

statement that you have made. I will ask for an enquiry into this matter....

**SHRI NRIPATI RANJAN CHOU-
DHURY:** A judicial enquiry.

**SHRI PIARE LALL KUREEL URF
PIARE LALL TALIB:** A judicial enquiry should be made into the matter. The engineers who are responsible, who are given the task of periodical checking of these bridges, ought to have checked whether the pillars are strong enough when you know that the flood is approaching. We have our Kanpur-unnao bridge which is an old bridge. And even a small span of the bridge on unnao side is tested during the floods by a railway engine being driven through that railway track. Then only the train is allowed to go. I think this is negligence on the part of the railway engineers.

PROF. MADHU DANDAVATE: Sir, I never suggested that checking was done on the previous day. I was referring to the periodical checking that is done. And that is always done with the help of the personnel who have full technical knowledge, experience, and have engineering knowledge at their command and periodical checks are done by them. On the previous night it was not just the trolley-men that went there but also the permanent way inspector who generally goes round to find out on the spot whether there is any difficulty, whether the bridge is safe or not. In fact, in the case of a number of bridges which the permanent way inspectors have inspected and indicated that there was a danger to the bridge, it has been found in reality that there was no danger. So far as certain bridges are concerned even in rainy season, when they have pointed out that there was danger, it was really found that there was no danger at all. So, it is not necessary to challenge them. But as far as the periodical checkings are concerned, I would like to inform the hon. Member that the

periodical checking of the tracks and bridges is not done by non-technical men, but the checking is done by technical men who have perfect know-how.

MR. DEPUTY CHAIRMAN: Now the Government Motion.

**SHRI NRIPATI RANJAN CHOU-
DHURY:** We will have to raise a discussion on this, Sir.

MR. DEPUTY CHAIRMAN: You may do as you please.

PROF. MADHU DANDAVATE: Sir, I have one suggestion. I myself have watched the gravity of the situation and since there will be a debate during the Budget Session on the Railway Budget, I am sure that accidents will be one aspect that will be dealt with, and questions will be raised in the course of Budget discussion and I will come forward with further material. And whatever be the consensus of the House, I can assure you that considering such a grim tragedy, whether we belong to the Treasury Benches or not, I shall bow down before that consensus.

MOTION RE. ANNUAL REPORT OF THE UNIVERSITY GRANTS COM- MISSION FOR THE YEAR 1975-76

**THE MINISTER OF EDUCATION,
SOCIAL WELFARE AND CULTURE
(DR. PRATAP CHANDRA CHUN-
DER):** Sir, I move :

"That the Annual Report of the University Grants Commission for the year 1975-76, laid on the Table of the Rajya Sabha on April 6, 1977, be taken into consideration."

Sir, may I have the permission to make a few preliminary observations which will help the hon. Members to discuss this Report in its proper perspective.

[Shri Pratap Chandra Chunder]

Sir, you are aware that in 1968 the National Policy on Education was adopted by both the houses of Parliament and this National Policy included some observations on university education. In substance, these observations included the following provisions. The number of whole-time students to be admitted to a college or university department should be determined with reference to the laboratory, library and other facilities and to the strength of the staff. Then, a considerable care is needed in establishing new universities. Special attention should be given to the organisation of post-graduate courses and to the improvement of standards of training and research at this level. There is need to give increased support to research in universities generally.

Now, keeping in view the observations and directions which were contained in the National Policy on Education, the University Grants Commission proceeded to discharge its duties which were entrusted to it under the Act which had created the Commission itself. This Act of 1956 established the University Grants Commission for coordination and determination of standards in universities. However, in spite of the importance which is usually attached to education in general, we regret to find that its importance was not properly reflected in the budgetary provisions as indicated in the Fifth Five-Year Plan. The matter was considered by a Standing Committee of the Central Advisory Board of Education and in its resolutions published in July 1976, it made the following observations. (I am not reading the entire paragraph but I would like to read one or two sentences which will show that the University Grants Commission had to function within restrictions.) The Standing Committee is of the opinion that "the objectives of the Fifth Plan would have been achieved and a significant step taken for bringing about the long-desired and much-needed

transformation of the educational system if the financial allocations originally asked for for Rs. 3,320 crores could have been granted. These objectives would also have been substantially achieved even when the allocation was reduced to Rs. 2,250 crores. They could still have been realised with some modification and a longer term with the allocation of Rs. 1,726 crores as provided in the Draft Fifth Plan. Unfortunately, the Standing Committee finds that even this limited allocation has been cut down still further and that on the basis of the present trends the total outlay on education in the Fifth Plan is likely to be of the order of Rs. 1200 crores only which, in real terms, is not very different from that in the Fourth Plan." So, keeping this point in view the Standing Committee came to the conclusion that unless strong remedial measures are immediately adopted "the educational situation by the end of the Fifth Plan may be even worse than at its beginning."

Now, this is the grim reality which the University Grants Commission had to face and in view of this fact whatever it has done is contained in the Report which was laid before this august House in April and in this Report for 1975-76 the Grants Commission has given different aspects of its activities. It has indicated its observations on institutions and enrolment in higher education. It will be noticed from the Appendix that the rate of enrolment in higher education has decreased substantially because we find that formerly the enrolment was growing up and up but then there was a downward trend. It was growing between 1960-61 and 1969-70 and it reached the maximum peak, in percentage of increase in 1967-68 to 15.1. Then, it was brought down to 14.5 in 1969-70. Gradually, it decreased and in 1975-76, the percentage of increase was only 2.5. The reason which has been assigned here is that there have been alternative avenues by allowing private candidates and external students in the University examinations and also the provision of Correspondence

dence Courses. The chart next to this Appendix shows how there have been new enrolments in Correspondence Courses so that the burden on college education could be reduced to some extent. But this policy was in pursuance of, what I have already indicated, the National Policy on Education, that is, policy of regulated admission to the University-level courses in the interest of maintenance of standards and proper utilisation of our scarce resources. Remedial courses were introduced with reservation of seats for the Scheduled Castes and the Scheduled Tribes students; but, in general, certain restrictions were put on admission of students in undergraduate colleges and also in the University itself.

Now, Sir, we have special sections on development of universities, development of universities, development of colleges and also of students' faculty improvement programmes' support for research, maintenance and co-ordination of standards. All these are in line with what had been provided for in the National Policy on Education.

With these words, Sir, I request the hon. Members to consider this report and give their valuable suggestions which might be considered by us for the improvement in the functioning of the University Grants Commission.

The question was proposed.

DR. V. P. DUTT (Nominated): Mr. Deputy Chairman, Sir, I should like to begin by offering my felicitations to the new hon. Minister of Education. In the line of education, he is highly regarded in the academic circles and I am quite sure that his quiet, detached and dignified approach to educational problems will be brought to bear on some of the very vital issues that face this nation.

I have said it before and I should like to repeat that education is not a party matter, that education is a national issue and we cannot play with

our education. It is in that spirit that I am speaking this afternoon; it is in that spirit that I should like to offer constructive co-operation of all those who are in the academic field, to our hon. Minister for Education. I would also like to welcome this opportunity of discussing some problems of higher education in the report of the University Grants Commission. I am happy about the extensive report that has been given to us. It has taken note of some of the points and criticisms that we made last year while considering the last year's report. I am particularly gratified over the efforts that are being made for raising the standards and for reforms in various fields. The functionaries of University Grants Commission and the members of the University Grants Commission have been putting in a lot of work. All have been putting in a lot of work and I will like to commend particularly the emphasis on support to research the improvement of standardisation in the Universities and the toning of education in the country. I would like to state that whatever their problems, are our problems in the country and we have to put our heads together in order to solve these problems, or in order at least to find via media to those very difficult questions. In fact, I should like to see the University Grants Commission develop into a big tank, into a store house of ideas, into a churning ground for innovation and not just meet the fate of most institutions in India, deteriorating into bureaucratic organisations, distributing patronage. I should, therefore, like the U.G.C. to expand, deepen and enlarge its efforts, experimentation and serious thinking on our problems to set norms and guidelines and established healthy standards further, as they have tried to do in the last year or two.

Before I come down to specifics, Mr. Deputy Chairman, I will like to make some broad general observations and comments. We have had a number of Commissions. In fact, the hon. Minister quoted from the National Policy on Education. We have

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also had a number of eminent Commissions going into the problems of education, laying their hand on the ills, on the weak areas, on the difficulties and pointing out directions. We had the Radhakrishnan Committee. After that we had the Kothari Commission's report, very good and excellent report. And then Dr. Gajendragadkar Committee worked a little more on the problems of governance of Universities and restructuring of Universities. But unfortunately, all these reports gathered dust in the shelves sooner or later. I do not know what is wrong and where it is wrong but we seem to be gripped by a paralytic inertia, slaves of routine and adhocism and unable to shake off, what I said, the paralysis of inertia. How is it and why is it that we are not able to take the action that is necessary to implement the solutions that have been suggested to us by eminent scholars? I hope the hon. Minister will give his attention to it and we will not have yet another Commission to go once more into the problems.

