

[Shri Kishen Chand.] culty at all. because all their weigh ing scales are now based on seers but they have been made on the basis of pounds and only the disc has been changed. You can change thf disc again and put in the wore "seers" a little lower and the same weighing scale will continue to operate. The only difficulty, that may be created, will be in the markets. In the markets, we have got the market inspectors and they can see that the weighing unit is changed. You see, in the weighing unit at the bottom there is a hole and if we put in a little lead in this hole it can be brought to the proper weight of one seer. That slight change can be effected without any difficulty.

If we arc going to spread this change over 15 years, I think, Sir, that many complaints will come. As the country goes on advancing scientifically, we will have two units, one scientific unit and one common unit, in use. The scientific unit will continue to be kilogram whether we like it or not. The question is: Do we want our practical unit to be in conformity with the scientific unit or do we want to have two separate units? Do we want to have a gulf which can be bridged very easily and very quickly? Therefore, I suggest that without referring it to the universities, without referring it even to public for their opinion we can bring this into operation immediately and the change over will not cost very much. The cost will be very nominal and in view of the benefits, it can be ignored. Therefore, I would submit, Sir, that this Bill be taken into consideration.

MR. DEPUTY CHAIRMAN: The fquestion is:

"That the Bill to provide for the standardisation of weights and measures in harmony with the metric system be taken into consideration."

The motion was negatived.

THE STANDARDS OF HIGHER EDUCATION CO-ORDINATING BILL. 1953

SHRI KISHEN CHAND (Hyderabad): Sir, I beg to move:

"That the Bill to co-ordinate and regulate standards of higher education in post-schools, colleges and universities in all branches of knowledge be taken into consideration."

Sir, when a simple Bill has received a straight negative, I am afraid that this much more controversial Bill to co-ordinate the standards of higher education

THE DEPUTY MINISTER FOR
NATURAL RESOURCES
AND

SCIENTIFIC RESEARCH (SHRI K. D. MALAVIYA): There is no controversy about it.

SHRI KISHEN CHAND:is rather a difficult subject.

KHWAJA INAIT ULLAH (Bihar): To be explained or understood?

SHRI KISHEN CHAND: I will try to explain the salient points in as few words as possible but unless the Members realise the gravity of the problem, and unless they realise that our higher education should be changed to make it a national education, it will not do. If this Bill is going to be thrown out, we will not be doing a proper thing for our education and for our future generation. People always say that we have got independence, a national culture, and a national tradition—age-old tradition. We want a special system which will fit in with that culture as the present education is a foreign education which does not suit the soil.

I may point out in the very beginning, Sir, that this is in the Union List, if there is any question about that. Entry 66 of List I of the Seventh Schedule reads as follows: Co-ordination and determination of standards in institutions for higher education or research and scientific

and technical institutions. This Bill is really for the co-ordination of higher education.

What is our present system of education? We have a school course of ten years. In the case of the Delhi University, it has been made a school course of eleven years, because we have added an eleventh class, calling it a Higher Secondary course. Then we have a university course of six years—two years for Intermediate, two years for B. A. and two years for M. A. This is our present system. Only in the case of the Delhi University, they have made a school course of 11 years. The degree course is of three years and M. A. course is of two years. Some years back a three-year Honours course was instituted by some universities but that was not found satisfactory and was given up. Now, all these universities have an Honours course of two years except in Madras where it is of three years.

DR. A. R. MUDALIAR (Madras): In all the Southern universities.

SHRI KISHEN CHAND: In all the Southern universities, the Honours course, after Intermediate, is of three years leading to a B. A. (Hon=.) degree. Then, after one year of that Honours course, you can get the M. A. degree. Am I right, Sir?

DR A. R. MUDALIAR: Yes, without further examination.

THE MINISTER FOR LAW AND MINORITY AFFAIRS (SHRI C. C. BISWAS): May I ask one question of the hon. mover? If the proposals envisaged in this Bill are given effect to, will it not involve expenditure? In that case, should he not have obtained a recommendation from the President under article 117 (3) of the Constitution?

