

COMMITTEE ON PETITIONS

(FOURTH LOK SABHA)

NINTH REPORT

(Presented on the 25th November, 1970)



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COMPOSITION OF THE COMMITTEE ON PETITIONS

(1970-71)

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NINTH REPORT OF THE COMMITTEE ON PETITIONS (FOURTH LOK SABHA)

I

INTRODUCTION

I, the Chairman of the Committee on Petitions, having been authorised by the Committee to present the Report on their behalf, present this Ninth Report of the Committee to the House.

1.2. At their sittings held on the 27th October, 1969, 28th January, 28th February, 18th May, 15th July and 7th August, 1970, the Committee *inter alia* considered the following petitions, which form the subject matter of this Report:—

- (i) Petition No. 17 by Shri Susil Deb Das, All Bengal Primary Teachers' Association, Calcutta, and others regarding the [educational policy of the Government of India and inadequate funds earmarked for education since Independence] (See Appendix I);
- (ii) Petition No. 19 by Shri C. K. Chandrappan, General Secretary, All India Youth Federation, and others regarding [unemployment and other grievances of the youth] (See Appendix III);
- (iii) Petition No. 20 by Shri Surendra Vikram and others [regarding demands of the students and the youth] (See Appendix IV); and
- (iv) Petition No. 22 by Shri M. Pandey, President, All India Secondary Teachers' Federation, Lucknow, regarding [the demands of the teachers] (See Appendix II).

1.3. At their sitting held on the 28th February, 1970, the Committee examined the following witnesses, in connection with Petition No. 17 relating to the educational policy of the Government of India and inadequate funds earmarked for education since Independence:—

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| 1. Shri Jyotirmoy Bosu, | . . . M.P. |
| 2. Shrimati Anila Debi }. | All Bengal Teachers' Association. |
| 3. Shri Golakpati Ray } | |
| 4. Shri Sushil Deb Das | All Bengal Primary Teachers' Association. |
| 5. Shri Mrinomoy Bhattacharyya | West Bengal College and University Teachers' Association. |

- | | | |
|------------------------------|---|---|
| 6. Shri Alok moy Lahiri . | . | West Bengal Polytechnic Teachers' Federation. |
| 7. Shri Arun Roy Choudhury . | . | West Bengal Polytechnic Staff Association. |
| 8. Shri Jiten Banerjee . | . | West Bengal Government Sponsored College 'Employees' Association. |

The Committee also examined the representatives of the Ministry of Education and Youth Services, the Ministry of Finance (Department of Expenditure—Plan Finance Division), the Planning Commission and the University Grants Commission, at their sitting held on the 15th July, 1970.

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round. 1.4. The Committee considered and adopted their draft Report at their sitting held on the 19th October/ 1970.

1.5. The recommendations|observations of the Committee on the above petitions have been included in this Report.

- I. PETITION NO. 17 SIGNED BY SHRI SUSIL DEB DAS, ALL BENGAL PRIMARY TEACHERS' ASSOCIATION, CALCUTTA, AND OTHERS RE: EDUCATIONAL POLICY OF THE GOVERNMENT OF INDIA AND INADEQUATE FUNDS EARMARKED FOR EDUCATION SINCE INDEPENDENCE
- II. PETITION NO. 22 SIGNED BY SHRI M. PANDEY, PRESIDENT, ALL INDIA SECONDARY TEACHERS' FEDERATION, LUCKNOW, RE: DEMANDS OF TEACHERS

2.1. Petition No. 17 (See Appendix I) signed by Shri Susil Deb Das, All Bengal Primary Teachers' Association, Calcutta, and six others was presented to Lok Sabha by Shri Jyotirmoy Bosu, M.P., on the 29th August, 1969.

2.2. Petition No. 22 (See Appendix II) signed by Shri M. Pandey, President, All India Secondary Teachers' Federation, Lucknow, was presented to Lok Sabha by Shri Narayan Swaroop Sharma, M.P., on the 2nd March, 1970.

A. Petitioners' Grievances and Prayer

2.3. The petitioners in Petition No. 17 had stated *inter-alia* as follows:

".....Education is the most neglected subject in the post-independent India..... This would be evident, in our opinion, from the failure to implement the Directive Principles of free, compulsory education for boys and girls of the age-group 6-14 by 1960. This would be all the more evident from the way in which the expenses on education constituted the first item to be reduced when emergency was proclaimed and it is noteworthy that those cuts have not been restored since then. Nor have we been able to make even a beginning with the task of removing the inequality in educational opportunities.... least care has been taken or institutions of Primary Education and precious little has been done to improve the condition of primary Teachers.. The Secondary Education offers hardly any better picture. The repatterning of Secondary education designed to make it so self-sufficient

as to enable a large majority of students to take up various professions, was neither preceded nor followed by any proper plan to create ample opportunities for employment to make the repatterning a success. At the same time a large number of the institutions of Secondary Education suffer for want of proper equipments. Educational workers have been chronically suffering from lack of even daily necessities of life, not to speak of opportunity for furthering their intellectual equipment....The poly-technic and higher professional education are likewise unrelated to actual requirements of the society....This is a sorry state of affairs....after 22 years of independence only 2.9 per cent of the Budgeted expenditure of the Union Government are spent on education. During all these years, the Union Government has been shirking due responsibility in the matter of primary or Secondary Education. Their limited munificence has been reserved only for higher and particularly post-graduate education. No scheme for overall educational development with attendant Central responsibility for it has yet been drawn up with a view to maintaining uniform educational standard all over the country in the interest of national integration.....".

2.4. The petitioners in the aforesaid two Petitions had prayed *inter-alia* as follows:—

"PETITION No. 17—

- (i) At least 10 per cent of the Union Budget should be earmarked for education;
- (ii) At least 10 per cent of the Plan allocations be made on education;
- (iii) At least 6 per cent of National income should be spent on education;
- (iv) The Union Government should bear 60 per cent of the expenses on Primary and Secondary education;
- (v) The same responsibility should be borne in respect of technical education for its improvement;
- (vi) There should be no curtailment of opportunities for vocational education;
- (vii) The UGC and the Union Government must take the responsibility for improving the condition of the non-teaching staff of educational institutions;
- (viii) The Union Government should take special responsibility for women's education in the country through

sponsored schemes or specific increased financial aid for women's education;"

PETITION No. 22—

- (i) Uniform educational pattern, uniform service conditions for teachers and Kothari Commission pay scales with dearness allowance at the Central rate, linked to price index, should be implemented at once. Payment of salary should be arranged through Government Treasury;
- (ii) Pension should be paid to teachers at the same rate as is paid to Central Government employees;
- (iii) A Model Education Act providing security of service to teachers should be drafted and circulated among States for enactment. Management of Educational institutions should be democratised;
- (iv) A Secondary Education Grants Commission on the pattern of University Grants Commission should be appointed at once. The Central Government should bear 80 per cent of additional expenditure for school teachers as it is doing in the case of University and college teachers through U.G.C.;
- (v) Constitution should be amended to bring education in the Concurrent List."

B. Factual comments of the Ministry of Education and Youth Services and Planning Commission, and evidence given before the Committee.

I. Neglect of Education

2.5. It has been stated in Petition No. 17 that education is the most neglected subject in the post-Independent India. In this scientific age where the very survival of a nation depends on its educational standard, education is being neglected and deprived of the necessary financial resources that should be invested to bring up the rising generations of our country. It has been emphasised that this would be evident from the way in which the expenses on education constituted the first item to be reduced when emergency was proclaimed and it is noteworthy that those cuts have not been restored since then. During the course of oral evidence before the Committee, the petitioners emphasised that expenditure on education should not have been reduced during the difficult economic situation. They added that development in other fields, like agriculture, irrigation, power, industry, family planning etc., depended on education. Illiterate people could not do anything.

2.6. The Ministry of Education and Youth Services in their written comments furnished to the Committee have stated that the above statement is too sweeping and is far from correct. They have explained that the educational progress of the country in the last 22 years has been phenomenal and has no precedent in the earlier history of this country or even in the contemporary history of many other developing countries. This has been the testimony of the Education Commission and also of most students of education, both Indian and foreign, who have surveyed the development of education in India in the post-independence period. It will also be seen from the Report of the Education Commission (Table 19.1 on page 465) that between 1950-51 and 1965-66, the total education expenditure has increased from Rs. 114.4 crores to 600 crores which gives an average annual rate of growth of 11.7 per cent in total educational expenditure which is 2.2 times the rate of growth of national income. Even during the Emergency or at any time during the last 22 years, the expenditure on education has not been reduced, although the rate of growth of educational expenditure has been slowed down to some extent in the last four years, due partly to the difficult economic situation through which the country is passing and partly to the prior claims of other major developmental programmes like agriculture, irrigation, power, industry and family planning. In this connection, the Planning Commission, in their written comments furnished to the Committee, have also stated that as the following table will show, the *per capita* expenditure on education has been growing steadily and has, in fact, grown faster than the growth in the *per capita* national income:—

(Growth in Expenditure on Education per capita and National Income per capita at current prices)

Item	Figures in Rs.				Index 1950-51 100			
	1950-51	1960-61	1965-66	1967-68	1950-51	1960-61	1965-66	1967-68
1	2	3	4	5	6	7	8	9
(i) National Income <i>per capita</i>	264	307	421	543	100	116	159	206
(ii) Expenditure on Education <i>per capita</i>	3.2	7.8	12.1	14.6	100	244	378	456

II. *Extent of illiteracy*

2.7. In a supplementary memorandum furnished to the Committee the Petitioners have stated that during about 200 years of alien British rule in India education was totally neglected. The British Imperialists out of a definite policy were determined not to spread the light of education among the teeming millions of our countrymen. As a result when the British left the country only 10 per cent

of our people became literate. When independence dawned in India after a long period of imperialistic rule the people of the country expected that the old colonial system of education introduced by the British Rulers would be replaced by a national democratic and scientific system of education and the light of education would illuminate the cottages of the poorest people in the country. With 90 per cent of people denied of all privileges for real and scientific education, it was a tremendous task which required tackling on a war footing for the successful eradication of dark ignorance that our country is deeply steeped in. Unfortunately, however, during the last 23 years of independence the problem has not been taken up seriously. During the course of oral evidence before the Committee, the petitioners referred to a survey conducted in 1955, and contended that nearly 50 per cent of the illiterates of the world lived in India.

