassing a major part of its activities in institutional, functional, and financial terms (60%). The Rajiv Gandhi National Institute of Youth Development (RGNID), established in 1993, has been

engaged in education, training, and research on youth development. The scheme of Youth Hostel aims at promoting youth travel and provides boarding and lodging facilities at very subsidized rates. The National Service Volunteers Scheme (NSVS) and Rashtriya Sadbhavana Yojana (RSY) aim at providing opportunities to educated youths other than students to involve themselves voluntarily in youth and community developmental activities. The schemes are for performing activities related to vocational training, development of adolescents, national integration and adventure, for which financial assistance is provided to NYKS and other NGOs/institutions. Grant-in-aid is provided to Bharat Scouts and Guides for conducting training camps and holding of jamborees, etc., throughout the country. The scheme of 'Cultural Youth Programmes with Commonwealth Countries' is an effective institution for promoting exchange of ideas, values, and culture among youth and strengthens better relations.

#### Performance during the Plan Period

2.1.3 In the temporal context, to harness the *Yuva Shakti* in nation-building several programmes for national discipline, leadership training, expansion and strengthening of the NSS and NYKS, launching NSVS, effective coordination amongst different programmes were introduced in successive Plan periods. However, the sector received a boost in the Seventh Plan, when a National Youth Policy was enacted and a Plan of Action formulated in 1992. The thrust in the Eighth

and Ninth Plans was on harnessing youth power by involving them in various community-based nation building activities.

2.1.4 The major thrust of the Tenth Five Year Plan was on involving the youth in the process of planning and development and making them a focal point of the development strategy, by providing proper educational and training opportunities, access to information on employment opportunities including entrepreneurial guidance and financial credit and the programmes for developing among the youth qualities of leadership, tolerance, open mindedness, patriotism, etc. The NYKS was to be expanded to cover all the districts in the country together with expanding the network of Youth Clubs to cover at least 50% of the more than six lakh villages. At least one Youth Development Centre was to be set up in each of the country's 6200 blocks. Besides, 500 rural Information Technology Youth Development Centres were envisaged to be set up. The NSS was to be expanded to cover all degree colleges and +2 schools, while the RSY was to extend its reach to 500 districts. RGNIYD was to be developed into an apex national centre for information, documentation, research and training in respect of youth related issues. However, desired expansion and envisaged activities for various institutes could not materialize fully. Hence, the review of Planning Commission suggested restructuring and overhauling the institutional arrangement to meet the stated goals. A major drawback was the lack of involvement of State Government in various programmes of Ministry of Youth Affairs and Sports. Other dysfunctionalities include over centralized system and procedures, acute problems of utilization certificate, and sub-optimal performance of scheme activities.

2.1.5 The NSS has been included as one of the priority areas under the National Common Minimum Programme (NCMP), which emphasizes the need to provide opportunities for the youth to involve themselves in national and social development through educational institutions. Under the revised 20-Point Programme, RSY and NSS have been made a part of the specific monitorable targets. The NSS motto 'you, not me' seeks to invite a spirit of volunteerism and community service in youth minds.

#### Review of Performance during the Tenth Plan

2.1.6 As against the Tenth Plan outlay of Rs 677.64 crore, an amount of Rs 642.06 crore was provided in the annual plans and the aggregate expenditure was Rs 522.64 crore accounting for 77% of outlay and 81% of allocations (Annexure 2.1.1). The physical achievements under the various schemes were short of the target. The NYKS could not extend its activities beyond 500 districts that were covered by end of the Ninth Plan. A logical linkage between grassroots youth organizations such as youth clubs, sports clubs, *mahila mandals*, etc., and NYKS could not fully materialize. Although the progress of NSS has been relatively better, it had not kept pace with desired expansion to universities, colleges, and +2 school networks. RGNIYD continued to suffer teething problems and could start functioning only during the latter part of Tenth Plan. Presently, there are 72 youth hostels, 18 are under construction, and 32 have been approved in-principle. Only a few government-owned youth hostels could get affiliation to the International Youth Hostels Association as they failed to meet the prescribed standards on accommodation, reception, hygiene, security, etc. The mega youth exchange programme with China, as a part of the activities during the India–China Friendship Year, 2006, has however, been a major success.

2.1.7 Considering huge and ever-increasing youth population in India, and to achieve the goals set for the Tenth Plan, the National Youth Policy 1998 was replaced by a New National Youth Policy-2003 with four thrust areas, viz. (i) Youth Empowerment; (ii) Gender Justice; (iii) Inter-sectoral Approach; and (iv) Information and Research Network.

2.1.8 The policy accords priority to the following groups of young people including (i) Rural and Tribal Youth; (ii) Out-of-School Youth; (iii) Adolescents, particularly female adolescents; (iv) Youth with disabilities; and (v) Youth under especially difficult circumstances like victims of trafficking, orphans, and street children.

#### Approach and Strategy for the Eleventh Plan

2.1.9 The Eleventh Plan envisages a holistic approach and comprehensive strategy to enable the development and realization of the full potential of the youth in the

country and channelize their energy towards socio-economic development and growth of the nation. To achieve the goals of empowering and enabling the youth to become effective and productive participants in the socio-economic changes, a de novo look at the existing policies, instruments and institutions, initiation of innovative policies, efficient and effective instruments, and creative ways to rejuvenate institutions would be taken up. Synergy and convergence of efforts will be ensured. Evaluation of existing schemes/programmes, through an independent agency, would be mandatory and restructuring of schemes under Zero Based Budgeting (ZBB) will be a regular annual budgetary exercise.

### Programmes for the Eleventh Plan

#### (i) NEHRU YUVA KENDRA SANGATHAN (NYKS)

2.1.10 The thrust of the NYKS would be on a consolidating, expanding, and energizing the youth club movement. There would be a paradigm shift in the manner of its functioning and implementation. The services of NYKS would be utilized for fostering secular values, national unity, and against extremism in the country through a number of existing and new programmes. A flexible approach would be adopted to register active clubs. The youth clubs would be regrouped into three categories 'A', 'B', and 'C' as per their performance and activeness. Focus would be on encouraging the clubs to move up the ladder and become active and self-sustaining/self-reliant. The reach of NYKS would be extended to all 609 districts in the country. Female membership would be increased

through special campaigns. Computerized Management Information System (MIS) would be introduced for monitoring purposes. The selection procedure for filling up the posts would be reviewed. NYKS would involve State Governments in implementation of various programme activities.