SHRI KISHEN CHAND: I may answer that in the very beginning. This has absolutely nothing to do with any money question. Co-ordination of standards of higher education is a

subject entirely for the State. University education is in the State List. The Central Government and Parliament only fix the standards of education. As mentioned in clause 23 the universities shall be entirely autonomous bodies getting fixed grants from the Centre and from the States. That clause only says that if Parliament wants to give a grant they may do so. This Bill does not say that Parliament will give so much of grant to a particular university, or will give a grant at all or will not give it.

SHRI K. D. MALAVIYA: Does not clause 23 imply that the Government may be required to find out money for it?

SHRI KISHEN CHAND: Parliament is always fully competent, if it wants to give a grant, it can give, but the Bill does not say that Parliament will give so much to this university or fix any ratio in proportion to the expenditure. It is a pious hope that Parliament, if it wants, may give grants. The difference is between a specific which sanctions some grants and a clause which only expresses a hope.

MR. DEPUTY CHAIRMAN: It may be anything; even one rupee may be a grant.

SHRI KISHEN CHAND: Here it is, that the Government may or may not give.

SHRI K. D. MALAVIYA: Supposing the Bill is passed and then, as a result of the passing of this Bill, we come to the conclusion that Rs. 10 have to be granted.....

SHRI KISHEN CHAND: The Bill does not say that Rs. 10 should be given. If the Bill had said that rupee one will be given to University A, University B or University C, then it will require the sanction of the President but to simply say that grants may be given, shall be given—that is the type of language which can be: used—only means that there is an^

LShri Kishen Chand.] option to Government to give if they think fit.

MR. DEPUTY CHAIRMAN: It is not an option. It is a question of getting fixed grants.

SHRI KISHEN CHAND: The universities shall be autonomous bodies getting grants.

MR. DEPUTY CHAIRMAN: Getting fixed grants from the Centre and from the States and this grant may be anything from one rupee to any amount. Even one rupee is a grant.

SHRI KISHEN CHAND: This does not compulsorily force Parliament to pay a grant. The point is that they 'may'. In parliamentary language, you can only use 'shall'. Here the word 'shall' is synonymous with 'may' because in parliamentary language, you cannot use any other word.

MR. DEPUTY CHAIRMAN: I am afraid that it is not capable of that interpretation. You have used the "word "may" in the next line—'Specific grants may also be given'—but in the first two sentences of clause 23 you say "the Universities shall be entirely autonomous bodies getting fixed grants".

SHRI KISHEN CHAND: There, 'may' becomes applicable. "..... shall be entirely autonomous bodies" is a sentence complete in itself. There, the question of grants is optional.

MR. DEPUTY CHAIRMAN: It is not optional. 'Getting' means that they must get some grants. Yes, please go on.

SHRI KISHEN CHAND: Well, Sir, as I was saying, when we look at this question of University education, we *have got* to consider the fact that there is a common complaint that the standards of education are going down and that there is indiscipline in the universities.

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We have got to devise some measures for counteracting the growing indiscipline among the students. The experience of Lucknow and Allahabad in the recent past is well-known to all Members and the hon. the Prime Minister had to say that we would much rather close down these universities than to allow this indiscipline. So I find that the cause of this indiscipline and the lowering of the standards have something to do with the duration of our university course of our university education and its relationship with the secondary education. Therefore, I was pointing out, Sir, that the present structure of six years after the matriculation or the school leaving certificate examination is considered to be university education. In U. P. an experiment was tried and that has been fairly successful. They separated out the intermediate classes and combined them in certain cases with the high school classes and we have intermediate colleges with two high school classes and two intermediate classes. The universities in U. P. particularly the Allahabad and the Lucknow Universities have got only the two-year B. A. course and the two-year M. A. course.

DR. SHRIMATI SEETA PARMANAND (Madhya Pradesh): And yet these universities have had their strikes.

SHRI KISHEN CHAND: I will come to that very soon. The trouble has been that this bifurcation of university education at the intermediate and B. A. level has not gone far enough. This Bill wants to introduce the idea that instead of the intermediate colleges as in U. P. we should have B. A. colleges. That is the fundamental change suggested in this Bill, namely, that if we have B. A. colleges of three years' duration after the school final examination with the award of the B. A. degree the rush to the universities will stop.