2.8. In a written note furnished to the Committee, the Ministry of Education and Youth Services have stated that the data about the percentage of literacy|illiteracy is collected only at the time of decennial census, and was last collected in 1961. The actual figures for 1961 and those estimated for 1969 are given below:—

Year	Percentage of illiteracy
1961 (Census)	76%
1969 (Estimated)	67%

In comparison, so far as advanced countries like U.K., U.S.S.R., U.S.A., Japan and Canada are concerned the rate of literacy prevailing there is highly unfavourable to India because in each of them illiterates constitute less than 5 per cent of the population. So far as the developing countries of Africa, Latin America, and Asia are concerned, the following table will illustrate the position:—

Country	Year	Percentage of illiteracy		Remarks
		Male	Female	
1	2	3	4	5
<i>Africa</i>				
Ethiopia . . .	1962	92	96	
Ghana . . .	"	11	90	
Kenya . . .	"	70	90	
Tanzania . . .	"	86	95	
<i>Latin America</i>				
Brazil	1960	35	44	
Columbia	1961	36	39	

1	2	3	4	5
Equador	1961	30	36	
Guatemala	1960	64	73	
Haiti	„	83	88	Highest illiteracy percent in Latin America.
<i>Asia</i>				
Afghanistan .	1965	88	99	
Burma .	1962	20	60	
Cambodia	1963	29	91	
Ceylon	„	17	38	
Iran	1961	17	92	
Israel	„	9	22	
Malaysia	1961	41	52	
Indonesia	1961			.. 39 per cent combined figure for male and female.
Pakistan	„	71	92	
Nepal .	„	83	98	
Turkey .	1960	45	79	
Iraq .	1962	72	92	
Saudi Arabia .	„	95	100	
UAR	1960	70	86	

III. Expansion of educational facilities

2.9. It has been stated in the Petition No. 17 that there is no doubt that in absolute terms, the roll strength at every stage has increased and the number of institutions of different stages of education, including Universities, has likewise considerably increase, but the increase, except in the case of Universities, has not been proportional.

2.10. In their written comments on the petition, the Ministry of Education and Youth Services have stated that the situation in primary education, it is true, leaves much to be desired, both quantitatively and qualitatively. However, we should not ignore the tremendous achievements of the last 22 years even in this field. Nearly 97 per cent of the population of the country has a primary school within easy walking distance from the child's home. The enrolments in the age-group 6—11 have risen from 34 per cent in 1947 to 80 per cent in 1969. During the same period, the enrolments in

the age-group 11—14 have increased from 11 per cent to 33 per cent. It must be pointed out that primary education is essentially a State subject. Some States like Kerala, Madras, Maharashtra, Gujarat or Mysore have done very well. If the other States have not done equally well or if some States are lagging far behind, the only conclusion that can be drawn is that it is for them now to make still greater efforts and to give priority to this programme. The Government of India can only strive to persuade and advise—and this is what it is doing all the time. In this connection, the Planning Commission have furnished the following two tables showing the increase in enrolment at different stages of education and in the number of different types of institutions.

TABLE I
Enrolment at different stages in millions

(1)	(2) 1951	(3) 1961	(4) 1968-69 (Estimated)	(5) (4) as % of (2)
Class I—V	19.15	34.99	55.93	292.1
Classes VI—VIII	3.12	6.70	12.72	407.7
Classes IX—XI	1.26	3.03	6.59	523.0
Higher Education (Arts, Science, & Commerce courses only)	0.31	0.74	1.69	545.2

(The percentage of enrolment are given in Table I)

TABLE II
Number of Educational institutions in thousands

(1)	(2) 1951	(3) 1961	(4) 1967-68 (Estimated)	(5) (4) as % of (2)
Primary Schools	209.7	330.4	396.1	188.9
Middle Schools	13.6	49.7	78.9	580.1
High/Higher Secondary Schools	7.3	17.3	30.0	410.9
Colleges (Arts, Science)	0.5	1.1	2.0	400.0

IV. Provision of free and compulsory education to children in the age group 6-14.

2.11. It has been stated in the petitions that Government have failed to implement the Directive Principle of State Policy for provision of free and compulsory education to all children upto the age of Fourteen years. One of the demands of the petitioners is that this objective should be achieved by 1974. In the Supplementary Memorandum on Petition No. 17 furnished to the Committee, the petitioners have stated *inter-alia* that "according to the Directive Principle contained in Article 45 of the Constitution, the State shall endeavour to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of 14 years. The expression State here includes the Government of India and it is unfortunate that the Central Government refuse to take any financial responsibility to fulfil the Directive laid down in the Constitution. Article 46 of the Constitution directs that the State (and this includes the Government of India) shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular of the Scheduled Castes and Scheduled Tribes, and shall protect them from all Social injustices and all forms of exploitation. The Central Government virtually do nothing to discharge these responsibilities imposed on it by the said Article. It may also be pointed out that economic and social planning is a concurrent responsibility of the Central and State Government (Entry 20 of List 3). Educational planning being an essential element of economic and social planning the Government of India and the State Governments should work together in preparing and implementing national plans for the reconstruction of Education. In this respect too the Central Government failed to discharge its responsibility." During the course of evidence, the Committee asked the petitioners to explain the concept of free compulsory education at the elementary stage as contemplated in the Directive Principles of State Policy contained in the Constitution. The witnesses stated that children of the age group 6-14 should be provided with the facility of compulsory education free of cost. Elucidating their point, the witnesses added that that meant not only free education but also provision of adequate subsidy to the poor people who had to send their wards to the schools, because the poor families could not afford to send their children to the school.

2.12. In their written comments on the petitions furnished to the Committee, the Planning Commission have stated that in spite of the constraint of resources, efforts have been continuously made to achieve the goal of universal education at the elementary stage. The

extent of success of these efforts will be evident from the figures given in the following table:—

Growth in Enrolment at elementary stage

Stage of Education	Number of students (Figures in millions)			Percentage of enrolment to the population in the corresponding age-group		
	1950- 51	1968- 69	1973- 74 (anti- cipated)	1950- 51	1968- 69	1973- 74 (anti- cipated)
(i) Classes I-V (Age-group 6—11):						
Boys	13.77	35.05	40.40	60.6	95.5	97.6
Girls	5.38	20.88	27.94	24.8	59.4	71.7
TOTAL	19.15	55.93	68.34	43.1	77.9	85.0
(ii) Classes VI-VIII (Age-group 11—14):						
Boys	2.59	9.00	12.26	20.6	46.6	54.6
Girls	0.53	3.72	6.20	4.6	19.0	29.0
TOTAL	3.12	12.72	18.46	12.9	33.5	42.1

It has been added that education is free at the primary stage (classes I-V) except in the city of Calcutta. It is free at the middle stage except in the States of Assam, Bihar, Uttar Pradesh and West Bengal. Even in these States, girls and children of scheduled castes and scheduled tribes generally receive free education. According to the Second All-India Educational Survey, conducted in 1965-66, 94.96 per cent of the rural population in the country had either a primary school (classes I-V) in their own habitation or within a walking distance of one mile. Similarly, 82.25 per cent of the rural population had a middle school in their own habitation or within a walking distance of three miles. The Planning Commission have added that it is not considered feasible to complete the task of providing free and compulsory education to all children in the age-group 6—14 by 1974. Even the Kothari Commission recommended that five years of good and effective education should be provided to all children by 1975-76 and seven years of such education by 1985-86. Apart from the fact that larger investments will be necessary to provide facilities for universal education upto the age of 14 than what has been found feasible in the Fourth Plan, it may be pointed out that problems of enrolment of girls and children of socially and economically backward communities—where parents find it difficult to support children unless they earn something or help in the family occupation—and their retention, particularly at

the middle stage (age-group 11—14), will be difficult of solution unless there is substantial improvement in the social and economic conditions of the backward sections of the population. It will be unrealistic to expect that this task can be completed by 1974. During the course of oral evidence on Petition No. 17 the Committee desired to know whether the objective of universal primary education would be achieved by 1986, as mentioned in the Report of the Education Commission (1964—66). The representative of the Ministry of Education and Youth Services stated that the Constitution not only made the State Governments responsible for elementary education but also debarred the Centre from interfering in it. He explained that the general approach of the State Governments in this matter had been that the Centre should not interfere in the development programmes that they had planned for themselves. He said that the States say: "please leave it to us; let not local initiative be killed; we will do the job." But the Central Government was keen to achieve the Constitutional Directive within the minimum possible time. If the States were allowed to use the funds that were allocated for the development of elementary education in the successive Five Year Plans for any purposes that they chose, the Constitutional Directive in this respect would not be achieved. Therefore, an agreement had now been arrived at with the States that for elementary education the Central assistance to them would be specifically earmarked for that purpose instead of giving block grants for loans, as was done for various other schemes. According to the new scheme, therefore if the States did not fulfil the planned targets, they would not be entitled to the Central assistance, which had been earmarked for the purpose. The Government hoped that the Constitutional Directive would be fulfilled as soon as possible. In reply to another question, the witness informed the Committee that by 1973-74, it would be possible to provide universal education to 69.8 per cent of the children upto the age of 14 years. The corresponding estimates for 1986 were likely to range between 82-85 per cent. Limited financial resources and the rapid increase in population were the main constraints which came in their way of achieving the targets.