#### (ii) NATIONAL SERVICE SCHEME (NSS)

2.1.11 NSS would be strengthened and expanded from 2.60 million to 5.10 million volunteers and made more effective through qualitative improvements in the programme activities. NSS would be extended to uncovered universities, colleges, technical institutes, and senior secondary schools. The feasibility of extending NSS to class IX will be examined separately. The funding pattern would be revised from the existing 70:50 to 75:25, at par with National Cadet Corps, for normal States and 90:10 in the case of NE States.

#### (iii) RAJIV GANDHI NATIONAL INSTITUTE OF YOUTH DEVELOPMENT (RGNIYD)

2.1.12 RGNIYD would be developed as the apex institution with the status of Deemed National Youth University in the country. The Institute would provide special focus on youth leaders from PRIs and will be developed as an International Centre of Excellence on youth development. The collaboration of RGNIYD with the Commonwealth Youth Programme (CYP) Asia Centre, Chandigarh, would be strengthened to enable a higher level of international participation.

#### (iv) YOUTH HOSTELS

2.1.13 To encourage youth travel, youth hostels are envisaged at historical, cultural, and tourist places in the country as a joint venture between the Central and the State Governments. The construction and maintenance and operations could be taken up in a self-sustaining manner in the PPP/franchising mode. Some portion of the hostels could also be earmarked with differential tariff and facilities so as to generate additional resource to meet maintenance and up keep of the campus.

#### (v) NATIONAL PROGRAMME FOR YOUTH AND ADOLESCENT DEVELOPMENT

2.1.14 The programmes/schemes being funded through grant-in-aid/financial assistance under 'Yuva

#### Box 2.1.1

##### Objectives of the Eleventh Plan— Youth Affairs

- Holistic adolescent development through convergence of schemes;
- Overall personality development of youth and provision of life skills;
- Youth empowerment through restructuring and expansion of youth programmes;
- Greater female participation in youth development programmes;
- Special focus on engaging rural youths in nation-building activities transcending beyond social, economic, religious, and linguistic boundaries.

Shakti Abhiyan' for youth and adolescent development will be restructured and placed under a single scheme namely, 'National Programme for Youth and Adolescent Development'. Considering increasing population of adolescents in future, Eleventh Plan recognizes adolescents as individuals with their own rights, aspirations and concerns, thus emphasizing a shift away from the welfare approach to a rights and empowerment oriented approach. The thrust areas of Eleventh Plan will consist of highlighting the need to extend coverage to adolescents in the various schemes of the Ministry of Youth Affairs and Sports and strengthening of the existing scheme of Financial Assistance for Development and Empowerment of Adolescents on holistic approach.

(vi) OTHER SCHEMES

2.1.15 The volunteers under NSVS and RSY are the backbone of NYKS. These schemes should be merged with NYKS and should be renamed as 'National Volunteer Scheme'. The existing scheme, namely, CYP would be strengthened. The mega youth exchange programme with China will be continued as a regular feature. Scouting and Guiding would be continued with renewed focus to develop the character of young boys and girls and inculcate in them a spirit of patriotism, social service, and communal harmony. There is a wider scope for PPP especially in respect of adventure sports, tourism, and eco-tourism. A road map will be drawn through a stakeholders' consultative process to broad-base the movement and mainstream it as a part of a larger India Youth Network.

SPORTS AND PHYSICAL EDUCATION

2.1.16 Every civilization has evolved and developed its own indigenous modes of physical endeavour and healthy social interaction through a variety of games and sports forms and events. There has been an intrinsic component of education and development of the human personality in philosophical texts of ancient Greece, the progenitor of the Olympic movement. In India, sports and games as a vital component of social and cultural life are embedded in the heritage right from Vedic as well as in Buddhist and Jain literature. Swami Vivekanand has been the principal exponent of sports culture in the country. He advised 'Be strong my young friends, that is my advice to you. You will be nearer to heaven through football than through the study of the Gita'.

2.1.17 The Eleventh and Twelfth Plan periods would be full of international sports events in the country. The World Military Games are proposed to be held at Hyderabad in 2007, the Commonwealth Youth Games (CYG) would be held in Pune in 2008, followed by the main Commonwealth Games (CG), 2010 in Delhi. The main aim behind the organization of such games has to relate to development of a sports culture and world-class sports facilities across the country, and a significant improvement in the levels of excellence, in terms of performance and medal-winning abilities of our sportspersons at the national and international levels. The existing policy and programmes need to be reviewed and the strategy and activities chalked out accordingly.

**Box 2.1.2**

**Commonwealth Games (CG) 2010 and Commonwealth Youth Games (CYG) 2008**

- The CG will be held in Delhi during 3–14 October 2010.
- CG 2010 will host 17 disciplines that will be held in the newly constructed and existing indoor/outdoor stadiums, developed by various agencies like Delhi Development Authority, Delhi University, Sports Authority of India (SAI), All India Tennis Association, and National Capital Territory of Delhi. The New Delhi Games Village will be set up on a 63.5 acre site with the accessible capacity of 8500 athletes and officials. The residential Zones of the Games are being developed on PPP basis. The tentative estimated outlay is Rs 6304 crore.
- The existing stadiums will be used for sports, viz., Archery, Aquatics, Athletics, Badminton, Boxing, Cycling, Elite Athletes with Disability events, Gymnastics, Hockey, Lawn Bowls, Netball, Rugby 7s, Shootings, Squash, Table Tennis, Tennis, Weightlifting, and Wrestling.
- Prior to CG 2010, third CYG will be held from 12–18 October 2008 at Pune. The CYG covers Athletics, Badminton, Boxing, Shooting, Swimming, Table Tennis, Tennis, Weightlifting, and Wrestling. Planning Commission provided Rs 210 crore and Government of Maharashtra Rs 100 crore for sports infrastructure development of CYG, Pune.

**Performance during Plan Period**

2.1.18 The National Sports Policy, 1984, was the first move towards developing an organized and systematic framework for the development and promotion of sports in the country, and the precursor of the present National Sports Policy, 2001. The policy, inter alia, emphasized the need for making sports and physical education an integral part of the curriculum. This resolve has also been stated in the National Policy of Education 1986, which calls for making sports and physical education an integral part of the learning process, and provides for its inclusion in the evaluation of performance. However, a review of Eighth Plan investments in Youth Affairs and Sports both at the national and State levels showed gross inadequacy considering the magnitude of youth population as indicated in Table 2.1.1.