My contention is, Sir, that this indiscipline is principally caused by the large number of students who go there, who have no love for higher education, but who are there because they have

nothing else to do. They only want to get the B. A. degree because the B. A. degree carries a certain status. Almost all competitive examinations to recruit candidates for various posts can be taken only after the B. A. degree. The hon. the Education Minister has suggested in one of his speeches before the Board of Secondary Education that "we are going to remove this qualification of B. A. for appointment to Government service." I submit, Sir, that "this is not a solution of the problem. We have got a large number of graduates in existence already. Even if we remove this qualification for appointment to Government service the students without the degree will certainly be at a disadvantage when they have to compete with students with a degree. All the same the student wants to have the glamour of adding the words B. A. to his name; he finds some charm in it and he wants to have it and so he goes to the university. Then, Sir, you know the pass percentage in the universities. In certain universities it is as low as 45 or 50 per cent and in the Intermediate I know it is barely 30 per cent. So, Sir, consider the amount of wastage in our education. If such a large percentage of students instead of failing in the Intermediate examination had passed and sat for the B. A. examination and failed there they could have called themselves as failed B. A. whereas a failed Intermediate student is nothing at all.

Now let us consider the glory of the post-graduate section of the Calcutta University. We found that the Calcutta University was at its height when Sir Ashutosh Mookerjee instituted the postgraduate section for advanced research. In line with it, the Patna University, the Allahabad University and the Lucknow University were established as teaching universities and later on some of the South Indian Universities were also started as teaching universities. These teaching universities, begun during 1920—1925, had a small number of students and the professors were engaged in research work and the atmosphere was very good. But what has happened now? In Lucknow upto 1939 there were only about a thousand

students in B. A. Now there are 5,000 students but the accommodation and the teaching staff have not been proportionately increased and so the staff cannot cope up with such a large increase in the number of students. The net result is large classes. There have been suggestions that the classes should be held by shifts. For an ideal university education the ratio of teachers to students should be about 1 to 10. If you have got a ratio of 1 to 40 there is no contact between the teacher and the taught and the net result is that the teacher cannot influence the mind of the growing young man and cannot lead him to the ideal of higher education. In such circumstances the students form their union and naturally that union takes the form of a trade union and the students feel themselves apart from their teachers. There is a big gulf between the teacher and the taught and that spirit of trade unionism leads to antagonism between the teacher and the taught and the net result is that demands are put up by the union. If their demands are not met, there is either strike or fast and fast unto death, and there is sympathetic strike elsewhere and all sorts of methods are adopted. Is it right for our education to allow the students to feel themselves apart from their universities and as opposed to their teachers? We cannot afford to have that ratio of 1 to 6 in our universities. If there are 5,000 students in our universities we cannot afford to have 800 teachers. It is not possible. The cost will go up tremendously

SHRI K. D. MALAVIYA: And we will have to make special grants.

SHRI KISHEN CHAND: I shall tell you how I am going to solve the problem. I am trying to explain to you that these are the difficulties and that these difficulties have to be overcome. Do not say from narrow experience of one English university that we should follow the Cambridge or Oxford method and therefore, introduce it in India. It is not practical. You know, Sir, that the Sadler Commission was appointed to go into this question. Its recommendations proved an utter failure in practice because we cannot import the national

[Shri Kishen Chand.] characteristics of the Britishers into our country and cannot make our universities a copy of Cambridge or Oxford. Somebody will get up and tell me about the continental universities. Well, they have only the Ph. D. degree and only research is carried on there. Some other gentleman will tell me about Harvard and Yale. I have tried to understand as much of the working of these institutions as I could and I find, Sir, that it is not possible to exactly copy any one of them in our country. If we do not copy it fully, the trouble is that we copy only its faults and leave out the good points. Therefore, we must evolve our own system, our own system of higher education, which is suited to our country. I have pointed out the difficulty of boys, the high percentage of failures and the difference between the ideal in university education and in college education.

A university, in my opinion, should be the fountain-head of knowledge, ever advancing the bounds of knowledge. A university without research, without an atmosphere of research and without inculcating research in the minds of its students, is not worth its name. It is not a university. It is only a teaching or a training centre. Therefore, I think we have got to think of a way of separating this B. A. education from the university education.