V. Inequalities in educational opportunities

2.13. It has been contended in Petition No. 17 that not even a beginning has been made in the task of removing inequality in educational opportunities. Elucidating their point during the course of oral evidence before the Committee, the Petitioners stated that there were schools and colleges with widely different scales of tuition fees charged from the students.

In certain primary schools and colleges, the tuition fees charged was Rs. 40/- per month while in others it was Rs. 10/- per month. The witnesses added that Government was giving grants to these institutions in one form or the other, though the degree of control varied. They also pointed out that those students who could afford to pay the high tuition fees in certain colleges were responsible for "spoiling the educational standards", because when they grew up they became the first grade citizens. Therefore, continuance of these widely different scales of tuition fees etc. was not in the larger interest of education. The witnesses suggested that where the Government was giving grants, it should be ensured that the tuition fees did not vary from one institution to another and that students were admitted on the basis of merit alone. A uniform pattern must be maintained throughout the country right from the primary stage to the stage of higher education. In this connection, the petitioners also quoted the following extract from the Report of the Education Commission (1964—66), in their written replies to certain questions:—

"1.37.....Instead of trying to provide good education to all children or at least to all able children from every stratum of society, it is available to a small minority which is usually selected not on the basis of talent, but on the basis of its capacity to pay fees...."

2.14. In their written comments on the petition, the Ministry of Education and Youth Services have stated that Chapter VI of the Report of the Education Commission shows that significant achievements have been made in the post-independence period in creating equality of educational opportunities. It would be wrong to ignore these achievements, although it is true that we have still a very long way to go. The Planning Commission have also stated that continuous efforts have been made to remove inequalities in educational opportunities by: (a) opening educational institutions in backward rural areas; (b) making education progressively free at different stages; (c) providing mid-day meals and free text-books, etc. to poor children; and (d) providing scholarships to students belonging to backward communities. The details of such schemes are as follows:—

- (a) (i) *Primary Education facilities in rural areas.*—According to the First All-India Educational Survey, 59.75 per cent of the population in rural areas had primary sections in their own habitations on 31 March, 1957 and 83.09 per cent of the rural population had a primary section within their

own habitations or within a walking distance of one mile. According to the Second All-India Educational Survey (1965-66)—8,56,816 habitations i.e. 87.23 per cent of the total rural habitations of 9,82,251 had a primary section in them or within a walking distance of one mile. Considered in terms of population, 71.48 per cent of the rural population had primary sections in their own habitation and 94.96 per cent had primary sections either in their own habitations or within a walking distance of one mile. Only 5.04 per cent of the rural population were not served by primary sections in 1965-66. This figure should have come down with the expansion of educational facilities during the last 3½ years.

- (ii) *Middle School facilities in rural areas.*—According to the First All India Educational Survey in 1957, 50.34 per cent of the rural habitation had a middle section either in them or within a walking distance of 3 miles. This figure had gone up to 72.58 per cent in 1965-66. Facilities for middle school education were available to 82.25 per cent of the rural population in 1965-66.
- (b) *Free Education.*—At the primary school stage (Classes I-IV|V education is free throughout the country except in some urban areas of West Bengal. At the middle school stage (classes IV|V-II|VIII) education is free throughout the country except for boys and girls in Assam and except for boys in the States of West Bengal, Uttar Pradesh, Bihar and Orissa. At the Secondary School stage education is free in the States of Andhra Pradesh, Jammu & Kashmir, Kerala, Mysore, Nagaland and Tamil Nadu. In the States of Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh it is free for girls only. For the students belonging to Scheduled Castes, Scheduled Tribes and other backward communities it is generally free throughout the country.
- (c) *Mid-day Meals.*—In 1969, 9.05 million children in schools were given free-mid-day meals in fourteen States in the country. The programme was, however, implemented on a large scale in the States of Kerala, Tamil Nadu, Mysore, Bihar, Maharashtra and Madhya Pradesh. Free Text-books and uniforms etc., are also being provided to poor children in some States.

(d) *Scholarships*.—The table below gives the number of scholarships and stipends awarded in 1950-51 and 1963-64 by types of institutions:

Type of Institutions	No. of Scholarships	
	1951-52	1963-64
Pre-Primary and Primary Schools	55,442	1,97,550
Middle Schools	49,734	2,26,270
High/Higher Secondary Schools	1,33,772	5,50,166
Vocational & Special Education School	85,461	1,56,895
Colleges for general education	31,733	1,49,696
Colleges for Professional Education	8,860	79,719
Colleges for Special Education	866	4,264
	3,65,868	13,64,560

In addition, free studentships and other financial concessions were given to 20,38,802 and 30,11,311 students respectively in 1963-64 as against 13,83,811 and 3,87,267 in 1950-51. A large number of the students of Scheduled Castes and Scheduled Tribes, at the post-matric stage, are in receipt of scholarships. The expenditure on these scholarships has increased from Rs. 1267 lakhs in 1950-51 to Rs. 731 lakhs in 1967-68.

During the course of oral evidence (on Petition No. 17) the Committee referred to the existence of highly expensive public schools in the country which spent about Rs. 200/- to Rs. 500 per month per child as against Rs. 3 to 4 spent by the municipal or district board, schools, and enquired whether the high expenditure on public schools was not contributing to inadequate attention being paid to education in municipal or district board schools. The representative of the Ministry of Education and Youth Services stated that it was true that the public schools charged very high fees, but the Government did not give any financial support to those schools. Those schools were being run with voluntary contributions by the parents of the children. The witness pointed out that closing down of these public schools would not provide the Government with any additional resources for the spread of education. "Therefore, it would be a question of removing what appears to be a disability in the social order, of facilities available to the haves, or letting it continue on some other considerations". The Committee enquired how

the existence of public schools could be justified in the face of constitutional guarantee of equal opportunity to all. The representative of the Ministry of Education and Youth Services stated that Government were taking steps to see that those who had been denied the opportunities in the past would now be enabled to study in the public schools. The Government had a scheme of giving 200 scholarships to those wards whose guardians' income was less than Rs. 500/- per month. The Government had also taken up with the public schools that they should institute scholarships to enable persons with lower incomes to avail of the educational facilities available in those institutions. The witnesses added that some of the schools had instituted such scholarships. In their written replies to certain questions, the Ministry of Education and Youth Services have elucidated that the Public Schools provide some assistance to needy students, although on a small scale. For instance, the position regarding Lawrence Schools at Sanawar and Lovedale is given below:—

- (a) The Board of Governors of the Lawrence School, Sanawar in their meeting held on the 20th May, 1970, *inter alia* have passed the following resolution:—

“The Board reiterated that effort be made to introduce a scholarship scheme from the next academic session. Dr. P. D. Shukla informed the Board that the Ministry of Education and Youth Services would be prepared to supply the necessary number of English medium scholars to the School, but only at the age group starting at 9. The details of the scheme such as (a) number of scholars to be admitted, and (b) the funds for financing the scholars were left to be worked out by the Acting Headmaster and placed before the Board in the next meeting.”

- (b) The Board of Administration of the Lawrence School, Lovedale, in their meeting held on the 13th May, 1970, *Inter alia* have passed the following resolution:—

“The report of the Headmaster of the action taken on the above minutes was considered. On a query from the Headmaster, the Chairman gave guidelines for the preparation of School Scholarships schemes to be placed before the Board at the meeting to be held in October.”

- (c) The movement to provide scholarship is becoming more general. For instance, at the thirtieth Session of the

Indian Public School Conference held in February, 1969, the following resolution was passed:—

“The Conference is unanimously of the view that every endeavour should be made to make it possible for a wider public to avail itself of education at its schools and, having discussed the financial implications of this in depth, resolves that member—schools take all measures, compatible with the maintenance of standards, to keep costs as low as possible, and to find ways and means of instituting scholarships on the basis of a means and merit test, the following pattern being suggested (a) 2 to 5 per cent of school strength as boarders and (b) 3 to 10 per cent as day boarders.”