**TABLE 2.1.1**  
**Plan Expenditure on Youth Affairs and Sports**

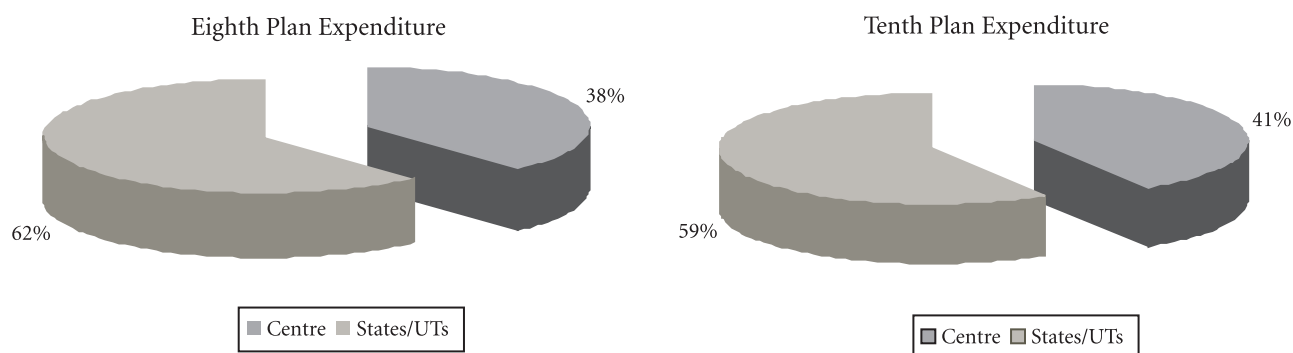
	(Rs crore)		
Government	Eighth Plan	Ninth Plan	Tenth Plan
Centre	434 (38)	895 (44)	1832 (41)
States/UTs	712 (62)	1143 (56)	2649 (59)
Total	1146 (100)	2038 (100)	4481 (100)

*Note:* The figures in parenthesis indicate percentage.  
*Source:* Planning Commission, State Plans Division.

2.1.19 The per capita plan expenditure at the central and State level works out to only Rs 8.94 and Rs 12.92 per youth per annum, respectively, and the national per capita expenditure at Rs 21.86 per youth per year during Tenth Plan. The per capita State Plan

expenditure was much lower than the national average in several major States like Kerala, Haryana, UP, Orissa, Gujarat, MP, and Bihar. It has also been observed from the structure of Plan expenditure, the State share of Plan expenditure has declined from 62% in the Eighth Plan to 59% in the Tenth Plan (Figure 2.1.1). Among the major States, while Andhra Pradesh, Karnataka, West Bengal, Maharashtra, and Tamil Nadu topped the Plan expenditure, Gujarat, Rajasthan, Himachal Pradesh were in the lower order of expenditure.

2.1.20 There is a need for reforms in sports management and governance to make it dynamic, responsive, and result-oriented. Some of the problems and issues identified by Parliamentary Standing Committee include: (i) Lack of a sports culture and consciousness in the country; (ii) Non-integration of sports with education; (iii) Lack of proper co-ordination amongst the Centre, States, federations/associations, and various private and public sector undertakings; (iv) Lack of infrastructure in the rural areas and its concentration in urban/metropolitan centres; (v) Under-utilization of available infrastructure and its poor maintenance and upkeep; (vi) Lack of good quality and affordable sports equipments; (vii) Absence of adequate incentives for the youth to take up sports as a career; (viii) Unfair selection procedure and last minute finalization of teams; and (ix) Lack of adequate exposure and specialized training/coaching of international standards. It is noted that most of the State Governments do not have their State Sports Policy. These would be addressed in the Eleventh Plan.



*Source:* Planning Commission, State Plans Division.

FIGURE 2.1.1: Centre vs State Share of Plan Expenditure

### Performance Review of Tenth Plan

2.1.21 The thrust areas identified for the Tenth Plan were creation of infrastructure, training facilities, upgradation of coaching skills, promotion of research and scientific support systems, creation of a drug-free environment, welfare and incentives for sportspersons, and tapping of resources from the private/public sector and individuals for the development of sports. Sports Authority of India (SAI) is an apex body for promotion of sports excellence in the country. The qualitative performance of SAI has to be seen in the light of three distinct aspects, i.e. (i) academics, which include the schemes for the training of coaches and other scientific staff, and programmes related to physical education; (ii) the collaboration with the National Sports Federations (NSFs) pertaining to the training of identified elite athletes and teams in different disciplines; and (iii) operations, which include schemes pertaining to the spotting and nurturing of talent. There is an acute shortage of coaches in the country. Efforts made by SAI under its Training centres and Special Area Games scheme have not yet yielded results.

2.1.22 The CSS related to sports infrastructure was transferred to States w.e.f. 1.4.2005 with provision for meeting the committed liability of continuing projects till the end of the Tenth Plan. The performance of district and State level competitions under Rural Sports Programme and Promotion of Sports and Games in Schools had not been satisfactory. Adequate participation from corporate/private sector could not forth come under National Sports Development Fund and for setting up of State Sports Academies. The scheme relating to Talent Search and Training was a bit slow to take off, but in the last two to three years,

the scheme helped a number of players in achieving excellence at the international level. The progress of pre-project activities for the development of infrastructure for CG 2010, Delhi, and CYG 2008, Pune, is satisfactory.

2.1.23 Against the outlay of Rs 1145.36 crore and allocation of Rs 1463.69 crore for Sports and Physical Education, the anticipated expenditure was Rs 1306.41 crore (89.25%) during Tenth Plan (Annexure 2.1.1). SAI incurred 47% of expenditure followed by assistance to NSFs (16%), CG-2010 (15%), and infrastructure schemes (9%).

### Approach and Programmes for Eleventh Plan

2.1.24 The approach and strategy for the Eleventh Plan would encompass the twin objectives of 'Broad-basing of Sports' and 'Promotion of Sports Excellence'. Despite initiating of a variety of steps taken by the Central Government, in terms of establishing structures and schemes for the development and promotion of sports, the desired results seem exclusive and therefore, there is an urgent need to review and reorient the system and procedures pertaining to coaching and organizing camps, provision of scientific back-up, and support during training/coaching camps and at the competition stage.