I would also like to caution all Governments and all Ministers against the policy of closed approach to education and educational experts. We should not allow what happens often in many places, in many States and in many States outside this country also, i.e. one Minister comes and he brings his own experts. You have one set of educationists here. You have only one set of educationists all the time. You listen to them only; as if there is nobody else. Then another Minister comes. He brings with him his own group of educationists and there is no other name, as if, in the field. I should like that the search for ideas should be broad and that participation and involvement should be widespread. Let us tap whatever talent we have. After all, we are not only suffering from poverty in this country, but we are also suffering from poverty of ideas. And let us try to get rid of at least some of the poverty

of ideas if we cannot get rid of our poverty so early.

There is a new Government in office and, therefore, we are entitled to know the educational policy in greater depth of the new Government what is its conceptual framework, what priorities are they listing for themselves, what are their approaches to education. Some of these questions have become necessary because there has been a torrent of comments in recent months from all quarters of education. It has threatened, in my view, to develop sometimes into a Niagara-fall of confusion, contradiction and sometimes consternation. But I am not blaming anybody for it—least of all the hon'ble Minister who has just taken over. I would readily concede that the educational problems are colossal, staggering in their dimension, tragic in their mis-handling, almost defying description in their magnitude. The system that Macaulay bequeathed to us and that we went on merrily and almost blithely sophisticating, would have been the despair of the most developed nations in this world. Today we are reaping the ill-wind and ruining the ruins, even though some times they appear to be magnificent. And we take pride in them. But we have to come to grips with the realities of the educational system. We have to get a firmer hold on them and we have to give a different direction and orientation. And we are all expecting a lead from the Minister in this regard. But I would like to at least out-line some of these realities as I see them.

As I said, I am mentioning this in great frankness. It is not a question of party issue and whatever mistakes have been made by all of us in the last 27 years. But we have to take stock and see what is to be done. Reality No. 1, in my view is the topsyturvy growth rate, the distortion of priorities, the top-heavy structure, the lop-sided development of the system. I have said this before in this House, but I think it bears repetition because we have

a new Minister in the House. This is a country in which 70 per cent of the children are untouched by even the glimmer of education. Last year was an unusual year. But the rate of growth of primary education over the last 20 years has been lower than the rate of growth of secondary education, of secondary education lower than that of higher education and in higher education, the rate of growth of under-graduate education lower than that of higher post-graduate education. Now I cannot imagine a more topsyturvy development of the system for a poor country like India and this is the biggest challenge facing our educational system. This is not the time for me to speak on it because this is not being considered today. The whole educational system is not being considered, but we are speaking only of higher education. But this is the biggest challenge of our education facing us. Can we re-orient our priorities and how do we do that?

Reality No. 2 is the yawning gap—I will say abysmal gap—between life and education, between production, labour and education. We still have our educational system on the ancient Confucian maxim that gentlemen do not work with their hands. That used to be the classical Confucian pattern of education. I am afraid we still continue in that tradition and we also still spend more time learning how many wives Henry VIII had and how the Kings of England were denied divorce by the Church than to study our own problems and our own environment. This may be a simplification, Mr. Deputy Chairman, but there is an essence of truth in this simplification.

The Academicians' Convention which met in March 1976 and attended by the largest number of distinguished scholars so far over which I had the privilege of presiding, had recommended that education should be linked with environment, with labour, with production, with work. This has to be done at every level. I would suggest, first of all, it is not enough to do it only at 10+2. Ten plus two is fine, but you cannot hope to link

your education with production and with labour if you just teach them some tricks of the trade for one year at the stage of the 10th class or the 11th class. This link with life must start from the fifth or the sixth class onwards, and you must go below 10+2 in order that it would help you. One reason why all the schemes came to grief earlier was that we believed only in totems and in tricks of the trade and not in meaningful impartation of skill of labour, and I would also add that it is not enough to stop at 10+2.

After all, let us not be frightened by words. When we use the word "vocationalisation", people get frightened. "What are you going to do in the universities?" "Commercialisation of education: What do you mean? What are you trying to do?" What we are saying is, we are talking about the relationship with life, with society, with Indian society, with Indian problems, of our higher education also. Therefore, I say, this +2 idea, this scheme, must not stop at +2 but must continue into +3 also. And let us give assistance for extending this process of intimately connecting our society's problems with education.

Sir, reality No. 3 is that while we go on repeating sanctimoniously and *ad nauseam*—and I am blaming myself, everybody else, Dr. Ahmad. I am not blaming only one person or one party—that India is a land of villages, our higher education is heavily urban-biased and urban-oriented. Sir, out of 3,856 colleges in the country in 1973—I am not giving the latest figures because some figures are available for 1974-75 and some are not available and so I will take the average of 1973—only 910 were in the rural areas; the rest were in urban areas. And of a total enrolment of 22.4 lakhs of university enrolment and 19.6 lakhs of college enrolment, only 3.66 lakhs were in the rural areas; the rest were in the urban areas. Of the female enrolment, out of 5.2 lakh girls in our colleges, only 63,000 were in the rural areas. You can see the heavy urban

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bias of our higher education whereas we are a land of villages. And reality No. 4 is—Mr. Deputy 3 P.M. Chairman, I come directly to the question of higher education—that two thirds, or perhaps more than two-thirds, of our colleges are affiliated colleges. Ninety per cent of the student enrolment is in these colleges. And ninety per cent of the students in these colleges are getting what they call B.A. (Pass) education. And what is this B.A. (Pass) education? Sir, the University Grants Commission has itself described it in a very fitting manner, in its last year's Report, that this education fits them only for the desk and unfits them for anything else. They become pen-pushers, file-pourers. That is where hope dies and frustration breeds. In fact, even in one of the premier universities of this country, the Delhi University, out of 1,15,000 students or so at least 80,000 students are getting B.A. (Pass) education, which has no relevance, no meaning and no system behind it. In fact, what we have done in the university education is what we did in schools too—create a dual system, education for the elite and education for all the rest. Today, there are over a lakh of teachers in these affiliated colleges, and, as the University Grants Commission has pointed out in its Report, their link with the universities is only tenuous.

Therefore, I submit to the honourable Minister and the University Grants Commission to do something more substantial about this education. Let us pour some meaning into it and link it with real life of the people. I regard this—the honourable Minister will forgive me—as the key-point for any qualitative change in higher education.

I am glad to read here that the University Grants Commission has

stepped up its assistance to affiliated colleges. I am happy about that. But, at the same time, I would like the matter to be investigated and examined more thoroughly because the honourable Minister and the University Grants Commission would note that their own norms are just too strict for a better and more effective utilisation of this assistance. First of all, the most important norm is that a college must have at least 400 students in order to qualify for this assistance. And 50 per cent of these colleges do not have the required number on their rolls. That means, 50 per cent of the colleges do not qualify for this assistance at all. And then there is the problem of matching grants. Naturally, the University Grants Commission would give 50 per cent and 50 per cent must come from local resources. Where is this 50 per cent to come from? Therefore, I would like these norms to be reconsidered. The matter should be taken up with the States. There should be more free and liberal flow of assistance for development of these affiliated colleges, for improvement of their standards, for improvement of their physical facilities and various other amenities for students' welfare, and all that we can possibly do for the uplift of the mind and the body of the students. I, therefore, also suggest to the honourable Minister that, if possible, there should be immediate surveys undertaken in these colleges—socio-economic surveys of students and teachers, surveys of the finances of some of these private colleges, surveys of the physical facilities that are given, the sports and playgrounds, the output of graduates and post-graduate students, their income and expenditure. All these surveys should be undertaken immediately. But, above all, more assistance should be given to them. Mr. Deputy Chairman, nobody is more aware than I, of the poverty of the country in this educational framework. But, all the same, you cannot say that we develop the country first and then we put the money into edu-

cation. I have some comparative figures of the other countries' spending on education : Yugoslavia spends 5.8 per cent of its GNP roughly over the last 10 to 15 years. On education the USSR spends 7.5 per cent, Japan spends 4.3 per cent, United States 6.7 per cent, but India only 2.5 per cent. Therefore, I know in fact the Minister himself has pointed out the grievous cut that was made in education. I hope that more money would be made available because I do not know of any country in the world which was developed economically without developing its educational resources. The two go hand in hand, and in fact if I take the examples of Japan on the one extreme and the USSR on the other extreme in social systems, I would say that two-thirds of the money on education was spent on literacy, on primary education, on making the youngsters independent human beings. And, that is what I think we have to strive for in our country also.