During the course of oral evidence, the Committee observed “The Central Government say that they shall give the poorest boy in the country scholarship or admission into the public school like Bishop Cotton or others which are superior type of schools where the students have to pay Rs. 200 to Rs. 500 per month. At the same time, in the ordinary schools they are incapable of giving the brilliant students the standard of education which all of us desire.”

In their written comments on these observations of the Committee, the Ministry of Education and Youth Services have stated as follows:—

- (a) *Scholarship in Public or Residential Schools.*—Realising that good residential facilities are not available in ordinary schools and that the educational facilities of a high standard are available in Public and good Residential Schools, the Government of India started a Scheme, some years ago, to provide 200 fresh scholarships every year to those students who are selected through an all-India Merit Scholarships Examination, as a part of its programme to discover and develop talent. These scholarships are available to children of parents whose income is not more than Rs. 500/- per month. The number of such schools is 60. Not only the well-established Public Schools but also good Residential Schools are included after ascertaining their standing and reputation. At present there are as many as 842 scholars studying in these schools and the monthly expenditure in them averages Rs. 200/- per student. This expenditure includes board and lodging charges in addition to tuition fees, etc. It is the Policy of the Gov-

ernment of India every now and then to explore the possibility of addition of new schools to the list. This results in a sort of catalyst action and some of the schools which are not the very best are able to improve their standards by having the merit scholars on their rolls. We often receive requests from schools expressing their desire to be included in the list referred to above. They are carefully considered and after inspection by a duly constituted Committee decision is taken whether to include them or not. Thus the good schools are increasingly being indentified and duly recognised and thereby encouraged to raise their standard to higher level. It may also be mentioned that the Merit Scholarships Scheme has greatly helped in picking out youngsters of great promise from the low income groups and may perhaps lead on to rise in the standards of education in schools in general, by a leavening process.

- (b) *Standard of Education in what are called the 'ordinary' schools.*—It is true that the standard of education in what are called 'ordinary' schools is far from satisfactory. But this, it may be pointed out, is a state responsibility. The main difficulty is that of resources. But subject to available funds, State Governments are doing their best to improve standards in their schools.

VI. Need for uniform educational pattern

2.15. It has been emphasised in Petition No. 22 that there should be a uniform educational pattern throughout the country.

2.16. The Ministry of Education & Youth Services in their written comments on the Petition have stated that the Resolution of National Policy on Education stipulates as under:—

“It will be advantageous to have a broadly uniform educational structure in all parts of the country. The ultimate objective should be to adopt the 10+2+3 pattern, the higher Secondary stage of two years being located in schools, colleges or both according to local conditions.”

The above policy recommendation was referred to the State Governments. Earlier, on the basis of the recommendations of Education Commission the matter was considered in the State Education

Ministers' Conference held in April, 1967, which recommended the following pattern for general adoption:—

- “(i) The educational structure should have the pattern of 10+2+3.
- (ii) The ten years school (to be designated as the High School) should be adopted in all States. This will provide a common programme of general education and specialisation will be postponed till after class X. The standard to be reached at the end of this course would be broadly similar to that which is reached at the school leaving stage at present.
- (iii) The division of this stage into sub-stages should not be rigid and freedom may be permitted to the States to adopt a sub-division most in keeping with local conditions and traditions.
- (iv) The next stage of two years (to be designated as the higher secondary stage) should include two years of general education. The vocational courses at this stage (these would broadly cover 50 per cent of the total enrolment) would be spread over varying duration (1—3 years) depending upon the nature of the course concerned.

The general education course at this stage may be located, to begin with, in selected secondary schools or attached to colleges.

The Vocational courses at this stage will ordinarily be provided in special institutions which will, where necessary, work in close collaboration with the industry concerned.

The experiment of 'junior colleges' which will provide both general and vocational course at this stage may also be tried.

- (v) There should be an attempt to define national standards to be reached at the end of the 10 year school of general education, and again at the end of 12 year school of general education. The different States should try to reach these standards at least.
- (iv) The duration of the courses for the first degree in arts, commerce and science should be 2 years after the higher secondary for general courses. It should be three years for general (Honours) and special courses.

The adoption of this pattern should be made on an All-India basis and all the States should agree and implement the programme. Adequate Central assistance should be available to the States to implement this programme."

The above recommendation implies that the States broadly agree to the proposed pattern. The details of the programme will, however, vary from State to State. The States of Kerala and Andhra Pradesh have adopted the pattern of 10+2+3 while it is under consideration of the other States.

The Planning Commission also have stated that "while most States are in agreement with this pattern in principle, they are unable to implement it owing largely to constraint of resources."

VII—Need for uniformity in educational standards

2.17. It has been stated in Petition No. 17 that no scheme for overall educational development with attendant Central responsibility for it has yet been drawn up with a view to maintaining uniform educational standard all over the country in the interest of national integration.

2.18. The Planning Commission in their written comments on the petition have stated that the Union Government is keenly aware of the need for developing a national system of education in the country and has always endeavoured to provide leadership for the evolution of such a system. In this connection, mention may be made of:—

- (a) The meetings of the Central Advisory Board of Education the State Education Ministers Conferences, the meetings of the All India Council for Technical Education and All India Council for Women's Education the Conferences of the Vice-Chancellors of Universities, State Education Secretaries and State Directors of Education, etc., provide forums for evolution and coordination of common educational policies for the country.
- (b) The reports of the University Education Commission. Secondary Education Commission and the Education Commission (1964-65), and of other Committees, appointed from time to time, provide guidance for the reconstruction of education in the context of the national economic and social development. Recently the Union Government has adopted a resolution on National Policy on

Education, which lays down guidelines for future educational development.

- (c) The National Council of Educational Research and Training helps in upgrading standards of education at the school level. The four Regional Colleges of Education set up by the Council provide facilities for a high standard of teacher education for trainees drawn from all over the country.
- (d) The University Grants Commission has been endeavouring to raise standards of university education, particularly post-graduate education. Mention may be made of the Centres of Advanced Study, developed in different universities, with the assistance of U.G.C.
- (e) The All India Council for Technical Education, the Indian Council of Agricultural Research, the Medical Council of India have been working for uniform standards in their respective fields. The Indian Institutes of Technology, the Regional Colleges of Engineering, the Indian Institutes of Management, the Institute of Advanced Studies, Simla and various institutions set up by the Union Government provide facilities for education in different fields for students drawn from all the States.
- (f) The Union Government has established Central schools spread all over the country, which provide secondary education according to a common syllabus, using common text-books and preparing for a common examination. Although meant primarily for transferable Central Government employees, the facilities of the Schools are utilised by others as well. Similarly Sainik Schools have been established in all States. These schools also follow common syllabi.
- (g) The National Book Trust is engaged in producing books dealing with different facts of Indian culture and civilisation. The books will be brought out in all Indian languages.

VIII. *General lowering of educational Standards*

2.19. During the course of oral evidence on Petition No. 17 before the Committee the petitioners alleged that there was a continuous lowering of standards in the Universities. They elucidated that in

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advanced countries, where degrees of medicine etc. of many of our Universities were recognised, they were now being de-recognised. They added that several new Universities were being set up but much attention was not being paid to maintaining or raising of standards. Some students who could not pass from the old Universities ran to the new Universities and got diplomas and certificates.

2.20. Asked to comment on the above statements of the petitioners, the representative of the University Grants Commission pointed out during the course of oral evidence before the Committee that there were differences in standards in different Universities and Colleges. He added that the Education Commission as well as the Committee appointed by the University Grants Commission to examine the question of standards, had come to the conclusion that there were many outstanding institutions and University departments in the country and to say that there was a general lowering of standards would be only stating a very partial truth. The efforts of the U.G.C. had been directed towards raising the standards. Apart from the assistance given to the Universities and Colleges for their own programmes of development, there were a number of programmes which were directly sponsored by them, as a result of the assistance given by the U.G.C. and through the programmes which were directly sponsored by them, the situation had vastly improved. He added that there had been no instances of any foreign Universities not recognising or withdrawing their recognition to the degrees awarded by Indian Universities, though all the Universities in the world had a right to determine whom they should admit. It might be, that some of our Indian students had not been admitted to certain courses in the very highly specialised institutions in the world. But that did not mean that our standards were going down or that our competence had been under-rated.

IX. Need for improvement in the quality of education

2.21. It has been stated in Petition No. 17 that there has been no qualitative improvement in education. During the course of oral evidence before the Committee, the petitioners elucidated that by qualitative improvement in education they meant that the "syllabus must be on scientific basis, and must not be the remaining part of the colonial rule of our country." They added that after it had been ensured that all the school-going children of the age group 5-14 had been given the opportunity to go to school, qualitative improvement should be looked into.