2.1.25 There is also a need for clear delineation of the roles and responsibilities of the related organizations/institutions, viz., SAI, Indian Olympic Association, and NSFs, together with action to co-opt the private sector in the form of adoption of disciplines/teams, sponsorship, etc., to supplement the efforts of the government. To achieve this, a close coordination and convergence would be required of all stakeholders.

#### Box 2.1.3

#### Objectives for Eleventh Plan—Sports and Physical Education

- Creation of sports infrastructure at grass-root level in rural and urban areas;
- Creating sports culture through organizing competitive events and involvement of educational institutions;
- Creating a pool of talented sports persons and providing them world class training facilities;
- Improving coaching facilities;
- Reformulating sport policy and action plan;
- Involvement of corporate sector;
- Creating career opportunities and social security for sports persons.

There is a need for transparency and accountability in the functions of sports bodies. The facilities under SAI would need systematic and scientific expansion and upgradation. The management aspects pertaining to development of various individual sports disciplines will also need to be reviewed and made more effective.

#### BROAD-BASING: INTRODUCTION OF PANCHAYAT YUVA KRIDA AUR KHEL ABHIYAN (PYKKA)

2.1.26 Broad-basing of Sports is the key to the promotion and development of a sports culture. The emphasis on sports should be on fitness of body of every individual and particularly youth and not relegated to entertainment and related activities as listed in the concurrent list. In order to make sports as mass movement, a new CSS under the title of 'Panchayat Yuva Krida Aur Khel Abhiyan (PYKKA)' would be launched for filling up the gaps at the sub-district level. The objective of the scheme is to create basic infrastructure and facilities for sports and games at the village and town levels, generating a sports culture among the rural youth, organizing competition and non-competition sporting activities at the village level, and developing a competition structure up to the district level. PYKKA would be implemented during Eleventh and Twelfth Plan in a Mission Mode with the involvement of the PRIs and the 2.50 lakh Rural Youth and Sports Clubs under NYKS and other schemes of the State Governments in a phased manner. The existing scheme of Rural Sports Programme will be subsumed in PYKKA. As the sports and games is State subject, the State Governments should also share costs and be accountable.

2.1.27 For purposes of funding under the scheme, it is proposed to bring in the greatest possible synergy and convergence between various schemes of the Central Government, such as the National Rural Employment Guarantee Scheme, Backward Regions Grant Fund, relevant schemes of the Ministry of Tribal Affairs and Department for the Development of the North Eastern Region, MP Local Area Development Scheme (and similar schemes of State Governments), funds available to the PRIs through devolution and the schemes of the State Governments for development of sports infrastructure.

#### PROMOTION OF SPORTS EXCELLENCE

2.1.28 The broad-basing of sports could gradually yield a pool of one lakh talented youth at the Sub-Junior, Junior, and Senior levels, who would require systematic and scientific nurturing and focused training to achieve excellence at the national/international levels. This would require multiple measures, including spotting/identification of national probables based on proficiency, performance, and potential; establishment of training infrastructure arrangements; coaching facilities; strengthening scientific and technical supports system; supply of quality sports goods and equipment; and use of media to bring sports consciousness. There is a need to maintain a computerized inventory of assets relating to sports at State, district, and block levels. NGOs, outstanding sportspersons, and corporate entities would be encouraged to get involved in the creation of facilities to promote sports excellence, in the form of academies, etc.

2.1.29 Recognizing the role of media in creating sports consciousness in the country, all efforts would be made to ensure their support in promoting and broad-basing of sports, particularly rural sports. The government will have to build in some regulations to ensure covering of sporting events apart from cricket and tennis to make good lack of adequate sponsorship. Special programmes and capsules also need to be prepared and aired, from time to time, about excellence promotion programmes such as coaching camps, talent-spotting exercise, selection trials, etc., to generate awareness about the development of sports in the country.

2.1.30 As regards the development of physical education, steps would need to be taken to develop and bring about an integral relationship between related institutions, including the possible reorganization of Laxmibai National College of Physical Education, Thiruvananthapuram as a Regional Centre (South) of the Laxmibai National Institute of Physical Education (LNIFE), Gwalior, which itself is a Deemed University. This would be in addition to other measures pertaining to synergy and complimentary between LNIFE and SAI. LNIFE would set up regional centres in the north east, east, west, and north. Besides, the

infrastructure facilities at LNIPE itself would be strengthened, upgraded, and modernized. The recommendation of NCERT that Health and Physical Education should be a core subject up to class X and an elective subject up to plus two levels should be implemented.

2.1.31 Considering the growing menace of doping, two separate autonomous entities, namely, National Anti-Doping Agency and National Dope Test Laboratory will be set up for ensuring quality testing of samples, etc. In view of 2.13% of Indian population is physically or mentally challenged and the impressive performance of Indian Elite Athletes with Disability at the international level, a comprehensive scheme would be formulated to ensure planned and systematic promotion of excellence in this field.

#### NE States

2.1.32 The approved outlay Tenth Plan was Rs 192.50 crore for NE States including Sikkim against which the expenditure is Rs 167.22 crore indicating a utilization of about 87%. NE region has a tremendous potential to excel in sports has been proved by the National Games at Guwahati in Assam. There is need for greater investment in improving games facilities in this region.

#### THE PATH AHEAD

2.1.33 Despite Youth Affairs and Sports being a State subject, it has not got adequate support from the State Governments. Only few State Governments have their own Youth and Sports Policies. It is necessary that all States/UTs formulate State-specific Youth and Sports Policies and Action Plan for development of youth. State Sports Academies should be set up to select the best talent in sports. Perhaps, Sports could be brought in the concurrent list to supplement the State efforts. However, Plan expenditure of States will have to step up to arrest the declining trends.

2.1.34 The total projected Gross Budgetary Support (GBS) for the Eleventh Plan for the Ministry of Youth Affairs and Sports is given in Appendix of Volume III.