SHRI K. D. MALAVIYA: *What education?*

SHRI KISHEN CHAND: Education for B. A. degree from the university education. Therefore, I have suggested that the six years of university education should be split up into two sections of three years each—three years education in the college leading to the B. A. degree and three years education in the university leading to the M. A. degree. The total length of the course remains the same, and we get the same sort of degrees—the B. A. degree and the M. A. degree. We can have research degrees. We want in our universities the atmosphere of an *ashram*, of a monastery, of scholarship and of research. That, in

only possible if we have entirely residential universities, teaching small numbers. You cannot have fully residential universities with 6,000 or 7,000 students in our country just now. It may be possible in America with all their resources, but with our meagre resources it is not possible. Therefore, for us, the solution lies in having colleges catering for the B. A. degree. An hon. Member pointed out to me in private talk that in Bengal they have got private-aided colleges. They only exist on account of the large number of students in them and the fees collected from them. Some years back in South India, it had become a racket. Some colleges were opened. They invited a large number of students, had low-paid staff and professors and large classes. And they made money. In Delhi there are certain Intermediate Colleges training private students for the Punjab University, who make money out of them. So we must not be guided by that sort of ideas. We should see that if we have colleges with three years' B. A. course and say about 800 or 900 students, we can manage to make this college education fairly cheap and efficient. The atmosphere of a college will train them for leadership, will give them extra-curricular activities, will inculcate a spirit of leadership in them and will also give them facilities for sports. But all these things are not necessary in universities. For a university there are only two things necessary—scholarship and research. I do not want that our universities should produce only athletes. I would much rather desire that our universities produced scholars and thinkers and the colleges produced leaders. Therefore, if we bifurcate the university education in two parts—college education of three years and university education of three years—it will be economical and it will also cater for two types of education that are required for our country. In the colleges, as I pointed out, Sir, if there are about 900 students, you can have a highly efficient college preparing for the B. A. degree run with about Rs. 2 lakhs. That means the cost per student can be brought down to about Rs. 200 per year, while at present it

almost all our universities the cost of education per student, including the B. A. and M. A. classes, is about Rs. 800 to Rs. 900. The State spends about Rs. 800 to Rs. 900 per student and in most universities they collect a fee of about Rs. 150 a year per student. That is the amount that the State recovers from a student. And what kind of students they are? All third class students. They just want to get B. A. degree and the failure percentage is about 60 per cent. Is the State justified in spending so much money on these students? If you have a college where the cost of education per student will be Rs. 200 and if you recover from the student Rs. 100 then it will be cheaper for the State. There is just now a craving that every big city in India should have a university. At present we have got about 24 universities and I think another 10 or 12 are in the making. Every university wants all the paraphernalia—expensive jobs and ceremonial things. Instead of that if we have only about 20 residential universities in our country catering for the M. A. classes, we can fulfil the entire need of the higher education of our country. We can have these B. A. colleges, one in every district in our country. That means there will be at least 300 degree colleges situated in districts: and in some big cities we may have more colleges. In that way we can have about 500 colleges, each college with about 1,000 students. That means we can train about 5 lakhs of students for B. A. degree at a much smaller cost than what we are spending at present.

Apart from this, there is the question of technical and professional education. Under professional education there is the LL. B. course; there is the medical course; there is the engineering course. Besides, there are other technical courses electrical and mechanical engineering, chemical engineering and so on. What is their relationship with universities? In Europe, especially in the U. K., there is the guild system. You may be an LL. B. of any university, but you cannot practise unless you are a Barrister. An LL. B. cannot prac-

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tise in England. You may get a medical degree, but it is not possible to practise without the sanction of the British Medical Council. The British Medical Council, must register a person before he is allowed to practise. I submit, Sir, that if we entrust this professional education to all-India Councils, we can ensure uniformity. At present in the case of medical education there is some sort of uniformity, because there is an all-India Medical Council which carries out inspection of all medical colleges in the country. But in the matter of legal education and engineering, there is no such uniformity. In this Bill there is a Chapter III called Professional and Technical Education, where I have tried to point out that we can raise the standards of professional education by bringing all professional and technical education under all-India Councils.

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all-India Councils not only will recognise the colleges, but also regulate the standard of education and teaching in them, and maintain the standards by holding examinations. All professional examinations and all professional teaching will be controlled by these all-India Councils.