2.22. In their written comments on the petition, the Planning Commission have stated that in the absence of an objective standard, it is difficult to assess the quality of education imparted at different stages. Some competent observers are of the view that the best students of today are better than the best students of yesterday. According to the Education Commission (1966), 'good institutions and first rate students are now more numerous and qualitatively as good as ever, if not better'. It may also be pointed out that there has been a phenomenal growth in enrolment at all stages and a large number of students now come to schools from socially and economically backward homes. The achievement of these students has generally not been up to the mark. During the course of oral evidence, the Committee desired to know whether there were any schemes to give in-service training to teachers so as to keep them acquainted with the latest developments in the art of teaching and in research, and in the interest of qualitative improvement in education. The representative of the Ministry of Education and Youth Services stated that the National Council for Educational Research and Training, the various technological institutions and the State Governments also were conducting certain in-service training courses. In the field of technology, in-service courses were being provided through the Summer Institutes to about 1500 to 2000 teachers every year. It was planned to extend that facility to cover every polytechnic and engineering college in the country during the next three years. During the current year, a number of senior fellowships had also been instituted. Arrangements for practical training had been made with a number of industrial concerns. In a written note furnished to the Committee, the Ministry of Education and Youth Services have elucidated that:—

"There are several schemes for giving in-service training to teachers to improve their professional ability. The following organisations conduct special in-service training courses for primary and secondary school teachers:—

- (i) National Council of Education Research and Training.
- (ii) State Institutes of Education.
- (iii) State Institutes of Science Education.
- (iv) Regional Colleges of Education.
- (v) Central Institute of English.
- (vi) Regional Institute of English.
- (vii) Central Institute of Languages.

The University Grants Commission's pattern of assistance to colleges provides for assistance to teachers for research|advanced study and in Universities, for conducting of seminars, summer schools, institutes and academic conferences, besides research and learned work. In cooperation with the National Science Foundation (and with British Council in respect of English Language), the Commission organised a number of Summer Science Institutes for College teachers, as below:—

Year	Maths		Physics		Chemistry		Biology		English	
	No. of teach- ers	Ins- titu- tes	No. of teach- ers	Ins- titutes	No. of teach ers	Ins- titutes	No. of teach- ers	Ins- titu- tes	No. of teach- ers	Ins- titutes
1967	560	14	375	11	522	14	410	11	480	9
1968	627	18	508	14	449	14	525	15	568	1p
1969	500	14	524	17	524	17	372	10	562	11

During 1970, it is proposed to organise 60 Summer Institutes (Biology 13; Chemistry-15; Mathematics 10; Statistics-2; Physics-19; Earth Sciences-1). A special feature of the programme is that advanced level institutes will be organised in fields like Ecology, Marine-Biology, Genetics, Electronics, Solid State Physics, Molecular Structure, Moire Technique, Test construction and Evaluation in Chemistry, Functional Analysis, Operational Research and Earth Sciences. The Commission organised 118 seminars, etc. in 1967 for University teachers in various disciplines, 114 in 1968 and 121 in 1969.

X—School/College Buildings

2.23. It has been stated in the Petition No. 17 that the average institutions of primary education are mostly without buildings worth the name to shelter them.

2.24. In their written comments on the Petition, the Planning Commission have stated that according to the Second Educational Survey (1965), out of 4,71,784 elementary schools, 27,370 schools were running in shifts and 10,812 were using shared buildings. The

ownership position in regard to elementary school buildings as revealed by the Survey is given in the following table:—

Elementary School Buildings (Percentages in respect of ownership)

	Buildings of Primary Section		Buildings of Middle Section	
	Rural	Urban	Rural	Urban
Owned .	66·97	50·89	74·16	65·96
Rented	7·26	38·36	10·88	27·99
Not rented but rent free	25·77	10·75	14·96	6·05

The Committee desired to know the action taken by Government on the recommendations of the Education Commission for provision of adequate accommodation for schools and colleges. In a written note furnished by the Ministry of Education and Youth Services it has been stated that insofar as schools are concerned "the Education Commission has discussed the problem in paras, 9.33 to 9.41. It has recommended increased allocation for construction of school buildings and standardisation of buildings with a view to reducing cost of construction. Pursuant to above recommendations, the Central Building Research Institute has evolved new designs for cheap school buildings. In regard to colleges, the University Grants Commission provide limited grants to both universities and individual colleges in respect of accommodation for both teachers and students, besides grants for laboratories. The Commission's programme of assistance for accommodation is supplemented by the Ministry's (i) Scheme of grants to voluntary organisations for construction of college students' hostel in big cities, and (ii) scheme of loans to State Governments for being re-loaned to affiliated colleges for construction of hostels. The Central Government's efforts in improving accommodation and laboratory conditions in colleges are clearly limited by the extent of available resources. The basic responsibility in this regard is that of the concerned State Governments." The Committee also desired to know the measures proposed to be taken by Government to meet the deficiencies of school buildings. The Ministry of Education and Youth Services have stated that:—

"The problem of providing school buildings is essentially for States to consider. Many States are assisting private managements for constructing school buildings by giving grants, loans etc. For example, Maharashtra Government is now guaranteeing bank loans to schools for

Rs. 50 lakhs a year. The question of tapping other resources, sanction of loans for the construction of school buildings is to be considered shortly by a special committee appointed by the Central Advisory Board of Education. Steps are also being taken, through research done at the C.B.R.I. to reduce the cost of school buildings."

XI—Educational aids and equipment

2.25. It has been pointed out in Petition No. 17 that the average institutions of primary education are mostly without proper educational aids or other amenities for students and teachers. A large number of the institutions of Secondary education also suffer for want of proper equipment. In the field of higher education also the lack of amenities and equipment is appalling. The condition is such as to make it impossible for them even to meet the bare necessities of life, not to speak of their aspiring for further intellectual development.

2.26. In a written note furnished to the Committee, the Ministry of Education and Youth Services have stated that:

"It is true that elementary schools are not properly equipped with maps, charts and other educational aids. This is mainly due to the fact that the State Governments have funds barely sufficient to pay the salaries of teachers. No survey has been made to assess the deficiencies in this regard. The actual requirement of elementary schools will also vary from State to State depending on the curriculum prescribed by the State. State Governments have been urged to provide separate funds for supply of books, charts, etc. to primary schools. They have also been urged to adopt the method of District School Improvement Conference employed by the Tamil Nadu Government to raise resources for schools. The Government of India also propose to supply certain science equipment to middle schools with the assistance of the United Nations' Children Fund (UNICEF). Certain schools numbering in all about one thousand will be supplied specially produced science kits, teachers' guides, etc. during the current year."

The Planning Commission in their written comments on the petition have also stated that "no details are available about the extent of deficiencies in different States in regard to furniture,

maps and charts, library books and other educational aids in elementary schools, but the condition in regard to equipment is generally unsatisfactory. It may, however, be stated that, in some States, the local communities are coming forward with donations, in cash and kind, to equip elementary schools properly. For example, in Tamil Nadu, public contributions, upto October, 1967 amounted to Rs. 13.44 crores. An amount of about Rs. 2.5 crores were raised by public donations in 1968-69 in Haryana for school buildings, equipment, staff quarters, etc."

The Committee desired to know the action taken by Government on the recommendations of the Education Commission for provision of equipment in schools. The Ministry of Education and Youth Services in a written note furnished to the Committee have stated that:—

"The question of essential teaching aids in schools has been discussed by the Education Commission in paras 9.23 to 9.25 of the Report. The Commission has emphasised the need for training teachers in the use and preparation of simple and improvised teaching aids. The N.C.E.R.T. has evolved simple science kits as well as other educational instructional material for use in primary and secondary schools. Many State Governments are also experimenting with using local materials for teaching instead of utilising costly equipment".

The Committee also desired to know the steps proposed to be taken to meet the deficiencies of educational aids in the schools. The Ministry of Education and Youth Services have stated that:—

"As already mentioned, action taken by the Central Government for supplying simple teaching aids for science teaching during the Fourth Plan with the assistance of UNICEF together with the schemes of State Governments will go a long way in bridging the gap that exists.

In so far as secondary schools are concerned, the Ministry of Education and Youth Services have stated that:

"It is agreed that secondary schools are in general not properly equipped with teaching aids and furniture. A sample survey of 10 per cent of the secondary schools in the country was conducted in the year 1966. About

50 per cent of the schools do not have adequate equipment and furniture. The State Governments are providing specific amounts in the plan budget for assisting secondary schools to purchase equipment and furniture. The Government of India also propose to arrange for the supply of science equipment to all secondary schools with the assistance of UNICEF".

The Planning Commission in their written comments on the petition have also stated that detailed information is not available about the extent of deficiency in regard to furniture, library books, laboratory equipment, audio-visual aids, etc., but the conditions in newly established schools are generally unsatisfactory. The Central Government has given assistance to States for improvement of physical facilities in secondary schools. Central grants amounting to about Rs. 7 crores have been given in recent years for supply of science equipment to schools.

In regard to the institutions of higher education, the Ministry of Education and Youth Services have stated that it is true that amenities and equipment are generally poor. The Planning Commission in their written comments on the petition have, however, pointed out that the observations about the lack of amenities and equipment of institutions of higher education are somewhat exaggerated. The University Grants Commission, since its inception in 1953, has been making earnest efforts to provide financial assistance for various developmental programmes of the universities and colleges. The U.G.C. expenditure has risen from Rs. 25 lakhs in 1953-54 to Rs. 18.97 crores in 1967-68. The following steps have been taken to improve the facilities in the university institutions:—

- “(i) Grants are given for equipment, libraries, buildings, books and journals, etc. Financial assistance is also made payable for the appointment of additional staff.
- (ii) Under the scheme for the revision of the salary scales of colleges and university teachers, which has now been transferred to the Ministry of Education, Central assistance is available to the extent of 80 per cent of the total cost in respect of revision of salary scales of teachers in universities and colleges. Upto 1966-67, 43 universities and 705 colleges were assisted under this scheme.
- (iii) An important scheme for raising the quality of higher education, particularly at the post-graduate and research level, is the establishment of Centres of Advanced Study.