## 2.2. ART AND CULTURE

### INTRODUCTION

2.2.1 The Constitution of India stipulates that it shall be the duty of every citizen to value and preserve the rich heritage of our composite culture. The art and culture of India are a vast continuum, evolving incessantly since time immemorial. Therefore, preservation and conservation of India's rich cultural heritage and promotion of all forms of art and culture, both tangible and intangible, including monuments and archaeological sites, anthropology and ethnology, folk and tribal arts, literature and handicrafts, performing arts of music-dance-drama, and visual arts of paintings-sculpture-graphics assume considerable importance. On a larger scale, cultural activities also address issues relating to national identity in conjunction with several other sectors such as education, tourism, textiles, external relations, etc.

### THRUST DURING PLAN PERIODS

2.2.2 Since Independence the crux of all culture development plans has been the preservation of cultural heritage with emphasis on the thread of continuity binding the dissimilarities into a synergistic whole. The main focus in the early Five Year Plans, up to the Sixth Plan, was on the establishment of cultural institutions in the field of archaeology, anthropology and ethnography, archives, libraries, museums, and performing arts including academies. Since the Seventh Plan there was also special emphasis on the pursuit of contemporary the creativity.

### ACHIEVEMENTS IN THE PLAN PERIODS

#### Performing Arts

2.2.3 The ongoing schemes under the performing arts spanning disparate fields of classical/traditional and folk music/theatre and dance—showcased by organizations like Sangeet Natak Akademi (SNA), National School of Drama, and Zonal Cultural Centres (ZCCs)—have played a crucial role in supporting and facilitating the performing arts traditions in the country. Several schemes continue to be implemented under the performing and visual arts with a view to supporting creative individuals and institutions in their new ventures/productions.



### Museums and Visual Arts

2.2.4 Modernization of museums involved laying emphasis on digitization and documentation of artworks as part of Plan activities and on strengthening of networking among Central museums. The scheme of financial assistance for strengthening of regional and local museums has been revised with a view to widening its scope for assisting smaller museums. The National Council of Science Museums (NCSM) has been engaged in popularizing Science and Technology amongst students through a wide range of activities and interactive programmes implemented by 26 Science Museums/Centres.

### Archaeology, Anthropology, and Ethnology

2.2.5 Successive Five Year Plans focused on preservation and development of heritage sites and monument complexes. Major strategies included (i) involvement of university departments of History and Archaeology in survey of heritage sites; (ii) modernization of galleries, digital documentation of antiquities, publication of catalogues, museum guides, and picture postcards by the Archaeological Survey of India (ASI); (iii) publication of excavation reports; (iv) setting up a new Underwater Archaeology Branch; and (v) demarcation of protected limits of archaeological monuments and provisions to safeguard against encroachments.

### Archives, Libraries, and Literature

2.2.6 The National Archives of India (NAI) has been the custodian of Central Government records of enduring value for permanent preservation and use by administrators and scholars. Preservation and conservation of rare books and other documents is one of the chief activities of the National Library and Central Reference Library (Kolkata), Central Secretariat Library and Delhi Public Library (New Delhi), State Central Library (Mumbai), Thanjavur Maharaja Serofji Saraswati Mahal Library (TMSSML) (Thanjavur) and Raja Ram Mohun Roy Library Foundation (Kolkata), which are engaged in digitization of old books and manuscripts and retro-conservation of catalogues. Developing a National Bibliographic Database in electronic format to encourage resource sharing, networking and to improve reader services is the hallmark of modernization activities in the library sector.

### Education, Research and Others

2.2.7 Achievement of Plan schemes have been substantial under the education and research fields, viz. Buddhist and Tibetan Institutions, National Museum Institute, Centenary and Memorials, Centre for Cultural Resources and Training (CCRT), etc. Other initiatives included building projects and construction activities at National Museum (New Delhi) and at National Gallery of Modern Art (Bangalore and New Delhi). Under National Culture Fund (NCF), projects were undertaken in collaboration with private houses, viz. Shaniwarwara (Pune), Jnana Pravaha (Varanasi), Humayun's Tomb (Delhi), Durgapur Children's Society (WB), five heritage sites in five States in collaboration with Indian Oil Corporation, Taj Mahal (Agra) in collaboration with Taj Group of Hotels, and Jantar Mantar (New Delhi) in collaboration with APJ Group.

### PROGRESS DURING THE TENTH PLAN

2.2.8 The thrust areas during the Tenth Plan included implementation of a comprehensive plan for the preservation of archaeological heritage and development of monument complexes; modernization of museums and preservation of archival heritage; promotion of classical, folk and tribal art crafts, and oral traditions. Computerization of museums with the assistance of National Informatics Centre (NIC), digitization of collections, micro filming of manuscripts and the introduction of equipment for audio tours received special focus. Networking amongst Central museums, undertaking in-service staff training and organizing exhibitions were other priority areas.

2.2.9 The Tenth Plan (2002–07) allocation for Art and Culture was Rs 1720 crore. The total expenditure during the Tenth Plan at Rs 1526.30 crore accounted for 88.74% of Plan outlay (see Annexure 2.2.1). Lack of proper phasing of expenditure and activities under various cultural organizations hindered full utilization of Plan allocation. There were cost and time over-runs in some of the major civil work projects.

### SCHEME-WISE/SECTOR-WISE ANALYSIS

#### Promotion and Dissemination of Art and Culture

2.2.10 Promotion and dissemination of art and culture have been mainly done through seven ZCCs.

During the Tenth Plan, the CCRT trained about 22000 in-service teachers and 700 teacher-educators. The SNA, Sahitya Akademi (SA), and Lalit Kala Akademi (LKA) organized Golden Jubilee Celebrations to commemorate their fiftieth anniversaries. About 21000 books were added to the SA libraries in Delhi, Mumbai, Kolkata, and Bangalore during the Tenth Plan. SNA organized Music, Dance and Theatre Festivals, Seminars and Workshops, Yuva Utsavs and Puppetry Shows. LKA organized exhibitions in India and abroad. The National School of Drama conducted more than 300 production-oriented theatre workshops and organized a Satellite Theatre Festival in Bangalore. The expenditure under Promotion and Dissemination of Art and Culture at Rs 454.99 crore exceeded the Tenth Plan outlay of Rs 362.43 crore by 25.5%.