Sir, some of us struggled hard to make education a concurrent subject because we want a democratic, secular, socialist education to be given in the country. We want some uniformity of norms, of guidelines of standards and of service condition of teachers. The glaring anomalies must go and obvious injustices must be ended. And I would like to mention first of all that the question of security of service of teachers continues to be a matter of vital concern to us. On behalf of the economic community I say that there can be no compromise on the question of the security of service of teachers and the academic community demands that urgent and immediate attention should be given to this problem. The University Grants Commission has taken a number of steps in this regard. But you know that most of our educational system in the country—I am talking of higher education—is beyond the scope of the University Grants Commission. The situation is bad in many places. I give you just

one instance. I was told that in one faculty in the Lucknow University, the Law Faculty, out of about 42 teachers, 22 had been on an *ad hoc* basis, many for over ten years. For what reason I just don't understand. This is true of many many institutions, and this scandalous state of affairs calls for immediate rectification.

Sir, there are some anomalies created in the pay-scales of Directors of Physical Education and Librarian on the one hand and teachers on the other. I would submit as I have done before that they should be on par. I had made a concrete suggestion earlier and I would repeat for the consideration of honourable Minister that if necessary for technical reasons they should be redesignated as teachers, as lecturers in physical education or lecturers in libraries. Steps should also be taken to redress the disparity created between selection grade teachers and readers. This is only a problem of the past. We are not going to have this problem in future. Therefore, why continue with this kind of anomaly? There are many other anomalies in the educational system. I found that in Andhra Pradesh while the university maintained the retirement age set by the University Grants Commission at 60, the retirement age for college teachers was reduced to 55. I found that in Gujarat, they make use of a UGC provision that some research should be done in order to get an increment, but they do not apply it to new teachers; they apply it to teachers who have been there for 15 or 20 years and deny increment to them. These are some of the anomalies which sought to be immediately ended.

I would like to have one more assurance from the hon. Minister that in this 10+2+3 scheme, there will be no retrenchment of teachers, that these teachers will be used for broader academic activities, that they will be put to constructive work and that they will not be retrenched. I am happy

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and I congratulate the UGC on raising the pay scales. I may not agree with some of the conditions that they have laid down. I mentioned it last year; I do not want to go into it again. But what has been the implementation by the States? I would like to know how many States have implemented those new pay scales? Now that education is a concurrent subject, can't we bring about some rationalisation, some uniformity of norms and service conditions in this kind of a situation? In fact personally I would prefer a system where you have two different criteria being used for a rational pay scale for teachers. That is, you have one grade running, let us say from Rs. 700 to Rs. 2,500 so that even after 15 or 20 years of teaching, nobody suddenly finds himself in a situation where he is no longer getting an increment; but, on the other hand, those who are academically good, those who have proved their scholastic attainments, are able to begin at a higher point immediately in recognition of their merit. I would like some such rationalisation to be considered. And I do not want to ignore—it is an important thing—the attainment of excellence while I am talking of pay scales and other problems that have been worrying teachers of the universities. Certainly the question of attaining the best in the world is a challenge that has to be faced by all Indian scholars and academicians. We cannot afford to be second-class citizens of this universe. And I would like to say that even here real excellence will be achieved, real break-through would come, only if we develop on a large scale, the intellectual resources of colleges. University resources should be developed. Universities are the focal point of higher research.

MR. DEPUTY CHAIRMAN: Please wind up.

DR. V. P. DUTT: But at the same time, unless at this mass of college

level we are able to develop the intellectual resources of these colleges, it will be difficult to lift our education qualitatively. Therefore, I will favour developing these intellectual resources by instituting readerships and professorships in colleges and by giving encouragement for research and attainment of excellence in colleges. The University Grants Commission, as I have mentioned earlier, has given new support for research, and I welcome it. But I want it to be extended. It is not enough. I find that even in the best of universities, facilities for research in the colleges are extremely limited. Therefore, if we really want to develop research in the universities, we must provide for these facilities. And it is that which I would plead with the Minister for doing so.

There is one problem which have been gnawing my heart for many years. I have mentioned this every year in this House and I would like to mention this to the new Minister also. And that is the fall in science enrolment. All over the world today societies are developing towards mastery of technology, of science. Jawaharlal taught us about the temper of science which we must spread in this country in order that we take our lead from agricultural backwardness into modern industrialisation. And yet unfortunately in our country there is a steady decline in the enrolment of science in higher education. I am not speaking about our school education where in fact it is not even worth speaking. The science training we have in our schools is hardly worth speaking about. I am talking about higher education. Now I see and I am happy that the University Grants Commission has raised its assistance for science—for equipment and laboratory. But we must go deeper into the causes for this unfortunate and worrying fall in science enrolment, because in the final analysis unless we take this temper of science to all our youth and to all our universities and colleges, we will not be able to keep pace with the changing world.

Another point that I would like to mention is that we have talked . . .

MR. DEPUTY CHAIRMAN: I would request the honourable Member to please be brief and wind up now.

DR. V. P. DUTT: I will. But, Mr. Deputy Chairman, you know that we do not take too much of your time on every subject. There is only one in which probably I will be speaking. So I will need your indulgence for two minutes more.

Another problem we have talked and talked is about the governance of colleges and restructuring of universities. And yet we are practically where we were ten years ago. When we are talking about it I am reminded, Mr. Deputy Chairman—, I hope you will not mind my telling a story—of a story about Oscar Wilde where he had to take a *viva voce* and he was given a passage on passion for translation. That was a Greek passage which Oscar Wilde started translating. After he had translated a few passages his examiners said, "Enough, that is all right". But Oscar Wilde said, "No, no I want to know where the end is, what the end is." So we would also sometimes like to know what the end is of all this exercise about governance of universities, about restructuring of universities, where it is going to end. We had made many useful suggestions. Where participation of students, of teachers of non-academic staff, at appropriate levels was desirable, there it did not take place. Where pressures, undesirable pressures, build up, there we give in. And we naturally therefore do not have the best or ideal administration. So I would like that attention should be given to what is often called democratisation or what I would call really healthy participation of the community in a university in its own problems at rational and appropriate levels.

Only one or two small points at the end Sir.

One is, the question of South Campus of the Delhi University. I am glad to see that the University Grants Commission has given assistance for the development of the South Campus. I am also glad that the problem of pressure on the Delhi University Campus has been receiving attention and the whole idea of starting this South Campus was that we should develop some different fields here from different disciplines, some new teaching also, in order to take care of the pressures that are arising.

But unfortunately I do not find anything here about the state of affairs or the situation with regard to the development of the South Campus at this stage. I have been told—I did not want to say all these things, but sometimes when you hear these things, you have to say—that the Director of the South Campus has just no time to spend there because he is too busy with the North Campus. He is too busy in the body politics of the North Campus to devote his attention to the problems of the South Campus. I am told that files go on piling up and letters are not replied to for months and decisions are not taken. A Director, whose function is to develop the South Campus, is most of the time busy in the North Campus. I do not know on what he is spending his time there. In fact I would also like to mention that when the teachers of the Shyam Lal College went to see the Vice-Chancellor recently

SHRI SHYAMLAL GUPTA (Bihar): Are you going to discuss me?

DR. V. P. DUTT: It has nothing to do with you. Why do you get worried all the time?

When the teachers there went to see the Vice-Chancellor and told him that they should be involved in whatever decisions are taken with regard to the functioning of the college, the Vice-Chancellor correctly agreed that the teachers would be consulted and would be involved in whatever decisions were taken. But subsequently I was told that the Director of the

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South Campus went to the North Campus and was all the time bludgeoning the staff of the Shyamlal College...

SHRI LOKANATH MISRA (Orissa): There must be something very attractive in the North Campus.

DR. V. P. DUTT: There are many things attractive. But South Campus has to be developed.... (*Interruptions*). I am not one of those who are given to lose comments or to loose talks. I want to make this clarification. I am a responsible member of the academy and I am also a responsible Member of this House. I do not also indulge in any witch hunting which some of my friends do. I would like to know the exact state of affairs and whether it is a fact or not. How much attention is being given by a person who is in charge of the South Campus whose problems he is expected to solve? I can give you figures and instances of how letters have not been replied to for months. The Minister himself mentioned in one of his speeches—in fact, I took the cue from him—that the managers of universities should also have some responsibility for their proper functioning and performance. Certainly, this comes under that. I would like to have a status report on the South Campus. I think the House should know what is happening with regard to that Campus.

Finally, I would like to ask: What about the private managers of our education? (*Interruption*). I do not know why he is so worried all the time. This has nothing to do with him, unless he thinks he is a private manager. I say that this institution of private managers of education is a symbol of an exploitative system. This leads to the prostitution of education. I would like to know from the educational authorities as to how many educational institutions are there in the country where the teachers are fired at the end of the academic sessions in order to deny them their

salaries during the vacation. I would also like to know to what extent the state is footing the bill. Is there any justification for the overlordship of the private managers if 80 to 90 per cent of their budget is met by the State? I would like to submit to the honourable Minister that all colleges should become part of some university system both academically and administratively.