Then, lastly, coming to the university education, I envisage that if we cannot have the ratio of 1:6, we should try to obtain a ratio of 1:10 between the teacher and the taught. Therefore, the University of Nalanda, the great university of which all of us are proud, should be taken as model. I have suggested that in the university there will be only two courses:

- (a) a two or three-years M.A. course; and
- (b) a three-year research course.

There will be only research fellowships and research professorships. The university will be entirely residential. There will be no readers and lecturers as at present in most of the Indian universities. All teachers will be research fellows carrying on their research and side by side giving only a few lectures to

[Shri Kishen Chand.] the post-graduate students. Then, the question will arise, who will give the B.A. degree. We have, for instance, now in the U. P., about five universities. All the five universities, Allahabad, Agra, Benares, etc., give degrees for the B.A. course. Even in U.P. there is no uniformity of standards; there are different standards in different universities

AN. HON. MEMBER: Question.

SHRI KISHEN CHAND: I do not say which is higher and which is lower; I don't criticise them; I say that there is a different standard in each university. I would like the hon. Member to tell me that they are absolutely equal. Therefore, Sir, it is not in the interests of the State to have different standards of B.A. education because these B.As. are going to enter the various departments of Government; they are going to enter the various spheres of life; they are going to enter the Army, the Navy and the Air Force. And it is much better if we have one examining body, one university. Whether that examining body is a committee nominated by the universities of the State or by the State itself—by the Education Ministry of that State—is a matter of choice. I have suggested in my Bill that that committee should be nominated by the Education Ministry of the State. The Education Ministry, in nominating members, will take the representatives of all the universities in the State. The Committee will arrange the conduct of examinations for the B.A. degree and the fixing up of standards. It will be called the 'Board of Collegiate Education'. That Board of Collegiate Education will conduct the B.A. degree examination. But some hon. Members can suggest, that instead of the Board of Collegiate Education we may have a Board nominated by all the universities in the State. It is immaterial whether the Board is nominated by the State or by the university because the Government, in nominating, will only select from the representatives of the various universities in the

State. So, this B.A. education will be obtained cheaply, and unless the university finds a student suitable it will not admit him. The universities will not take in, automatically, every student who offers for it. They will restrict admission to those who are: qualified to take up the course.

AN. HON. MEMBER: Why a residential university?

SHRI KISHEN CHAND: When you get the B.A. classes out, every university may be made a residential university because in that case it can easily provide accommodation for every student in the University campus. There will be no necessity to start fresh universities. The B.A. examination will be conducted by the Boards. Now, we want more and more of B.A. students. We want them for all the services and industries. Modern industry requires fully qualified people. It will be far better if we have these B.As. taking to industrial work. Therefore, Sir, I commend this Bill for the consideration of the House.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill to co-ordinate and regulate standards of higher education in post-schools, colleges and universities in all branches of knowledge be taken into consideration."

DR. SHRIMATI SEETA PARMA-NAND: Do we have a right to speak on this?

MR. DEPUTY CHAIRMAN: I am now taking up the constitutional objection to this measure. If that is upheld it cannot be proceeded with. Let us see what the objection is. Mr. Malaviya.

SHRI K. D. MALAVIYA: Sir, we are now not going into the merits of the Bill and if this constitutional objection were not there, I would like to go into greater detail and prove to him that a more effective and purposive Bill is perhaps required to deal

with the problem. I am, of course, in sympathy with the intention of the mover, but unfortunately this Bill is out of order because essentially it is a Money Bill. I will draw the attention of the House to clause (3) of article 117.....

MR. DEPUTY CHAIRMAN: You mean to say that it is a financial Bill.