### Archaeology

2.2.11 Several excavation projects undertaken during the period include those at Dholavira (Kachchh, Gujarat), Dhalewa (Punjab), Sravasti (UP), Kanaganahalli Sannati (Karnataka), Hathab (Saurashtra, Gujarat), Udaigiri (Orissa), Boxanager (Tripura), Karenghar (Sibsagar, Assam), Arikamedu (Pondicherry), Dum Dum (Kolkata), and Bellie Guard (Lucknow). Major works for conservation and integrated development in respect of 15 monuments were taken up by the ASI. Collaboration with the corporate sector such as Taj Group of Hotels and the World Monument Fund was also initiated. Initiatives undertaken by the ASI included protection of 3667 monuments and signing an MoU with Government of Kampuchea for the conservation of Ta-Prohm Temple in Siem Reap. Under Archaeology, the plan expenditure of Rs 304.11 crore exceeded the Tenth Plan outlay of Rs 284.83 crore by 7%.

### Archives and Records

2.2.12 The NAI has revitalized its programmes of expansion of records management and repair and reprography. Other scheme components under Archives and Records, viz., Khuda Baksh Oriental Public Library, Rampur Raza Library, Asiatic Societies at Kolkata and Mumbai, and the TMSSML have performed well during the Tenth Plan. However, the Plan expenditure of Rs 60.32 crore showed a shortfall of 18.61% as compared to the Tenth Plan outlay of Rs 74.11 crore.

2.2.13 It was during the Tenth Plan that attention was drawn towards the manuscript wealth of the country and on the need for special attention on their conservation and upkeep. The National Mission for Manuscripts was launched for inventorization and protection of Indian manuscripts. The mission has taken up the task of compiling a national database of manuscripts (being made available online) by initiating a national survey of about 2 million manuscripts. More importantly, 45 most unique manuscripts recording India's achievements in science, philosophy, scripture, history, and the arts have been selected by a committee of selectors as national treasure. Software has been prepared by NIC in Visual Basic Net for cataloguing of manuscripts. About 2 lakh illustrated manuscripts have been digitized.

### Museums

2.2.14 Out of the Tenth Plan outlay of Rs 304.13 crore for Museums, Plan expenditure at Rs 314.21 crore exceeded the outlay by 3.3%. The thrust was on the strengthening of networking among Central museums, enabling these institutions to share their experiences and resources in undertaking in-service training, and organizing exhibitions. The National Museum paid increased attention on modernizing its permanent galleries. Three new galleries, viz., Nizam Jewellery Gallery, Folk and Art Gallery, and Central Asian Antiquities were set up in the National Museum.

### Public Libraries

2.2.15 Out of the Tenth Plan outlay of Rs 131.05 crore, an expenditure of Rs 121.76 crore was incurred, which indicates a shortfall of 7.1%. This scheme includes National Library of India, Central Research Library, Raja Rammohun Rai Library Foundation, Kolkata; Delhi Public Library and Central Secretariat Library, New Delhi; State Central Library, Mumbai; Connemara Library, Chennai, and National Policy on Library and Information Centre.

### Indira Gandhi National Centre for Arts (IGNCA)

2.2.16 The mandate of IGNCA is to explore, study and revive the dialogue between India and her neighbours in areas pertaining to the arts, especially in South and South East Asia. IGNCA has six functional units,

viz., Kalanidhi (multi-form library); Kalakosh (Indian language texts); Janapada Sampada (lifestyle studies); Kaladarshan (visible forms of IGNCA researches); Culture Informatics Lab (technology tools for cultural preservation); and Sutradhara (coordinating IGNCA activities). IGNCA had a plan outlay of Rs 90.00 crore. IGNCA's performance suffered a setback due to administrative and other reasons including lack of credible Plan schemes. By the time the factors responsible for dismal performance and other issues were sorted out and IGNCA re-railed, the Tenth Plan closed with an expenditure only Rs 4.12 crore.

#### Institutions of Tibetan and Buddhist Studies

2.2.17 Out of the Tenth Plan outlay of Rs 45.70 crore, an expenditure of Rs 45.11 crore was incurred indicating 98.7% utilization. The scheme consists of Central Institute of Buddhist Studies (Leh), Central Institute of Higher Tibetan Studies (Sarnath), Centre for Buddhist Cultural Studies (Tawang), Tibet House (New Delhi), and Scheme of Financial Assistance for the Preservation and Development of Buddhist/Tibetan Culture and Art.

#### Memorials

2.2.18 The scheme comprises Gandhi Smriti, Darshan Samiti, and Nehru Memorial Museum and Library (New Delhi), Maulana Abul Kalam Azad Institute of Asian Studies (Kolkata), and Nava Nalanda Mahavihar (Bihar). Actual expenditure at Rs 61.73 crore exceeded the plan outlay of Rs 49.35 crore by 25.1%.

#### Activities for North East Region (NER)

2.2.19 As against the targeted expenditure of Rs 154.00 crore in the NER, the actual expenditure was only Rs 134.19 crore (87.1%). With the aim of creating cultural awareness in the NER and identifying/promoting vanishing folk art traditions in rural/semi-urban areas the North Eastern ZCC has been set up at Dimapur. The progress under the scheme of Multipurpose Cultural Complexes (MPCC) has been slow and the scheme not yet been evaluated in any of the States. The MPCC did not meet any criteria for a CSS and only about 25% of the projects sanctioned have been completed. As per the ZBB exercise, the scheme was discontinued in Budget 2007–08. Initiatives were taken to set up the Central Institute of Himalayan Cultural Studies at Dahung

(AP) for promoting traditional Buddhist Studies. The approach towards utilization of earmarked funds, save for few activities listed above, was far from satisfactory. It is essential that the 10% earmarked resources are not only invested for the NE States but also in the NER.

#### PERSPECTIVE OF THE ELEVENTH PLAN

2.2.20 Given the challenges inherent in the enormity a country of India's size, the monumental diversity of its people and their languages, and the plurality of faiths and belief systems, it is imperative to embark on a planned development of cultural conservation and promotion activities in the Eleventh Five Year Plan. There is a need for a long-term perspective plan for each major sector within which the medium term and annual plans are built up to fulfil the vision.

2.2.21 Diversity is the hallmark of India's rich cultural heritage. Therefore, all forms of art and culture should have an equal footing and deserve financial and other support. Conventional support should yield to relative merits in terms of the need to preserve, protect, and promote the cultures of different parts of the country. In this context, it is essential to view culture as 'ways of living together', as means to the end of promoting and sustaining human progress, with intrinsic value. Accordingly, the imbalances in flow of funds for various activities under promotion and dissemination of performing arts will have to be set right, particularly in favour of vanishing folk arts and crafts that cannot be pitted against classical arts to compete for resources and media attention. Popular forms of art and culture, particularly in terms of patronage, could find resources of their own via PPP.