At the end, Sir, I would like to raise one question for the honourable Minister because this is a question which is engaging the attention of all those who are in the academic community. What kind of an atmosphere are we going to strive for in our Campuses? Are we going to encourage in our colleges and universities an atmosphere of tolerance, rationality, discussion argument, persuasion, intellectual excitement, learning, etc. or an atmosphere in which intolerance prevails and in which irrationality and terrorism will ride roughshod over everything else? This, I think, is a major question and I would like to have the opinion of the honourable Minister. Once again, Sir, I offer my felicitations and greetings to the honourable Minister. Thank you, Sir.

SHRI SHYAMLAL GUPTA: Mr. Deputy Chairman, Sir, this Report is for the period 1975-76, that is, for the emergency period, the period of the regime of the previous government which was anti-national and anti-janata.

[The Vice-Chairman (Shri Lokanath Misra) in the Chair.]

There are many points which I have to mention over which I think the honourable Minister would not feel disturbed.

Sir, this report, unlike the previous ones, does not give a complete picture of the working of the University Grants Commission. The Chairman or the Secretary of the Commission has not given any facts and figures on the expenditure or the total budget of the U.G.C. Here, Sir, they have not indicated as to how much

money they have spent on the payments to be made or made to the teachers or the professors for the preparation of manuscripts on which about four years ago more than five lakhs of rupees were spent. No mention has also been made as to what has been the outcome of that expenditure during those years.

Sir, a cursory glance at the expenditure statement at Appendix I would show that the highest expenditure by the University Grants Commission has been on the Jawaharlal Nehru University and the Delhi University which are the hot beds of intrigues and communist propaganda. In the Jawaharlal Nehru University in New Delhi, Sir, the total enrolment is 2039 and the total expenditure comes to Rs. 2.19 crores. It works out roughly to ten thousand rupees per student. In the Delhi University, the figure comes to Rs. 1,500 per student. As against this, in the case of the Bihar University, the figure comes to Rs. 700 per student and in the case of the Ranchi University, the figure stands at Rs. 145 per student. These are the different aspects of the expenditure incurred by the University Grants Commission. I do not understand why they are so considerate in respect of these two Universities and why so much money is being paid to the Jawaharlal Nehru University, which during all these years of its existence, has not produced even 200 good Ph. Ds. Now, are the other Universities in the country inferior to the Jawaharlal Nehru University? Why are we so much benevolent towards this University and why are we spending so much money in the name of Shri Jawaharlal Nehru and famishing the other Universities in the country?

Now, Sir, my friend spoke about the Delhi University and about the Shyam Lal College. Sir, the present Vice-Chancellor and his predecessor, Mr. Dutt, were there for some-

time—he was also there acting as the Vice-Chancellor of the Delhi University for sometime—and it is common knowledge how the Delhi University prosecuted so many teachers, hundreds of teachers and sent them to jail under the MISA and sent many students also like this. And Dr. Dutt was one of them who did his best to send many teachers to prison. Now he is very much concerned about the working of the University.

Sir, I do not know how our previous Education Minister got himself appointed as a professor in the Delhi University while he was in the saddle as Minister of Education. I leave it to the judgement of the Minister and this House as to how it was legal or whether it was moral. He got himself appointed as a professor about two years ago or nearabout that—I do not know the exact date—by a Resolution of the Executive Committee of the Delhi University on a salary ranging between Rs. 2500 to Rs. 3000. And now he has joined the University after his retirement from the Ministership. I will request the hon. Minister to kindly probe it, as also the other charges which are being levelled against the officers of the Delhi University who sent so many people to jail under the MISA.

My friend mentioned about the Shyam Lal College. I did not want to mention this thing at all. But since he has mentioned it . . .

SHRI RISHI KUMAR MISHRA (Rajasthan): Don't mention it.

SHRI SHYAMLAL GUPTA: About the Campus, I know personally, Mr. Rokey was there. Dr. Dutt was an aspirant there for the Vice-Chancellorship, for Education Ministership and then for the Directorship of the Campus.... *(Interruption)*. He got himself entangled.... *(Interruptions)*

DR. V. P. DUTT: I am very much flattered with the compliments that Mr. Shyam Lal Gupta is giving. This

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was the best that I expected from him, and . . .

SHRI SHYAMLAL GUPTA: You did not get anything. You started this thing.

DR. V. B. SINGH (Uttar Pradesh): Is it a Report on the Delhi University or the Jawaharlal Nehru University or the University Grants Commission?

SHRI SHYAMLAL GUPTA: Delhi University is one of the constituents of the University Grants Commission. The Jawaharlal Nehru University is one of the constituents of the University Grants Commission. My basic question is, why 25 per cent of the total grants of the U.G.C. is spent on these two Universities alone? The year before last, another Central University was opened at Hyderabad. When we have so many Universities what was the need of spending huge sums on the establishment of another University? I find that a number of new Universities are being opened every year—maybe, at the instance of a Chief Minister or a Minister or a Member of Parliament who is very vocal and very strong in that area. Such expenses should be curtailed and brought down.

Sir, the scheme of employing professors after retirement, at huge salaries, should be discontinued.

My friend referred to educational standards in the Universities and about the research. Well, we all know that the total budget of the University Grants Commission may not be equal to the budget of the Montreal University. But whatever we have, we have to spend according to our own budgets. Can we now go in for luxuries and comforts when we do not have even the necessities of life? To me it appears, Sir, that education up to the graduate level is very necessary

for all individuals of our country. Honours in M.A. and Research are luxuries which very few people can afford. My submission is that a lot of money is being wasted in the garb of higher education and research. I will give you an instance. Supposing there are five universities in Gujarat, all of them have advanced courses in one particular subject. They can give one subject to one university and save the expenditure. We have got Centres of Advanced Learning at Simla and other places. I may be informed as to how much work they have done and how much more money is going to be spent. It is mentioned that about 20 lakhs of rupees are going to be earmarked for the Centres of Advanced Learning. We should take into consideration the work they have done during the years these institutions have been functioning. Is there any justification of continuing to spend the money on such institutions which have not contributed much for the upliftment of the country's education?

Sir, although this report is very voluminous, it lacks in many things. As I said earlier, the total expenditure on different items has not been mentioned. They have given money to the universities and colleges and have done nothing beyond that. The Scheduled Castes students do not get much facilities. In the State of Bihar, the libraries have been famished. I will request the hon. Minister kindly to go into the details of the money spent by the U.G.C. for the purchase of books for our libraries. He should kindly direct the University Grants Commission to allocate more funds for the backward areas. They should not be so benevolent with the city of Delhi which hardly makes half a per cent of the total population of the country. He is spending 25 per cent of the total budget of the University Grants Commission on Delhi. I will request the hon. Minister to get this thing examined. They should not over-feed one region at the cost of

other regions. As our Railway Minister was saying earlier, in a democratic country like India, why should the railway passengers be paid only Rs. 50,000/- when the Indian Airlines Passengers are paid one lakh of rupees? Why should we spend Rs. 10,000/- on a student in Jawaharlal Nehru University and only a few hundred rupees on a student in Bihar and Orissa? I have not much to say on this report. It appears to me that this was the working of the previous Government. They created all the disparities as they had no love for the country. Thank you.

DR. V. B. SINGH: Sir, I seek your permission to congratulate the Education Minister on presenting the U.G.C. Report for 1975-76 and for making the preliminary remarks in which he referred to the National Education Policy of 1958. I think that education should be taken as a national issue and not as a party issue. Therefore, I differ from my friend, Prof. V. P. Dutt when he says that it is obligatory for the Janata Party Government to come out with a new philosophy on education. The preliminary remark of the Education Minister bears testimony that he continues with the national policy resolution which was adopted in 1968. If my interpretation is correct, then so many things that have been said do not arise. If I am wrong, it is for the Education Minister to say that I have said something which is an incorrect interpretation of his preliminary remarks.

Before I come to the main topic viz. the Report of the University Grants Commission, not the whole of the educational gamut, not the local issues, but on two points which have been raised I would like to speak. One is the question of the allocation of UGC funds to the State universities and the Central universities. I thought that the Members of the House knew the constitutional position of the Central universities because the Central

Government, through the UGC, is responsible for financing the Central universities, be it the Viswabharati, be it the Banaras Hindu University or the Aligarh Muslim University or the Jawaharlal Nehru University. But this was not the case with the State universities, as provided in the Constitution, and the Constitution is not the creation of the last five years but it has come since 1951. There is the basis of the matching grant. And if the State Governments, under local and regional pressures, go on opening new universities and expect that the aid from the UGC should come in the same quantum as for the Central universities, the fault is not that of the UGC, at worst it is that of the Constitution. Then amend the Constitution and make university education a Union subject. And then you will have a legitimate ground to complain that university 'X' is being neglected and university 'Y' is not being neglected. In this connection, I would submit to the Education Minister that he should sincerely consider as to how is it that the universities which have completed a century, which have completed their golden jubilees, are poor in respect of funds? Should they not be taken over by the Union Government so that the State Governments, on the matching basis, are more free to finance the new universities?