SHRI K. D. MALAVIYA: Yes, Sir: it is a financial Bill. Clause (3) of article I 117 of the Constitution says: "A Bill which, if enacted and brought into operation, would involve expenditure from the Consolidated Fund of India shall not be passed by either House of Parliament unless the President has recommended to that House the consideration of the Bill." Then, Sir, I would like to draw attention to clause 110:

".....a Bill shall be deemed to be a Money Bill if it contains only provisions dealing with all or any of the following matters..... (b) the regulation of the borrowing of money or the giving of any guarantee by the Government of India, or the amendment of the law with respect to any financial obligations undertaken or to be undertaken by the Government of India." Then, there are the sub clauses (e), (f) and (g). All the clauses in the Bill—11, 12, 14, 15, 19 or 23—are of financial implications. They are, of course, manifestly not obligatory but in an indirect way if the Bill becomes law, the Government will have to take certain measures for granting money. For instance, the Central Government may make general rules for the guidance of the All-India Council for the discharge of the duties. Clause 15 ' says: "The professional and technical colleges shall be managed by allied State Government departments or by Statutory Boards similar to or concurrent with Collegiate Boards as the State legislatures may determine." So, if such Statutory Boards are constituted, we have to find out money for such Boards. As such, the Bill is objectionable. But, Sir, before you consider this objection, I would certainly like to inform the hon. Member that Government is

itself coming forward with a Bill with provisions more specific than those proposed by the hon. Member. He is already aware that a University-Grants Commission has been constituted as an interim measure and we are going to make it a statutory body by passing an Act of Parliament and¹ that Act is proposed to cover all these matters. Of course, they are burning topics of the day which must receive attention from the Government, not only from the Government, but from the educated people also who are seized of the problem of effecting improvement and co-ordination in university education. Unless this problem receives early solution, the result of our education is being wasted. So, Government are anxious to come forward with the Bill. So far as the present Bill is concerned, in many points it is objectionable and not in order.

MR. DEPUTY CHAIRMAN: What do you say to the point of order?

SHRI KISHEN CHAND: I should also like to read out the same article 117 of the Constitution, the same clause (3): "A Bill which, if enacted and brought into operation, would involve expenditure from the Consolidated Fund of India shall not be passed by either House of Parliament." If it is passed the passing of the Bill does not in itself involve expenditure. I would only like to know from the hon. Deputy Minister whether it involves the Government any expenditure to pass the Bill. The passing of the Bill does not involve; but after the passing of the Bill, another Bill, if it is brought, will involve or mean a charge on the Consolidated Fund of India.

MR. DEPUTY CHAIRMAN: No, if the Bill is passed, the Government is bound to implement it and that involves expenditure.

SHRI KISHEN CHAND: The Bill when passed has to be implemented. But, as this Bill does not say that something has to be given to the universities, I think this is not a financial Bill. A subsequent Bill will have to be brought by the

[Shri Kishen Chand.]
Government of India—the Appropria-
tion Bill to provide money.....

MR. DEPUTY CHAIRMAN: Before they bring another Bill, Government have to provide the money for this in the Budget

SUM KISHEN CHAND: No, Sir, it is optional; it is a State subject. University education is a State subject and the States entirely bear the cost of education. This Bill only gives an option to the Centre that if it likes it could give some money for the purpose. Otherwise, this is a State subject. May I refer you to the Seventh Schedule, State List, item 11?

MR. DEPUTY CHAIRMAN: If you depend upon that provision, the Bill itself goes.

SHRI KISHEN CHAND: If you allow me, Sir, I would say that the entry says that the subject of Universities is a State subject. Therefore, the expenditure on universities would be entirely borne by the States. We are just trying to co-ordinate and regulate standards of higher education. And therefore, Sir, the question of expenditure by the Centre does not arise. My Bill only suggests that we want to co-ordinate higher education. It also says that the universities will be autonomous bodies. But there is an optional clause therein saying that if the Centre likes to give some money to them, it can do so. Otherwise, the Centre is not expected to bear any expenditure on university education. The Centre is only entitled to co-ordinate higher education. You are only prescribing certain standards. You are prescribing certain method and machinery. That method and machinery will be carried out by the States. You simply separate the functions.

SHRI K. D. MALAVIYA: How can you make that demarcation?

SHRI KISHEN CHAND: What I am saying is that if you read the Seventh Schedule, you will find that three universities are specifically provided in the Union List. That is sentry No. 63.

MR. DEPUTY CHAIRMAN: Can Parliament pass a law making it obligatory for the States to spend certain amounts on universities?