2.2.22 Many art forms are in the peril of withering away due to the lack of State patronage. Market forces can also extend support to creative arts, but these are necessarily selective and limited. There is a need for greater support for performing arts and for correcting the distortions induced by selective support of market forces. It is with this perspective that the existing schemes in the area of art and culture including Performing Arts, in addition to being reviewed and strengthened, have been appraised and recommended for continuation in the Eleventh Plan with modifications.

**PRIORITIES IN THE ELEVENTH PLAN**

2.2.23 The two UNESCO Conventions, one 'to safeguard and protect Intangible Heritage' and the other on 'Cultural Diversity', have urged governments to initiate proactive measures to safeguard and protect cultural diversity and the various expressions of intangible heritage facing the risk of disappearance. The spirit of these two conventions would permeate the schemes of Ministry of Culture and its bodies during the Eleventh Plan period.

2.2.24 The upkeep and maintenance of museums and archaeological sites will be considerably improved with introduction of modern technology and re-deployment of existing staff. Security services are already outsourced. The possibility for outsourcing in areas like consultancy and maintenance needs to be examined. PPP models may be explored for development of monuments not protected by ASI with the involvement of States. Delhi should be developed as a heritage city by making some of its monuments world-class, preferably before 2010 CG. Publication through private sector should be encouraged as they have modern technology and know-how to produce the best. Repository work is done well by the private sector. As Ministry of Culture has been facing recurrent cuts in outlay due to poor spending during

the first two quarters, proper expenditure planning including phasing of expenditure in sub-sectors other than Akademies and ASI. In the field of art and culture, several schemes are being implemented without assessing the process and impact. Therefore, all the schemes will be evaluated.

**RESTRUCTURING OF SCHEMES AND SECTORAL THRUSTS****Performing Arts**

2.2.25 The existing scheme of 'Financial Assistance to Professional Groups and Individuals for Specified Performing Art Projects' will be bifurcated into two schemes, viz., Salary and Production Grants with revisions in the cost structure. The scheme of 'Financial Assistance for Research Support to Voluntary Organizations engaged in cultural activities' will be modified as the scheme of 'Financial Assistance for Research, Seminar and Performance to voluntary organizations engaged in cultural activities'. The existing scheme of 'Award of Senior/Junior Fellowship to Outstanding Artists in the field of Performing, Literary and Classical Arts' would be added with a new component, namely 'Fellowship of National Eminence', with fellowships to outstanding scholars selected through a search process and peer review.

**Box 2.2.1****Strategies for the Eleventh Plan**

- Tapping of PPP models for sustenance of Arts and Crafts.
- Greater involvement of universities in schemes of Lalit Kala, Sangeet Natak, and Sahitya Akademies; Fine Arts to be included as a subject in universities.
- SA to work out operational modalities of promoting Hindi and getting it recognized as a UN language.
- SNA to promote and correct the imbalance in extending patronage to varied forms of art with focus on group and dances like Bihu, Bhangra, Nautanki, Dandiya, Bamboo and folk dances besides classical forms.
- Protection of monuments not notified for protection by ASI and involvement of States/PRI in protecting unprotected monuments.
- Preserving and promoting India's rich intangible cultural heritage by inventorizing and documenting oral traditions, indigenous knowledge systems, guru-shisya parampara, Vedic chanting, Kuddiattam, Ramlila, folklores and tribal, oral traditions.
- Publication of reports of archaeological excavations undertaken in last 20 years.
- Greater momentum and funding to the library movement in the country and the National Mission on Libraries launched.
- Set up one museum in each district with separate chambers for visual and other forms of art, architecture, science, history and geography with regional flavour.
- Enhancing assimilative capabilities to adapt to emergent challenges of globalization and technological innovations.

**Box 2.2.2**  
**Specific Plan of Action for Art and Culture**

- Promoting regional languages with focus on translation of regional/vernacular literature and integration with National Translation Mission.
- Dovetailing of cultural and creative industries—media, films, music, handicraft, visual and performing arts, literature, heritage, etc., for growth and employment.
- Generating demand for cultural goods and services as a matter of sustenance rather than patronage, thus bringing art and culture sector in the larger public domain.
- Restructuring some existing schemes to encourage PPP.
- Development of Sanskriti Grams for giving basic amenities to indigent urban artists.
- Promoting export of core cultural goods and services for taking the country in the list of first 20 countries ranked by UNESCO for export of culture.
- Recognizing ‘cultural heritage tourism’ as an upcoming industry with mutually supportive activities.
- Building cultural resources with adaptation of scientific and technological knowledge to local circumstances, and forming partnerships between local and global.
- Infusion of knowledge capital in cultural institutions through flexible engagements.
- Housing segments on cultural resources in the national museums and Science Cities/Centres set up by the NCSM.
- Documentation of unprotected monuments, other than the 3667 protected ASI monuments.

2.2.26 A new component under performing arts is the creation of a ‘National Artists Welfare Fund’—with a corpus of Rs 5.00 crore for meeting medical emergencies of artists—as an independent administered fund with facilities to receive contributions from any lawful sources.

2.2.27 The Akademies and the ZCCs will have a new scheme called ‘Protecting the Intellectual Property Rights of the artists and of cultural industries’—especially of folk and tribal artists—along with the creation of a national apparatus to work as a watchdog and facilitator in this area. A Cultural Centre at Kolkata will be set up in PPP with Calcutta Museum of Modern Art in collaboration with the State Government with provision for funding by the three Akademies.

#### Museums and Visual Arts

2.2.28 The ongoing schemes/institutions in the field of museums will continue in the Eleventh Plan along with the modernization/strengthening/upgradation of various museums. The museums in four metros, viz., Delhi, Kolkata, Mumbai, and Chennai will be modernized. Gandhi Darshan Memorial at Rajghat will be developed as a Centre of Excellence for promoting research in Gandhian studies. Also, during the Eleventh

Plan, a comprehensive development of Jallianwala Bagh National Memorial, befitting its status and importance in the history of Indian freedom struggle, will be undertaken.