The second question that I want to reply to is the institution of supernumerary posts. To the best of my knowledge nine such posts have been created by the UGC, and there is a philosophy behind it. The Union Government, formed by any party, in any civilised country, has to depend on intellectuals, and they have to draw upon the intellectuals. Intellectuals come from different walks of life. They may belong to the medical profession and they can go back and resume practice; they may belong to the legal profession and they can go back and resume their practice. But there is also the teaching sector, and a teacher cannot go back to his post

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it he is involved in Governmental responsibilities, be it that he is a Minister, be it that he is a Member of the Planning Commission or be it that he is a Vice-Chancellor because the universities cannot function in a vacuum without a senior post. And, therefore, it was very wise on the part of the UGC to have created supernumerary posts, and one of them has gone, fortunately or unfortunately, to a person who was a fullfledged University professor and for some time happened to be a Minister. And he has been appointed to that post in a different university. So, what is wrong about it, if it is a very rational, very democratic and very dynamic philosophy on which the Ministry of Education and the UGC have proceeded? Then, Sir, coming to the Report proper, ever since I became a Member of Parliament I have emphasised that education is an investment in human capital. So, whatever we invest in education, we expect a social and economic return for the society. We cannot afford to indulge in expenditure which is of a non-productive character in the larger sense of the word. It is on this criteria that education should be evaluated. Education has three tiers—primary, secondary and higher. It is the last mentioned that we are discussing this afternoon. Higher education is like the mother plant, which feeds not only the other two sectors of education but also trains cadres for the various sectors of the society. Therefore, the quality of higher education is the crux for restructuring the new society born after national independence. This is why the founders of our Constitution put co-ordination and determination of the standards of higher education in the Union List. Now, Education has been made a Concurrent Subject in response to the long standing demand of the academic community. Therefore, the responsibility of the Education Minister and the U.G.C. is far greater.

Sir, the opening paragraph of the Report says: "The Universities have

been relatively quiet during 1975-76" and hopes that the climate will prevail. But this hope has been belied in the wake of the so-called student power generated particularly during the last elections when examinations could not be held in several States. The cycle of teaching, examination, admission has been broken.

My request to the hon. Education Minister is to take steps to de-link education from party politics. It has been said that education is top-heavy. But, why is it top heavy? It is top-heavy because the primary education and secondary education was with the State Governments. Some of the grants that the Union Government gave were diverted to purposes other than promoting primary education. Now, that it is a Concurrent Subject, I think the Union Government will be in a better position to balance the three sectors of education. So long as the scarcity of funds is there, some norms have to be established for the purpose of giving grants and these norms ought to be strictly academic, as they are.

The Act of each university states that its objective is the advancement and dissemination of knowledge. But the university culture, as it has developed in our country, is mainly implementing the second objective, namely, dissemination through teaching with the help of partly imported books from the U. K. and the U.S.A. but mainly with the aid of bazar notes, which greedy publishers are always ready to produce in tonnes. Against this background the U.G.C. is to be congratulated on the composition of special panels which would decide the direction of text books and consider a programme of text book writing with Indian data. This is not possible without research. That is the first aim of university education, namely, advancement of knowledge. Therefore, I welcome para 3 on page 4 of the Report which reads:

"The Commission has always looked upon research and teaching as co-related activities. The Commission is firmly of the opinion that in order to introduce greater flexibility in the courses, link them with the needs of the community and specially with the rural community and to develop other innovative programmes, research in universities and colleges, needs to be strengthened considerably. With this objective in view, the Commission has prescribed research experience as essential in the selection and appointment of teachers. In order to raise the standard of research work and particularly to strengthen inter-disciplinary work and project work including fabrication of equipment, substitution of imported technology etc., the Commission has laid down guidelines for M. Phil. courses."

This idea is reiterated later also in the Report. Unless through research, data relating to Indian social needs and conditions, are available, textbook writings will not be suited to Indian mind, Indian conditions. It is in this context that re-structuring of courses, their relevance to development and rural orientation and linking education to work experience are discussed in the report from page 94 onwards.

I seek your permission, Sir, to quote three brief paras from the report where education at various levels is sought to be linked with work experience:

"(1) Work experience should be introduced at all levels of education as an integral and essential part of the teaching and learning process.

(2) The linking of education with productivity would imply the participation of University and College students in various institutions activities such as panchayati raj, community development, co-operation, trade, transport manufactur-

ing, planning and designing, fabrication of tools etc., with emphasis on rural orientation.

(3) It has also to be emphasised that work experience [field work] practical experience is experience for the student and is therefore, different from vocational training or education of the worker. In fact these have nothing to do with the introduction of the job-oriented courses."

Therefore, education is sought to be made practical. (Time bell rings). Sir, with the lower participation rate on higher education, let there be a few minutes' time more to those who are practising teachers.

THE VICE-CHAIRMAN (SHRI LOKANATH MISRA): I would not have any objection to giving you another five minutes but that must be final.

DR. V. B. SINGH: That would be more than final I assure you. This House should note that teaching, research and work experience, as conceived by U.G.C., are three-pronged drive to use higher education as an instrument of social transformation. So far research has been considered an elitist culture. Now an attempt is being made and that too for the first time to make research as the duty of every teacher imparting higher education, as without it teaching is sterile, it will be unproductive. But unfortunately, the Ministry of Education has failed to relate research as an integral part of a University teacher's duty at the time of the revision of the pay-scale.

Within the given structure, the U.G.C. has taken steps through various devices, e.g. university leadership projects and teacher fellowship schemes, to help the college teachers to succeed in the race of research. But naturally such schemes depend on the availability of funds. The crux of the problem, however, is the imple-

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mentation of these schemes which require more funds. Today's newspapers have announced that the Sixth Five Year Plan will be finalised soon. On behalf of the academic community, consisting of teachers and students, I appeal to the Education Minister to get better allocation of funds for education, especially higher education. The hon. Minister criticised the poor allocation in the Fifth Five Year Plan. Therefore, we have a right to expect that he will get a higher share for education than in the Fifth Five Year Plan, wherein allocation to Education has been next only to Defence.

Our University students can be usefully utilized to eradicate illiteracy and they can be properly connected with adult education programmes. For this, both money and better organisation is needed.

The report mentions on page 25 that on the State level there should be inter-University coordination Board and each University should have a Planning Board. It should have been mentioned how many States and Universities have implemented this reform, if not, why not? Here comes the crucial role of the hon. Education Minister, as the right authority, to ensure coordination and determination of standards in various States.

I have talked about the body of higher education. Now please permit me to say a few words about the soul of higher education. It is the spirit of free inquiry unhindered by the power of State and the Government. This is called academic freedom. As Education Minister of the largest democracy in the world, Sir, the Education Minister of India should make a declaration that for freedom of expression through speech or writing nobody will be punished; there will be no political vendata. I say specially because a Member of this House, Shri Shrikant Verma, has

been forced to resign from the job because of his political affiliation; that is what he says. Universities are the nurseries of freedom of thinking. Let them flourish. With this end in view, amend the various Acts and Ordinances which have converted the Universities into sub-branches of the various Education Departments and consequently the Vice-Chancellors, Registrars, Accounts Officers and others are dismissed or transferred and teachers are being harassed. This should stop. Lastly, the UGC 11 P.M. Review Committee Report, which is long overdue, should be presented before this House for discussion and consequently the necessary reforms in higher education through UGC should be implemented sooner than later. Thank you, Sir.

DR Z A. AHMAD (Uttar Pradesh): Sir, I have not much to say because I am quite annoyed with Dr. Dutt. He has stolen away many of my personal ideas and the range and field he covered were so big that there is not much left for me to say. So I shall confine myself to two or three points.

First of all, I am really feeling quite alarmed about the whole problem of the autonomy of universities. I am feeling very much concerned about this question because I think that this autonomy has been eroded or corroded during the last several years. If the universities lose their autonomy, they will just become part of the governmental establishment and all sorts of intrigues and intervention by politicians and corrupt practices will creep in. Therefore, Sir, I would request the new hon'ble Education Minister to be very alert and vigilant about it. I know, coming as I do from UP, that one Act has been railroaded for all the universities during the Emergency, whereby the Vice-Chancellor holds the post at the pleasure of the Chancellor. This is very bad. Why should a Vice-Chancellor hold his post at the plea-

sure of the Chancellor? He is duly elected and unless he commits some very big mistake, he should continue. Then the powers of Finance Officers have been increased. They can virtually overrule the Vice-Chancellor, I presume that the hon'ble Minister knows about this. Then the Registrars, Deputy Registrars and Assistant Registrars have been made functionaries absolutely of a level that they have to run to the Deputy Secretaries and Secretaries to get things done. Therefore, all sorts of governmental intrigue can penetrate into the universities through that channel. The hon'ble Minister must be knowing that in West Bengal, all financial powers have been taken away from the university authorities. Please restore their financial powers; otherwise the university authorities will become sycophants absolutely. They cannot function. Then, in Karnataka, an Education Minister appointed himself as pro-Chancellor of the university. This is also very strange. All this must go and the healthy autonomy of the university should be restored. If you do that in a short time, effectively and powerfully, I think you will be doing a great service to higher education.