These Centres of which are 30 in number—17 in Science subjects and 13 in Social Sciences and Humanities—have done very good work in raising the standards of higher education.

- (iv) The professional competence of teachers is sought to be raised through the organisation of summer institutes, seminars and refresher courses. During 1967-68, 60 summer institutes for school teachers and 49 summer institutes for college teachers covering more than 4,000 teachers were organised.
- (v) A number of programmes of student welfare have been initiated. These include appointment of Deans of student welfare, extension of library facilities, establishment of day student centres, and non-resident student centres, etc. Scholarships and fellowships are also given for studies leading to the doctorate degree.

With regard to technical education all the amenities and equipments are constantly being provided. The All India Council for Technical Education periodically reviews all aspects of technical education and the Government has been implementing their recommendations. In addition to establishing new institutions like the I.I.Ts, the Central Government gives grants to non-government institutions and also loans for construction of hostels, etc. Post-graduate education and research has been developed in the field of technical education and the teaching staff have adequate opportunities for further intellectual development. Special summer schools besides regular teacher training programmes are also being conducted."

XII—Vocationalisation of education

2.27. It has been stated in the Petition No. 17 that "the repatterning of Secondary education designed to make it self-sufficient as to enable a large majority of students to take up various professions, is neither preceded nor followed by any proper plan to create ample opportunities for employment to make the repatterning a success. The polytechnic and higher professional education are likewise unrelated to actual requirements of the society. While the number of technicians or higher professional men in our country is not as it should be in case of a country like ours, the same lack of any planning or proper outlook has led to a concerted attempt at curtailing the opportunities for technical and professional and particularly engineering education though the real remedy lies in accelerating the process of industrial expansion and modernisation in various spheres."

2.28. In regard to secondary education, the Ministry of Education and Youth Services have stated that:

"It is true that the programme of vocationalising secondary education has not succeeded in spite of the efforts spread over the last 80 or 90 years. This is a national problem, closely linked up with that of rapid economic growth. It is also true that the standards in secondary education leave a good deal to be desired but this again, as at the primary stage, is a basic responsibility of the State Governments themselves."

The Planning Commission in their written comments on the petition have stated that:

"The reference is obviously to the setting up of multipurpose schools as recommended by the Secondary Education Commission (1952-53). These schools seek to provide varied types of courses for students with diverse aims, interests and abilities. Upto 1965-66, 2,490 multi-purpose schools were established in the country. Besides Humanities and Sciences, they provide courses in practical subjects such as agriculture, commerce, technical subjects, home science and fine arts. In addition, there are over 100 junior technical schools and about 50 post-basic schools which provide education in practical subjects. The Kothari Commission has recommended: (a) the introduction of work-experience in all schools, and (b) the vocationalisation of secondary education at the post-metric stage. The facilities available in multi-purpose, junior technical and post-basic schools will be utilised to give effect to the recommendations of the Kothari Commission, as a small beginning. The vocationalisation of education is a very difficult and costly programme, requiring a considerable amount of employment market survey and pilot project work, which is proposed to be undertaken during the Fourth Plan. In directions of established demand—para-medical personnel, agricultural personnel, engineering personnel etc.—facilities in proportion to estimated demand are already provided for."

In so far as higher professional education is concerned, the Ministry of education and Youth Services in their written comments on the petition have stated that it is not factually correct to say that

concerted attempts are being made to curtail opportunities in these fields. They have added that:—

“There has been a tremendous expansion of technical education of all categories during the last 20 years. In 1947, there were only 38 engineering colleges with an admission capacity of 2940 students in the first degree courses. There were only 53 polytechnics with an admission capacity of 3670 students. Today, we have 138 colleges for the first degree courses with an admission capacity of 25,000 students. The number of polytechnics has increased to 284 with an admission capacity of about 50,000 students. Unfortunately, owing to recession in economic development, the employment opportunities for engineering personnel have curtailed with the result that the Government was compelled to restrict admission to some extent. This, however, is believed to be a passing phase. It may also be pointed out that technical education has received the largest support from the Central Government and that even today, about one-third of its total educational expenditure is on technical education.”

The Planning Commission in their written comments have also stated that:

“The demands of society are being continuously assessed by Manpower surveys and are fully met by fast expansion of technical education at all levels. Total intake of 2940 for degree courses and 3760 for diploma courses in 1947-48 have rapidly risen to 25,000 and 48,600 respectively in 1967-68. Expansion of Industrial Training Institutes for Craftsmen has also taken place.

The demand has now temporarily fallen due to unforeseen circumstances like drought and stagnation of the economy and further expansion has been held up. But the development of technical education at all levels has so far been able to meet the requirements of society fully and the system has been geared for any expansion that may be required by future development.”

During the course of oral evidence on Petition No. 17, the representative of the Planning Commission informed the Committee that certain pilot projects which would be launched during the Fourth

Five Year Plan, were being worked out so as to discover the cheapest method to tackle the task most effectively. The representatives of the Ministry of Education and Youth Services added that they were trying to reorganise education at the school level so that it was linked-up with the industry and fulfilled the needs of the industry. At the university level, a scheme had been worked out by the University of Delhi for giving vocational bias to normal B.A. and B.Sc. courses That would be tried as an experiment in 1971.

XIII. *Pay Scales and other service conditions of teachers*

2.29. It has been stated in both the petitions that very little has been done to improve the condition of primary teachers and that educational workers have been chronically suffering from lack of even daily necessities of life. It has been prayed that the recommendations of the Education Commission (1964—66) regarding uniform service conditions for teachers & pay scales, with dearness allowance at the Central rate, linked to price index, should be implemented. Besides, payment of salary to teachers should be arranged through Government Treasury and pension should be paid at the same rates as is paid to the Central Government employees. During oral evidence on Petition No. 17 before the Committee, the petitioners also stated that:—

“Primary school teachers were getting less emoluments than a Class IV employee of the Central Government. There were some teachers whose total emoluments were just Rs. 150 per month. The rates of annual increment varied from rupee 1 to rupees 3. In municipal school there was security of service but in the aided schools there was “no security, no law”. There was no pension or provident fund. In regard to secondary schools, it was stated that post-graduate teachers were getting Rs. 240 per month. However, there was no security of service. In so far as college teachers were concerned, two teachers serving in the same college, having the same qualifications, were getting different pay scales. In the field of polytechnic education of West Bengal, the teachers had no security of service. There was “no enactment, and no rule”. The witnesses desired that all the polytechnics in the country should be administered in a uniform way, and must be fullfledged Government institutions. They demanded that

an immediate law should be made by the competent authority regarding polytechnics in West Bengal, and all the teachers and staff of polytechnic schools and colleges must be equated".

2.30. The Planning Commission in their written comments on the petition have stated that the following table indicates the increase in the emoluments of elementary school teachers:—

Average Annual Salary for Teachers

Type of Institution	1950-51	1960-61	1965-66	Index 1950	1960	1965
	Rs.	Rs.	Rs.	Rs.		
Primary Schools	545	873	1,046	100	160	192
Middle Schools	682	1,058	1,228	100	155	180
Cost of Living index for working class		100	123	165

The Planning Commission have added that:

"There have been increases in emoluments after 1965-66 as well, but comparable figures are not available at present. For the benefit of teachers the Triple Benefit Scheme (Pension, Provident Fund and Gratuity) for teachers serving in aided schools has also been introduced in the following States:—

Andhra Pradesh

Bihar

Kerala

Maharashtra

Mysore

Orissa

Tamil Nadu

Uttar Pradesh

West Bengal

The scheme has been introduced in all the Union Territories. The Government of India has also instituted a scheme for the grant of post-matric scholarships to children of

school teachers. 750 fresh awards were made during the year 1966-67. Besides, both the State and Central Governments make State and National Awards to teachers whose work has been found to be meritorious.

In so far as the average annual salary of a teacher in a high| higher secondary school is concerned, it has increased from Rs. 1,258 in 1950-51 to Rs. 1,681 in 1960-61, and to Rs. 1,959 in 1965-66. Increases have also taken place since 1965-66, but comparative figures are not available at present. In addition, secondary teachers have been given the benefits of the Triple Benefit Scheme, the scheme for grant of scholarships to children of teachers and the schemes for National and State Awards."