#### Archaeology, Anthropology, and Ethnology

2.2.29 Specific tasks for the ASI include undertaking a time-bound programme to complete all pending excavation reports and drawing up a phased programme for qualitative upgradation of all 41 site museums besides completing and operationalizing new museums that are built at Chanderi, Khajuraho, and Shivpuri. ASI will undertake an intensified conservation programme for 2000 Centrally protected monuments and excavated archaeological remains and a programme of integrated development of all World Heritage Cultural Sites. The Regional Centres of ASI will be strengthened.

2.2.30 A research/conservation laboratory at Aurangabad for further improving the condition of Ajanta-Ellora monuments and a centralized Cell for Archaeological Investigation using modern scientific methods will be set up. A new scheme providing fellowships for two years’ duration to young archaeologists in the age group of 25–35 years will be launched. A new scheme for providing Financial Assistance to

State Protected Monuments and for Unprotected Monuments will be launched leveraging State and private sector funds for protection and preservation of monuments.

2.2.31 The Anthropological Survey of India will take up four new Plan schemes, viz., Indigenous Knowledge and Traditional Technology, Oral Traditions/Folk Taxonomies, Social Structure and Bio-Cultural Adaptations with Gender Perspectives, and Man in the Biosphere and National Repository of Human Genetic Resources. Indira Gandhi Rashtriya Manav Sangrahalaya will take up new programmes for upgradation of existing exhibition galleries and development of new exhibitions on the theme 'India and the World', National Documentation Centre and Archive for Intangible Cultural Heritage and establishment of four Regional Outreach Centres.

#### Literature, Libraries, and Archives

2.2.32 The development of Public Libraries in the Eleventh Plan includes Rural Public Libraries and provision for handicapped and under-privileged in District Libraries. A National Library Mission will be set up. National, State/district libraries will develop special collections and technological support for visually challenged and hearing-impaired.

#### Education, Research, and Others

2.2.33 A Cultural Heritage Volunteers Forum will be set up in schools/colleges/universities in convergence with NSS for integrating the basic tenets of India's cultural heritage. A Pilot Scheme for Cultural Industries will be launched by selected ZCCs for providing market information, design, packaging, training, and e-commerce facilities. The schemes of CCRT, Assistance for Preservation and Development of Cultural Heritage of Himalayas, and Assistance for Preservation and Development of Buddhist/Tibetan Organization will be restructured.

#### National Translation Mission

2.2.34 A new scheme will be launched in partnership with States for cultural exchange to strengthen the composite culture through translation of a minimum five good literary works in every language into all other major languages.

#### THE PATH AHEAD

2.2.35 The strengthening of inter-organizational networks and introduction of management-oriented approaches in the administration of cultural institutions are the two cardinal prerequisites for improving efficiency in the working of the cultural institutions. The Ministry of Culture's Modernization and Computerization Scheme should develop a module for exclusively dealing with increasing inter-organizational cooperation, networking, and sharing of information amidst disparate cultural organizations. There is a need to emulate networking systems in scientific institutions with a view to repositioning India's rightful place in the comity of Knowledge Superpowers.

2.2.36 Resuscitating India's dwindling higher institutions of art and culture poses a real challenge and an action plan to strengthen these institutions needs to be worked out during the Eleventh Plan. Outstanding scholars from India and abroad could be encouraged to get associated with these organizations. However, it is important that institutions must be autonomous and develop a conducive working environment. In this context, it is desirable to formulate norms and procedures for flexible engagement of scholars in higher institutions of art and culture. There is an urgent need for adopting the idea of concept makers. In other words, creating an Ideas Bank, which could explore and scrutinize the ideas that originated in India first and then spread across the globe. The Ideas Bank could generate new research designs and modules with inter-disciplinary linkages to develop the growth of innovative research.

2.2.37 The dynamics of the infusion of knowledge capital into the designated Knowledge Institutions through flexible engagements needs to be worked out during the Eleventh Plan. The key elements of this infusion will include (i) evolving a broad framework for infusion of knowledge capital, both domestic and global, (ii) setting out guiding principles that are conducive to flexible engagements and are free from crippling rules and regulations, (iii) redefining the role of knowledge institutions as facilitators of production of knowledge, (iv) extending enhanced autonomy to the institutions for flexible engagements, (v) attracting global creative talents in specialized disciplines

and exploring the possibilities of institutionalizing linkages, (vi) ownership of knowledge outputs including inalienable rights of creative talents over output and dissemination and (vii) freeing institutions from budgetary constraints by creating a Knowledge Fund with a reasonable corpus to begin with. Hence, there is a need for (i) assessment of requisite competencies and criteria such as eligibility/suitability and

scholarship, (ii) level playing field and (iii) development and nurturing of domestic creative talents with attachments, assignments and partnerships in projects.

2.2.38 Major scheme-wise break up of the GBS for the Eleventh Plan for the Ministry of Culture is given in Appendix of Volume III.

**ANNEXURE 2.1.1**  
**Youth Affairs and Sports—Outlay and Expenditure of the Tenth Plan**  
(Rs Crore)

S. No.	Sub-Sector	Tenth Plan (2002–07)	
		Outlay	Expenditure
A.	Youth Affairs	677.64	522.62
B.	Sports and Physical Education	1145.36	1306.41
C.	Others	2.00	3.05
	<b>Total</b>	<b>1825.00</b>	<b>1832.08</b>

*Source:* Ministry of Youth Affairs and Sports.

**ANNEXURE 2.2.1**  
**Culture—Outlay and Expenditure of the Tenth Plan**  
(Rs Crore)

S. No.	Scheme/Major Head	Tenth Plan (2002-07)	
		Outlay	Expenditure
1	Modernization & Computerization	4.39	2.73
2	Promotion & Dissemination	362.43	454.99
3	Archaeology	284.83	304.11
4	Archives & Records	74.11	60.32
5	Museums	304.13	314.21
6	Anthropology & Ethnology	40.02	42.06
7	Public Libraries	131.05	121.76
8	IGNCA	90.00	4.12
9	Inst. of Buddhist & Tibetan Studies	45.70	45.11
10	Other Exp. (Memorials)	49.35	61.73
11	Activities for NER	154.00	134.19 <sup>@</sup>
12	Building Projects/Capital outlay	180.00	115.16
	<b>Total</b>	<b>1720.00</b>	<b>1526.30</b>

*Note:* <sup>@</sup>An expenditure of Rs 134.19 crore included under respective sectors.

*Source:* Ministry of Culture.