The second point, Sir, is that I do want certain standards to be laid down in regard to the qualifications of the persons who are appointed to the high posts of Vice-Chancellor. In my State, the Home Secretary was appointed Vice-Chancellor. Somewhere it is a retired police officer or an army officer who is a Vice-Chancellor. Somewhere it is a retired ICS officer, or the Inspector-General of Police and this is considered a post which is just granted to somebody as a favour. "All right, you become a Vice-Chancellor". It is fantastic, it is nonsensical. This post should go to people who are really qualified, who are interested in education, who can mould the educational system, who can contribute to the educational system, who are real academicians themselves, who have the background

of learning, knowledge, research and all that. An Inspector-General of Police, an ex-I.C.S. man and a Home Secretary as Vice-Chancellors! A Home Secretary who has the entire police establishment suddenly goes to a university and starts doing the same thing there, beating up the students and teachers. All this must go. Standards should be laid down at the national level regarding qualifications of Vice-Chancellors.

Now my submission is that the concurrent power should continue and should be maintained and you should intervene so far as the broad pattern of the educational system is concerned. It should be uniform throughout the country. In regard to implementation, it can be flexible to suit the local conditions but the broad pattern of the policy should be more or less uniform. In that respect and to that end the Central Government should intervene effectively. I want the Central Government to play a greater role in the evolution of the national policy and also in supervising its implementation.

Decentralisation is good at the implementation level. Decentralisation is essential. Otherwise there will be bureaucratic handling of the affairs of the university. But at the level of national policies the responsibility should rest with the Union Minister. That is my submission, Sir.

Now the third point to which I want to draw your attention is,—of course, you know it very well—the structural imbalances in the education system. The Educational Commission—and I presume the UGC also—has said that fifty per cent of the colleges in India are non-viable. Obviously they are located in rural areas. The standards are poor and you yourself have said that the number is not much but the standards are not very high. The standards have to be raised in order to give good

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education to the rural population, to the boys coming from the rural areas. You should give them not a degree alone but real education. That is my point.

Now I think it is necessary to look into these colleges with a view to developing them. Making them pale reflections of the urban colleges will not serve the purpose. It can be examined as to what can be done with some of the colleges which are not serving the purpose, which are not able to provide good education due to many difficulties. They can be developed into specialised institutions or they can be given a new character or something like that. Instead of multiplying the colleges of the same type at the same level in the rural areas, you have to examine as to how problems of rural education can be met. Rural education need not be a copy of urban education.

I have no quarrel with the fact that there are more colleges in the urban areas. Obviously urban areas are the centres of our growing cultural life, education and all that. Urban areas naturally will have the priority in that matter. But then, there are certain problems relating to the rural population and there, I think, the whole problem of multiplying colleges in the rural areas has to be examined. Some can be developed as specialised institutions and on that I have not much to say. But you will have to pay attention to that.

Now, democratisation of education. That is to say, not only make education available to the sons and daughters of the common people but also make good education available to them. The quality of education is also important. So, in that respect, the problem of vocational education has to be seriously considered. And the education should be obtainable in good institutions. To a boy coming from a poor family, you give an allow-

ance and you enable him to join a good educational institution. You will be helping the general rural population; the whole standard in the rural areas will go up. For example, boys and girls from backward classes should be able to join IITs and such other institutions. But for that a certain allowance has to be given to them. The system of giving allowance to weaker sections of society, to the boys and girls coming from the weaker sections of society, in the form of stipends should be taken in hand and should be very seriously and quickly extended. Within its limitations, I think UGC has been tackling some of these problems. For example, I like the idea of lead colleges. I think it will be useful and helpful if in the district these lead colleges are given help by the University Grants Commission and their standards are raised, so that other colleges imitate them and higher standards tend to percolate to other colleges. Similarly, in backward areas quality institutions should be set up.

Now lastly I want to emphasise that development of research in India has not reached that level, has not attained that quality which it should have. We talk a lot about research. Dr. Dutt also made some profound remarks about research. But if you want to raise the standards of research, you will have to spend more money for that. Do not hesitate to spend more money on research. Research with low technology, I do not understand. When we should be talking of atomic energy—and people are carrying out research in that—there it is gobar gas gobar gas everywhere. Where is the gobar and where is the gas? There is neither gobar nor gas. And you are depriving the poor village women of their fuel. You are depriving them of their cow-dung, you are depriving the fields of the manure that they need and just talk about gobar gas. These are very bad heritages, old-fashioned things. Research has to be financed properly. We have the

talent. We have the boys and young men—Professors, Readers and Lecturers—who can carry out deep research but they do not have the wherewithal to do that. Therefore, I think that for high quality research, more money has to be spent. Do not hesitate to spend that money. And, of course, that should become relevant to our national life, should be linked up with the problems. I need not say much on that because it has been said very often. Lastly, I entirely agree that private management is atrocious. In modern times why should there be private management? A Lot of corruption, a lot of mismanagement, a lot of *gadbad* start in private management. Do away with this private management. They are vested interests. They are only to make money. Many private managers want to establish colleges to become MLAs and MPs. They want to create pockets of political influence also. So, the management should be taken over by the universities properly and they should become part of the university set up. You will have to pay your attention to that problem because there will be resistance, hullabaloo and a lot of noise that you have been authoritarian and dictatorial. Don't be so democratic that you allow all this mismanagement to go on. You are a new Government. You are very touchy on that question. You want to be extra-democratic and while being extra-democratic you may allow many wrong things to continue. That is my submission and I don't want to say anything more. I appreciate the important and profound things put before this august House by Dr. Dutt and also by Prof. Singh.

SHRI GOVINDRAO RAMCHANDRA MHAISEKAR (Maharashtra): Mr. Vice-Chairman, Sir, I congratulate through you the Education Minister for presenting this Annual Report with very simple impartial introductory remarks.

Sir, then I protest against an irrelevant remark that was made by a

honourable Member about the previous Government saying that it was anti-national in its character. I do not know how it cropped up while deliberating on the Annual Report of the University Grants Commission. Sir, before I offer any remarks on the University Grants Commission, I would earnestly request the honourable Education Minister that a certain format should be accepted for presenting this report before the House, because if we study comparatively the Annual Reports of the last four or five years we find that emphasis is given on certain points and no mention is particularly made about certain other points. I can cite instances. There are certain things which have not been reported in detail in this year's Report. For example, very little has been said about the university centres which are functioning at some campuses under the universities in the country. I am sure that the Review Committee's report which has been submitted in February, 1977 to the Government must have definitely and positively considered this aspect about the Annual Report of the UGC.

Sir, then I bring to your kind notice what I said last year that from 1950-51 to 1970-71, in last 20 years, the expenditure on the different tiers of education—my friend Shri Singh said three-tier, I call it four-tier, pre-primary education, primary education, secondary education and higher education—was like this. Little has been spent on pre-primary education, on primary education the proportion was 36 per cent, secondary education it was 34 per cent and higher education it was 20 per cent. And, in 1970-71 it got reversed. The net result of this was that we had an increase of four times in primary education, six times in secondary education, nine times in degree education and 12 times post-graduate and research education. Why has this happened? This has happened because of an elitist approach towards education. Money could be taken away very slowly for higher edu-

[Shri Govindrao Ramchandra Mhaishekar]

cation because of an elitist philosophy governing education. And pre-primary and primary education in this country—this is not the concern of this Report, I am aware—was not cared for as it should have been. And thus there was a very weak foundation for our colleges. There were very weak primary schools and there were weaker secondary schools. And now we have the standards going down.