During the course of oral evidence on Petition No. 17, the representative of the Ministry of Education and Youth Services stated that the salaries of school teachers had to be revised by the State Governments who had to bear the financial burden also. The representative of the Planning Commission added that though they were not happy with the state of affairs in regard to the salary scales of primary school teachers which ought to be improved, but, considering its relationship with the national income, they had not done badly also. He quoted figures and stated that the primary school teacher's pay which was 100 in 1950 had risen to 192 in 1965. The cost of living index had risen during the same period from 100 to 165. The representative of the Ministry of Education and Youth Services stated that the scales of pay of teachers were not uniform in all States. There was no scheme under consideration to bring about such uniformity as the State Governments' contention was that the scales of pay of teachers had to be related to the scales of pay in other sectors. The Education Commission had recognised that problem. "They recognised that there could not be uniform scales of pay, but a certain minimum should be given to the teachers". When asked to comment on the representation made before the Committee that 85 to 90 per cent of the cost on elementary education was spent on teachers' salary alone and very little was left for buildings and teaching and teaching aids, the representative of the Ministry of Education and Youth Services conceded the position. In reply to another question, the Committee was informed that 70 to 30 was considered to be the optimum ratio between the expenditure on salaries of teachers and educational aids.

In regard to the salary scales of Colleges and University teachers. the representative of the Ministry of Education & Youth Services in-

formed the Committee that the University Grants Commission had suggested a scheme of improving them. The Central Government had accepted the scheme. Government had suggested the same scheme to State Government for implementation. Government had also offered to give 80 per cent assistance to the States for that purpose over a period of five years ending 1971. Thereafter, the States would themselves have to meet the entire expenditure. Most of the States had implemented the revised scales of pay.

The Committee desired to know whether, in the opinion of the Government the present pay scales of teachers in schools and colleges were adequate so as to attract the right kind of teachers and if not, what measures were proposed to be taken to improve the situation. They also desired to know as to how far those scales of pay compared with those prevalent in industry and Government Departments for equally qualified persons. In a written note, the Ministry of Education and Youth Services have stated that in so far as the present pay scales of teachers in schools are concerned these are not adequate enough to attract the persons for the teaching profession. Apart from the basic pay, future prospects are also not bright for bright young persons to take up teaching as a profession. To improve the situation, the following measures might be adopted:—

- (i) Providing suitable cadres in Education Departments from primary school teacher to the Director of Education to ensure adequate avenues for promotion similar to those existing in the Revenue & Central Administration Departments of a State Government. Persons of ability should be able to become gazetted officers such as District Education Officers and aspire for higher posts such as D.D.P.Is. etc. Specific reservation at higher levels for promotion from the ranks should be provided. As in some States, the posts of D.E.Os. should be filled from among the teachers of schools both private and Government and not limited to only Government school teachers.
- (ii) Recruitment should be open by competition based on merit.
- (iii) The pay scales for corresponding qualifications should be little higher in the teaching profession to attract better persons.
- (iv) The pay to be given to a teacher should depend on his qualifications and experience rather than the classes which the teachers in. Even graduates should be capable to teach in primary schools without losing their grade of pay.

The Ministry of Education and Youth Services have also stated that the existing scales of pay of school teachers, both primary and secondary, do not compare favourably with the corresponding scales prevalent in industry and Government. For example, an S.S.L.C. with 2 years training certificate gets the same pay as an L.D.C. who has just passed the S.S.L.C. and has no professional qualifications. So far as colleges are concerned, the present pay scales of teachers are, however, considered adequate to attract the right kind of teachers. The revised scales (1966 to 1971) of the college and university teachers do not compare unfavourably with those obtaining in the public sector of industry as well as in Government departments.

The Committee desired to know whether the pay scales of teachers in schools and colleges were uniform in all the States and Union Territories. If not, whether there was any scheme to bring about uniformity in pay scales of teachers throughout the country. The Ministry of Education and Youth Services in written note furnished to the Committee, have stated in so far as scales of pay of school teachers are concerned these are not uniform in all the States and Union Territories. As Education is a State subject that uniformity is not possible as teachers' pay scales are related to the pay scales of other employees of the State Governments. There is no scheme to bring about uniformity in the pay scales of school teachers beyond recommending to the State Governments to adopt the pay scales suggested by the Education Commission. However, the question of national scale of pay for school teachers had been discussed by the Education Commission. It has pointed out the difficulties involved in introducing a national scale of pay at the school stage in view of the difference in costs of living, supply and demand of teachers, etc. The Commission, therefore, recommended that at the school stage, Government of India should lay down the minimum scales of pay for school teachers. The States and Union Territories should then adopt equivalent of higher scales of pay to suit their local conditions *vide* para 3.08 of the Education Commission's Report.

In so far as Colleges are concerned the revised salary scales (1966—71) apply uniformly to the college teachers in all the States which have received our grants.

In regard to Union Territories, the pay scales of teachers in schools in the Union Territories of Delhi, Andaman and Nicobar

Islands and Laccadive, Minicoy and Amindivi Islands are uniform. Goa is also on the Central scale of pay though December 1967 revision has till to be applied; a proposal to this effect has been sent to Finance. These territories have adopted the Central scales of pay i.e. the scales applicable to teachers in Delhi. In other territories, Tripura, Manipur, Himachal Pradesh, Chandigarh, Dadra and Nagar Haveli and Pondicherry, the scales of pay prevalent in the adjoining States are followed. Recently, on 27th May, 1970, the Ministry of Home Affairs have issued a circular to all the Union Territories giving them option to be governed wholly by the pattern of pay and allowances either of the Centre or of the "linked" States.

2.31. In regard to the demand for payment of salary through Government Treasury, the Ministry of Education and Youth Services in their written comments on Petition No. 22 have stated that:

"The matter concerns the State Governments. On administrative and financial grounds, it may not be possible for the State Government to pay salary of all school teachers through Government Treasuries. It is, however, for the State Governments to explore ways and means to ensure regular disbursement of salaries of school's teachers."

2.32. In so far as the question of payment of pension to teachers at the same rates as is paid to the Central Government employees is concerned, the Ministry of Education and Youth Services have stated that this also is a matter for the State Governments to decide. The quantum of pension to the teachers must be in conformity with the pension paid by the State Governments to their other employees. It is not possible to suggest to the State Governments that they should give pension to the teachers alone at Central rates.

XIV—*Model Education Act for teachers*

2.33. One of the demands contained in the petition No. 22 is that a model Education Act providing for security of service to teachers should be drafted and circulated among States for enactment and that management of Educational institutions should be democratised.

2.34. In their written comments on the petition, the Ministry of Education and Youth Services have stated that:—

“The service conditions of school teachers employed by the State Governments or local bodies are similar to those of other employees of the State Government/Local Body. The service conditions of teachers in aided schools vary. For instance Delhi Education Code provides that no employee of an aided school shall be dismissed, removed, suspended, discharged from service or awarded punishment except in accordance with the Government aided Private Schools (Discipline, Punishment and Appeal) Rules, 1959. The Education Code of Delhi can serve as a model for the States.

As regards management of educational institutions, these are normally under registered societies with approved constitutions. The grant-in-aid codes of some States also stipulate some representation for teachers on the management. The nature of the present request is not clear.”

XV.—Setting up of a Secondary Education Commission

2.35. One of the demands contained in the petition No. 22 is that a Secondary Education Grants Commission on the pattern of University Grants Commission should be set up.

2.36. The Ministry of Education & Youth Services in their written comments on the petition have stated that this demand was examined in consultation with the Ministry of Law and it has been found that the Government of India have no legal authority under the Constitution to establish a Statutory Body for this purpose.

XVI. Need for improving the condition of non-teaching staff

2.37. It has been suggested in Petition No. 17 that the University Grants Commission and the Union Government should take up the responsibility for improving the condition of non-teaching staff of educational institutions.

2.38. The Planning Commission in their written comments on the petition have stated that:

“the University Grants Commission has been considering the question of raising the salary of the non-teaching staff in the Central Universities and their constituent colleges,

for which they have the constitutional responsibility to meet both maintenance and developmental expenditure. In the case of non-teaching staff in the State Universities and affiliated colleges, the U.G.C.'s policy is to leave the question to the State Governments, who are responsible for the maintenance of these institutions. In case, the Central Assistance is extended to the non-teaching staff also, the problem, it is feared would become far too unwieldy and will retard the implementation of the Central responsibility in higher education pertaining to the coordination and determination of standards."

The Ministry of Education and Youth Services in their written comments on this question have stated that:

"This matter is now under examination by the University Grants Commission which have called for copies of rules for non-teaching staff from all the universities. From the information received, it was observed that most of the universities did not either have separate rules for non-teaching staff or were following the service rules applicable to the corresponding employment of the State Governments. A few universities did, however, have separate rules for non-teaching staff. A Committee was, therefore, set up under the Chairmanship of Dr. B. N. Ganguli to frame draft rules governing the terms and conditions of service of the non-teaching staff. The Report of this Committee has now been examined by the U.G.C. and it has been decided that some of the matters, e.g., opportunities, leave agreement forms, etc., require further examination. The proposals have, therefore, been circulated to the universities for their comments and suggestions. On receiving these, further action, is proposed to be taken.

XVIII.—*Funds for education*

2.39. It has been stated in the petition (No. 17) that even after 22 years of independence only 2.9 per cent of the budgeted expenditure of the Union Government is spent on education. During the course of oral evidence before the Committee, the petitioners pointed out that some other countries in the world were spending about

four to five per cent of their national income on education, and India's position was not favourable even when compared with the other developing and underdeveloped countries. The petitioners, in their petition, have *inter-alia* demanded that at least six per cent of the national income, ten per cent of the expenditure in the Central Budget and ten per cent of Plan allocations should be spent on education. The petitioners have also prayed that the Central Government should meet 60 per cent of the total expenditure of the States and the States themselves should also spend 30 per cent of their budgets on education.