SHRI KISHEN CHAND: The States are maintaining the universities. And Parliament is only prescribing certain alterations in the universities about standards of education. And if this was not the object of this Constitution, I should like to know, Sir, how else could they have expressed their idea? Therefore, Sir, according to me this objection raised by the hon. Deputy Minister is not applicable to this Bill because it does not involve any expenditure by the Centre on education. The Centre only regulates it.

Then, Sir, he has raised one more objection by saying that these All-India Councils will also involve an expenditure. Sir, these All-India Councils are not maintained by the Centre. There is no provision in my Bill for the maintenance of these All-India Councils. What has been referred to in clause 15 is a Statutory Board and it is similar to the Board of Intermediate Education in UP. And it does not involve any expenditure. Therefore, I submit, Sir, that the objection raised on clauses 15 and 23 of my Bill is not valid.

MR. DEPUTY CHAIRMAN: What do you say about 18, 19 and 21?

SHRI KISHEN CHAND: Clause 18 says that the universities shall institute research courses of three years or longer duration to research degrees. Every university, Sir, has got a research degree. There are certain things which are being done by the universities at present. Clauses 18, 19 and 20 even now operate in the universities.

SHRI K. D. MALAVIYA: The obligation is financial involvement. That is all I want to say.

SHRI KISHEN CHAND: I have not been able to understand how it involves the Centre in a charge on the Consolidated Fund of India. This

Bill is only a regulating Bill. This is not a Bill of appropriation or for making a demand on the Consolidated Fund of India. This Bill only tells us, how various things are interconnected with each other and that inter-connection does not involve a charge on the Consolidated Fund of India. And therefore, Sir, I submit that the objection is not valid.

MR. DEPUTY CHAIRMAN: Objection has been raised that the Bill involves financial expenditure from the Consolidated Fund of India, and that article 117 clause (3) of the Constitution of India applies.

DR. SHRIMATI SEETA PARMA-NAND: It is pertinent to ask: If the number of universities proposed by him is reduced instead of being increased.....

SHRI K. D. MALAVIYA: If it is increased, then?

DR. SHRIMATI SEETA PARMA-NAND: He says it will be reduced.

MR. DEPUTY CHAIRMAN: I think that article 110 does not apply to this Bill. It is only article 117 clause (3) which applies. But Mr. Kishen Chand contends that the Bill does not involve any financial expenditure from the Consolidated Fund of India. If clauses 15, 18, 19, 21 and 23 are to be implemented, it involves financial expenditure either from the Consolidated Fund of India or from the State funds. I feel that it comes under the operation of article 117 clause (3) of the Constitution which reads as follows:

"A Bill which, if enacted and brought into operation, would involve expenditure from the Consolidated Fund of India shall not be passed by either House of Parliament unless the President has recommended to that House the consideration of the Bill."

As such permission of the President has not been obtained, I uphold the point of order raised by the hon.

Deputy Minister. The Member may apply for recommendation of the President under clause (3) of article 117 of the Constitution. If the recommendation is received, the Bill will be proceeded with.

DR. SHRIMATI SEETA PARMA-NAND: I would like to raise an objection.

MR. DEPUTY CHAIRMAN: The hon. Member can see the rules.

DR. SHRIMATI SEETA PARMA-NAND: Under rule 51 of the Council's Rules of Procedure, the orders of the President granting or withholding the sanction or recommendation to the introduction or consideration of a Bill should be communicated to the Secretary by the Minister concerned: in writing. Has this been done?

MR. DEPUTY CHAIRMAN: You can ascertain it from the Secretary. It is not relevant at this stage. We will go to the next Bill.

THE HINDU CHILDLESS WIDOWS- RIGHTS TO PROPERTY BILL, 1953:

DR. RADHA KUMUD MOOKERJEE (Nominated): Sir, I rise to move the Bill.....

SHRI RAMA RAO (Andhra): Before the hon. Member proceeds, I want to know if there is any financial, political, constitutional or biological or any other objection to this Bill.

MR. DEPUTY CHAIRMAN: When the time comes, we will see.

SHRI RAMA RAO: It is better it is given now. It will save a lot of trouble and time.

DR. RADHA KUMUD MOOKERJEE: Sir, I rise to move:

"That the Bill to amend the Hindu law governing Hindu childless widow's rights to property be taken into consideration."