Then I would draw your kind attention to the enrolment figures. What do we find from the appendices attached to this Report? The students in the universities constitute 20 per cent and students in the colleges constitute 80 per cent. Teachers in the universities are 19 per cent and teachers in the colleges are 79 per cent. Now the enrolment in the colleges includes 89.4 per cent of undergraduate students, 52.7 per cent postgraduate students, 11.0 per cent research students and 55 per cent of diploma students; and all the rest goes to the credit of universities and other institutions. Now, Sir, when compared to this, if you go through the figures of grants that have been distributed during 1975-76, we find that the five Central Universities got 33 per cent out of Rs. 58 crores, whereas the other 70 universities got 33 per cent. The colleges affiliated to Delhi University got 12 per cent, whereas the other colleges all over the country got 4 per cent. Now, Sir, I quite agree that there is perhaps a statutory provision in the UGC Act for the maintenance of Central Universities on the part of the UGC. But time and again we have been pleading that these institutions have to be looked after independently and the money that is provided for the UGC has to be distributed in a balanced manner. Sir, if we look at the expenditure spectrum, this imbalance becomes much more glaring. If we see the Report of the Comptroller and Auditor-

General of India 1975-76, we find that for the years 1969 to 1974, the five Central Universities got 19.9 per cent as against a student population of 1.7 per cent. The deemed universities got 4.3 per cent as against a student population of 0.3 per cent. The State universities numbering 70 got 44.1 per cent as against a student population of 12.4 per cent. And the Delhi colleges got 7.3 per cent as against a student population of 2.8 per cent. And all other colleges, spread all over the country, got 21.4 per cent with a student population of 82.8 per cent. Sir, this is the imbalance. I have quoted the figures from page 224 of the Report of the Comptroller and Auditor-General of India for the year 1975-76. Whatever amounts the colleges get are given on application from them. They are not need-based. The need-based assessment is not taken into consideration. Again I quote from the same Report from page 226 where it says that grants to the colleges have been given not on need basis. It is the last paragraph on page 226. Sir, the financial position of colleges is at its lowest ebb due to three most important factors. The first is, revision of salary scales, particularly because of the posts created after 1966. It was the first stage of revision of salary scales and no grant was given for these posts that were created after 1966. That is the first stage of revision. After 1973, when there came the second stage of revision, additional posts are not likely to get and are not getting any grant except under the State's grant formula. Frequent revision of dearness allowances not being properly compensated by the Grants-in-Aid Code of the State Government. Number (3) going down of number due to the implementation of the new pattern. This is the financial position of the colleges. If you have gone through this report, I will give you a number of quotations. Many times it has been pointed out that 60 per cent of colleges are practically facing closure after the implementation of the 10+2+3. In view of all that I have submitted it is necessary that a balanced distribution of grants

by the UGC should be considered sympathetically and, if required, necessary statutory modification be made in this connection. Central universities be treated independently by the Union Government, so also the Delhi colleges. Then, an evaluation committee should be appointed to go through the functioning and achievements of all the Central universities in this country because, as we understand and very reliably we understand—those of us who are concerned, I was concerned with higher education for 29 years—there are certain departments having 10 or 15 teachers with no students available in some of the Central universities. I am quite sure that this is true. You have, therefore, to see that these Central universities are run properly, on academic lines, on administrative lines, that their functioning is in the direction of the objectives which they have set for themselves. You have to see that all colleges in this country get a substantial share in UGC grants and that these grants are need-based and liberal. I would not go into details. Sir, I would also submit that in view of the importance of female education particularly because of certain social taboos still existing in our country, women's colleges have got to exist for some time, for some period, to come, and their grants should be based on an independent footing. So is the case with grants that are given to tribal area colleges and rural area colleges. There is nothing wrong in having such a classification for according grants to colleges so that there would be a uniform balanced progress and standardisation of higher education, so that it gets nicely correlated or coordinated with the post-graduate and research education in this country.

Then I come to the maintenance of standards. One of the main functions of the University Grants Commission is the maintenance of standards, co-ordination of standards and improvement in college education and re-

search. In this particular field the UGC has been functioning more or less like an advisory body. There are a number of committees appointed. Good. One agrees with it because these committees are committees of experts and we get expert committee reports. There are a number of reports by expert committees. These reports are sent to universities and colleges. But they are not pursued. My point is there are a number of schemes, schemes which were enunciated in 1972, 1973, and these schemes were recommended to the universities for implementation, as, for example, destructuring of the courses, linking them with practical experience, work experience and so on. Twenty universities were advised in 1973-74. They were specifically chosen for this purpose. And I am sure nothing has come out of it. At least I know of one university where nothing of restructuring has come out. What is the reason for this? Why is this scheme not being implemented? There is no effective persuasion, there is no effective following up of the work that is done. And therefore, these recommendations more or less become infructuous. After three or four years we find that they have not been implemented; they become infructuous. Again I would like to quote from the report of the Comptroller and Auditor General of India for the year 1975-76—I am quoting this because this report has given a comparative study of the last ten years' performance of the UGC.

I quote from page 219:

One of the main functions of the Commission is the determination and maintenance of standards of teaching, examination and research in universities.

I would leave that paragraph and go to the next one.

The committee on standards submitted its report in May 1965. The

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Estimates Committee noted in April 1966 that action taken on the reports of expert committees had been simply to forward them to the universities and State Governments for their views and comments or for suitable action. They had felt that the Commission should pursue the recommendations of these expert committees and keep a record regarding implementation and that the powers given to the Commission under sections 12, 13, and 14 of the Act might be invoked, where necessary.

Now, this is very important. It has been stated in the report of the Commission itself that it finds itself weakened in invoking the provisions of these sections. If it is so then they have to make some modifications to see that the commission is not weakened in the matter of implementation of the recommendations by the Universities. In certain cases I find that there has not been an effective following up by the University Grants Commission. In this connection I wish to cite three or four cases.

In the case of examination reforms there have been a number of workshops and seminars. I had the privilege of attending two or three of these. Since I have retired I have stopped going. I remember that for six or seven years we have been talking about internal assessment, semester system and question banks. I would like to know as to how many universities have seriously implemented all these examination reforms. We have been talking time and again about unrest in the campus. We have been talking time and again about complaints of the students being prejudiced about the evaluation in examinations and there have been a number of subjective tests taking place. Had these reforms been implemented, there would have been sufficient challenge to the students for continuous study and concentrating their minds on their studies in the colleges and universities.

In the case of restructuring of courses with a view to link them with production-oriented activities nothing has been practically done. This scheme was in fact initiated in 1973 and guidelines were prepared. But the universities were not prepared to accept it.

I have not seen what has happened to the much talked of and discussed proposal of autonomous colleges. Certain modifications have been made in a number of University Acts. That, by itself, will not solve the problem. If we are keen to bring about autonomous colleges to solve the administrative problems of the universities, we must also see that certain genuine difficulties of the colleges in going autonomous are sorted out. Then only this proposal could be implemented without causing any imbalance in the field of higher education.

I feel there are very many good schemes which have been taken on hand by the University Grants Commission. But they require effective following up.

Now I come to the teachers. My friend has said something on this subject here. The position of teachers is causing anxiety on the campus and in the colleges, both. The reason is that there has been an imbalance in the ten plus two plus three system, because of which there has been termination of services of some teachers. There have also been demotions of lecturers from senior colleges to junior colleges. All this is done because the numbers in the colleges are going down, both in the degree colleges as well as in the junior colleges. I am sure the cycle is going to repeat itself if no basic changes in the structures, policies, courses and vocationalisation are brought about. In 1983 the cycle of failures in the twelfth standard will make it obligatory for us to provide them places in the first year class of the degree course. Therefore, I say that these

terminated or demoted teachers can be best made use of for improving the standards of weaker students, particularly in rural areas and among the Scheduled Castes and Tribes students. Last year also I made this suggestion. A number of things have been talked over here. And, Sir, it has been said that the rural area students have to be strengthened. They require strengthening in certain basic disciplines and if we can utilise the services of such teachers, it would be very good for and helpful in improving their conditions.

Sir, in respect of the implementation of the revised scales, it has been pointed out that the research qualification should be made compulsory and I think it has been made compulsory. I for one cannot understand this. I do not know whether we can in lieu of the research qualification make the constructive services of the teachers in the extra-mural field based on the applied knowledge of their subjects a qualification for the revised scale. I say this because in the absence of research facilities for about 65 per cent or 70 per cent of the teachers, it is not proper to make it compulsory for the implementation of the scales. Can we, therefore, make the work of a teacher in the extra-mural field based on the knowledge of his subject in a specialised manner for the benefit of the society, community or the area in which the college is situated, as a qualification in lieu of the research qualification?

Then, Sir, I come to the question of the unrest on the campuses. There are symptoms, symptoms of a very disturbing state of affairs on the college campuses and the university campuses. Now, this problem will have to be tackled in a very healthy manner. We will have to decide about the student participation question. We will have to decide many things. What will be the participation by the students in the academic bodies, what would be the participation by the students in the administrative bodies, what would be their role in the

extra-curricular bodies, whether it would be symbolic, whether it should be effective, whether it should be effective by number or whether it should be only to the extent of their participating without any right of vote—all these problems have to be solved. Alongwith these, Sir, I feel that certain cushions also will have to be provided in the college and university campuses for the contact of the students with the university machinery. Today, Sir, the position is that the students have to go either to the Registrar or the Vice-Chancellor and there is nobody in between to whom they can make an approach. If there is somebody, say, a Director of Student Welfare or somebody like that, he also is an IAS officer or he is like a revenue officer who does not know how to handle the students. I do not know what kind of a man he should be. But there must be a remedy and some cushions should be provided for the students to express their emotions, for the students to express their anger. I would not mind their anger because the students must get some cushions to express their anger and these cushions would absorb their anger, would absorb their emotions, and the Vice-Chancellor should be available only as an appellate authority against all the other agents that work for the students' welfare on the university campus.

Lastly, Sir, I come to the Scheduled Caste and the Scheduled Tribe students. The universities, the colleges and the UGC itself get their grants either from the Central Government or from the State Governments. One would like to know whether all the universities and the colleges and the UGC also have provided for these people for appointment as teaching and non-teaching staff. I know that wherever there have been suitable candidates available for this purpose, they have not been taken on account of some prejudice. Now, this is a very important question. In the Report also, Sir, I find no satisfactory wording. They have said that efforts are being made

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to give due representation to these people, I would wish that when the statistics are given by the UGC, the statistics from all the universities and the colleges were also given in this connection. For all the posts, whether they are lower posts or senior posts or the posts of lecturers or readers or professors, for all these posts, the statistics with regard to the Scheduled Castes and the Scheduled Tribes should also be provided.

About other amenities, Sir, I have already spoken. The Scheduled Caste and the Scheduled Tribe students get scholarships and there is no doubt about that. But those scholarships by themselves are not going to provide them the facilities they require, the atmosphere of calmness that they require, for the successful prosecution of their studies in the universities and the colleges. They require further strengthening. Sir, I thank you for having given me this opportunity to speak.

SHRI KRISHNARAO NARAYAN DHULAP (Maharashtra): Mr. Vice-Chairman, Sir, through you I congratulate the Minister of Education for piloting a motion to discuss the University Grants Commission Report for the year 1974-75. Every year, the Report is presented to this House. Comments are made by hon. Members—those who are intimately connected with academic life, those who are not connected with the academic life and those who express the views of the layman in this country. Every year these comments are given on what the U.G.C. is doing. Whether the hon. Minister of Education is taking note of these comments or not is a problem for me, because, Sir, as a matter of fact this very report which we are discussing here in this august House is for the year 1974-75. The Commission was good enough to publish this report. It was published

by the Commission in July, 1976, and...

DR. PRATAP CHANDRA CHUNDER: This Report is for the year 1975-76, not 1974-75.

SHRI KRISHNARAO NARAYAN DHULAP: Then again, Sir, some months are taken by the Ministry to present this Report before this House. It was presented to the House on the 16th April, 1977, and now it is being discussed in this House after nearly nine months. So this is after a long time. And, therefore, it is very difficult for the hon. Members to express their views on what action is being taken by the Government or by the University Grants Commission or the University concerned.

Sir, I have gone through the Report very meticulously, and I am still of the opinion that during the British regime higher education was the monopoly of the privileged class. The same thing continues even after independence. During the last thirty years, we could see that there has been expansion of education. Formerly, there were colleges in Presidency towns and cities like Bombay, Poona, Madras and Calcutta. Then in due course of time, colleges started coming up in district places and now very recently, of late, at some Tehsil places we see college buildings coming up. And now this formula of 10 plus two plus three comes into operation. This 10 plus 2 plus 3 pattern of new education which has been recommended by the Kothari Commission, I think, has been accepted by the Central Board of Education and the University Grants Commission is very keen to bring it into operation. Sir, this is a fraud against the poor people in this country, that is, those who are coming from the rural areas. I will request the hon. Minister to give a few more crores to the University Grants Commission to do some research work in the field of higher education in this country. Sir, it is a fact that the children of the upper strata of the society and

high class people are given higher education in this country. Only they can afford to give higher education to their children. The children of those who come from the upper middle-class segment of the society and are living in urban areas are getting education. Those who are highly educated, their children are getting higher education and those who have been deprived of getting education before are not in a position to give education to their children. Their chances of getting education are worsening because of this 10+2+3 formula. I raised this issue last time when the Congress Government was there. I am raising this issue now as the Janata Government is in power and they claim that they would do justice to the down-trodden people of this country. The doors of higher education are closed for the students coming from rural India because of this formula. For example, I come from Maharashtra. At present, we are having 5 or 6 High Schools in one Tehsil. According to the new formula, only one school at a Tehsil is allowed to run the 11th and 12th classes. Now, after passing the 10th standard, the students will have to go to a Tehsil which may be 10 or 15 or 20 miles away from their native place. They will have to go and come back by bus everyday and their parents will have to incur an expenditure of Rs. 30 or 40 or 50 per month on one child. If the children are allowed to stay at the Tehsil, there are no facilities. Even if the boy is able to stay there, the father may not be in a position to incur the expenditure. As my friend as rightly said, it is because of this new pattern that the colleges at Tehsil or rural places are finding it very difficult to get students for their degree courses. Also, there are very few facilities for 11th and 12th standards in schools and colleges. This is a big bottleneck created by this new pattern. This is deliberate. I say this because in the last report and even in this report, the University Grants Commission is very proud in saying that there is decrease in the

number of students joining classes for higher education. So, they want it. The policy of the Education Department in the Central Government is that as there are fewer employment opportunities, the number of those who get higher education should also be less. So, the number of persons getting higher education should have a parity with the employment potential which is being created by the Government. So, we do not want people having higher education remain unemployed. And that sort of educated unemployed is a bigger source of danger to the society, and naturally this formula was evolved. So, this is the first stage where there is a crossroad for the students getting through the 10th standard. They can either go to vocational courses or to higher education. The general education is given upto the tenth standard. He is fit to be a clerk somewhere. But after getting through the 11th standard and the 12th standard, according to this report of the UGC more opportunities are there for vocational courses. Some hon. Members have just now said that some students go in for the IITs for engineering courses, for medicine and for some diploma courses. But, Sir, how many students are there who are craving to get into these vocational courses and how many are admitted into these vocational or diploma courses? That aspect should be taken into consideration. Sir, there are thousands and thousands of students who want to go in for the vocational courses. For example, there is one IIT at Bombay. Admissions are given on merit. Students from all over India come to that IIT. Sir, I crave the indulgence of the House and particularly the hon. Minister—how can we expect those coming from the poor strata of the society, students belonging to the Scheduled Castes and the Scheduled Tribes, poor peasantry and agricultural labourers to compete with the students who come from urban areas? The students coming from an agricultural labourer's family gets few facilities in his

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own house when compared to a student from an educated family. So, here also, we should see as to who are given admissions in these IITs and medical colleges. Let the University Grants Commission give more money. But let them make a survey. Let an expert committee be appointed. The admissions go to those students who belong to the upper strata of the society. Crores of rupees are being spent by the University Grants Commission on higher education. But how are the diploma courses or the vocational courses are being run by the universities? Sir, we see that those who are coming from the upper classes of the society are getting the full advantage of these courses. And, those who were far removed from this education and those who were far removed from the upper services in the Government and other sectors and fields of life are still far away and only some references are made about the weaker sections which are being given some facilities. Here in this Report it has been stated that a few more lakhs of rupees are being given to colleges to enable them to open hostels for boys and girls and 20 per cent of the seats in them are reserved for Scheduled Castes and Scheduled Tribes. I would like to know whether any survey has been made to find out how many students avail of this opportunity, particularly the number of students coming from Scheduled Castes and Scheduled Tribes. In the same way, Sir, it has been said that book banks are being opened and so many things are there on paper. In actual practice they are not being utilised for the betterment of the lot of the students coming from the rural areas in general and from the Scheduled Castes and the Scheduled Tribes in particular.

Sir, I want to refer to one more thing.

THE VICE-CHAIRMAN (SHRI LOKANATH MISRA): Mr. Dhulap, you have already taken about 18 minutes. The House is adjourning at

5 P.M. I hope you would not detain the entire House beyond that.

SHRI KRISHNARAO NARAYAN DHULAP: Sir, I will take only two more minutes.

Sir, I would therefore request the hon. Minister of Education to see that so long as the Janata Party Government is there, education is taken to the doors of those people who have been neglected in the matter of higher education up till now. More and more facilities should be given to the colleges which have been opened or are being opened in the rural areas so that these poor and backward students can educate themselves.

Sir, our society is divided between haves and have nots. The haves have got everything in life, higher education, higher posts and everything higher in life is with them and those who are have nots are still neglected. They have no place in the democratic set up of this country. I would, therefore, request the hon. Minister to see that some posts and some seats are always reserved for the people coming from the rural areas. That is absolutely necessary. I have seen the rural life and I know what hardships they are undergoing, particularly the students who come from the rural areas. Therefore, I make a strong plea to the hon. Minister to see that more and more opportunities are given to the students especially the Scheduled Caste and the Scheduled Tribe students coming from the rural areas. Between these two classes also the Scheduled Caste students coming from cities are getting more opportunity to educate themselves than the Scheduled Tribe students who are coming from rural areas. If a survey is made, the latter can hardly reach the general standard of education. As far as 5 P.M. higher education upto 11th and 12th standard is concerned, they are deprived of it. Some

deprived of it. Some are getting education upto 10th standard, a few are getting upto 10th and 11th standard and very few of them are getting higher education. So, Sir, this is a disparity in our society and in the country itself. Unless and until it is removed, the real education is not given to the people who are hungry for it and who have been so for centuries together.

With these words, Sir, I conclude.

THE VICE-CHAIRMAN (SHRI LOKANATH MISRA): The House stands adjourned till 11 A.M. on Monday, the 13th.

The House then adjourned at one minute past five of the clock till eleven of the clock on Monday, the 13th June, 1977.