2.40. The Ministry of Education and Youth Services in their written comments on the petition have stated that:

"It is true that the total expenditure on education at present is only 2.9 per cent of the national income. It is also admitted that an increase in this investment is necessary. That is why the Government Resolution on the National Policy on Education has categorically stated that the objective of policy is to gradually "increase the investment in education so as to reach a level of expenditure of 6 per cent of the national income as early as possible." However, progress in implementing this policy is made difficult because of the difficult economic situation and competing claims from other important programmes like development of agriculture, power, irrigation or Industry and family planning. The Government is trying to reach this objective of national policy over a period of years. It will not, however, be possible to realise this unless intensive efforts are also made by the State Governments and by the Community through its voluntary contributions.

The Ministry of Education and Youth Services have added that:

"The total expenditure on education in 1967-68 has been estimated at Rs. 760 crores as against the national income (at current prices) of Rs. 27,922 crores. The percentage of expenditure on education has gone up to 2.7 in 1967-68 as against 1.21 in 1951. Constant efforts are however, being made to increase the outlay both by Government and through private institutions."

2.41. As regards the demand for spending 10 per cent of the expenditure in the Central Budget on education, the Ministry of Education and Youth Services have stated that:

"This was the recommendation of the Kher Committee in 1951. It was made in the context that the Government of India

would be operating a large number of Centrally-Sponsored Schemes under which earmarked grants would be given to State Governments for specific programmes of educational development. It might be possible to implement this recommendation if this assumption were to be still valid. Unfortunately it is not so. The State Governments have protested against the expansion of the Centrally-sponsored sector and have demanded its drastic reduction, if not total elimination. Their demand is that the Centre should give large grants-in-aid to the States but not earmark them to any specific programmes and that it would be for the State Governments themselves to decide how these grants should be utilised. The recommendation, therefore, ceases to be relevant in the present situation. The Central Government has certain specific direct responsibilities in education and it is towards these that most of its expenditure is now directed. For instance, of the total budget expenditure of Rs. 120 crores of the Government of India on education during the current year, about Rs. 110 crores is spent on coordination and maintenance of standards in higher education, scientific departments and scientific research, technical education, cultural programmes and such other direct responsibilities. The Centrally sponsored or the indirect responsibilities of the Centre take up only about Rs. 7 crores. It is true that for its direct responsibilities much larger amounts are needed. This is what the Ministry of Education is trying to secure. But if the responsibilities of the Government of India are to be restricted only to its direct educational responsibilities specified in the Constitution and if the Centrally-sponsored sector is not expanded one may not be able to utilise as high a proportion as 10 per cent of the Central Budget for these limited programmes."

2.42. In so far as the demand for spending 10 per cent of the Plan allocations is concerned, the Ministry of Education & Youth Services have stated that:

"In the first three Five-Year Plans, the allocation to education was about 7 per cent. Unfortunately, in the Fourth Plan it has gone down to 5.6 per cent. The Ministry of Education and Youth Services would welcome an increase in this allocation, especially if it can be raised to 10 per cent. But the difficulties are, as stated above, the overall limitation of resources available and the higher priorities given to several other sectors."

2.43. On the other demand of the petitioners that the Central Government should bear 60 per cent of the expenses on primary and secondary education, the Ministry of Education & Youth Services have stated that:

"It will not be possible to accept this demand because both primary and secondary education are a responsibility of the State Governments. Moreover, in the system of planning as it is now evolving, there is hardly any scope for large earmarked grants of this type which can only be given under the Centrally-sponsored sector. However, in view of Article 45 of the Constitution and significance of the problem, it has been decided to earmark Central plan grants for primary education only in the Fourth Plan."

In a written note furnished to the Committee, the Ministry of Education and Youth Services have stated that:

"So far as the non-Plan expenditure is concerned, the Finance Commissions, appointed by the Government of India, study the question in detail in consultation with the State and Central Governments and make their recommendations. So far as the Plan outlay is concerned, the Centre provides block assistance on principles decided upon by the National Development Council."

The Committee desired to know whether the over-all needs of the States for education had been worked out and the extent to which the Central Government was able to meet those requirements. The Ministry of Education & Youth Services have stated that:

"The over-all needs of education were worked out by the Education Commission which found that an investment of the order of Rs. 54 per head of population would be needed. (We spend only Rs. 17 per head of population at present). It will be possible to meet these needs only if the national dividend is doubled and Government spends six per cent of the national income on education instead of 3 per cent as at present."

During the course of oral evidence before the Committee the representative of the Ministry of Education and Youth Services stated that it was not a feasible proposition. He added that for maintenance expenditure, the Finance Commission had allocated funds to

the States after ascertaining their needs; for developmental expenditure, the Planning Commission and the Plan Finance Division of the Ministry of Finance determined the block grants and block loans that should be given to the States to fulfil the Plan. Grants were also given by the University Grants Commission to the various Universities. In view of all that and also the fact that when the total financial resources of the Centre were allocated after ascertaining the requirements for maintenance, development, etc., it would not be possible for the Centre to undertake the liability of meeting 60 per cent of the expenditure of the States on Education. The representative of the Planning Commission added that under the new dispensation, it would not be possible for the Centre to give assistance for a particular sector, as the Finance Commission and the Planning Commission made block grants which left a considerable amount of discretion with the State Governments as to how to use the allocated funds.

2.44. Regarding the suggestion of the petitioners that the State Governments should spend 30 per cent of their Budget on education, the Ministry of Education and Youth Services have stated that:

“The Revenue Expenditure of the State Governments for 1968-69 came to 2999.7 crores out of which Rs. 597.35 crores was spent on education. The percentage is 19.99 or say 20. It is for the State Governments to decide the allocation of budget among the various sectors.”

During the course of oral evidence before the Committee, the representative of the Ministry of Education and Youth Services stated that the present level of expenditure, on an average, was about 21 per cent. The proposition that the States should spend about 30 per cent was not an unreasonable one. It would, however, depend upon the capacity of the States to allocate funds for education in competition with other projects in other sectors. The Central Government would be very happy if the States could find a way to spend 30 per cent of their budget on education.

2.45. During the course of oral evidence on Petition No. 17 before the Committee, the representatives of the Ministries of Education and Youth Services and Finance and the Planning Commission summed up the policy of the Government in regard to allocation of funds for education.

Explaining the pattern of Central assistance to States, the representative of the Ministry of Finance stated that it was given to them in the form of block grants and loans. Certain amount was fixed, seventy per cent of that amount was given to the States as loan and thirty per cent was given as grant. The States were free to fix different amongst for different subjects within the States plan ceilings, which had been approved by the Planning Commission. The total outlays were fixed in consultation with the Planning Commission and their expert bodies. Earmarking meant that out of the total amount of the annual plan outlay, the amount to be spent on elementary education was indicated as a separate figure, and to the extent that the State Government did not spend that amount for that purpose, there would be a proportionate reduction in the Central assistance. Such reduction in the Central assistance would be partly from the grant and partly from the loan in the same proportion. The witness added that the capacity to spend and the capacity to implement would be the relevant factors in deciding the total allocation for elementary education at the time of formulating the plan itself.

The representatives of the Ministry of Education and Youth Services stated: that because of the Constitutional provisions, which made education a State subject, the Central Government could only persuade the States and urge upon them the need to allocate larger resources than at present. They could not go beyond that. The only alternative was to give the States special assistance. There was, however, no decision as yet by the Central Government to give any special assistance, and it would be difficult for the Central Government to do so, because all the resources that had been assessed for the five-year period has already been allocated, either to non-plan or the Plan Sector. The witness pointed out that before the Fourth Five-Year Plan was launched, the Central Government were themselves looking after some essential programmes, as Centrally-sponsored Schemes, and grants were given for the particular schemes directly. But the National Development Council expressed themselves against these Schemes and consequently such Schemes had been reduced to the minimum.

In response to a question, the representative of the Planning Commission informed the Committee that whereas the *per capita* national income had increased from 100 to 206 between 1950-51 and 1967-68, the *per capita* expenditure on education, during the same period, had increased from 100 to 456. It was, however, very difficult to calculate the *per capita* increase in expenditure on education in terms of constant prices. But if the cost of living index for the working classes

could be taken as a rough guide, then the figures were like these. For 1950-51 the cost of living index was 100 which rose to 164 in 1965-66. The expenditure on education during the same period increased from 100 to 378.

Asked to comment on the allegation made before the Committee by the petitioners, that certain areas in the country were favoured by the Central Government in the matter of educational grants as, for example, a single college in Delhi received as much money as 50 colleges put together in West Bengal, the representative of the Ministry of Education and Youth Services stated that the amount of grants given to Colleges in Delhi and West Bengal could be roughly in the proportion of one to fifteen, but not one to fifty, as alleged. This difference was due to the fact that the Colleges in Delhi were constituent Colleges of the University of Delhi and the entire responsibility for financing that University lay on the Centre.

XVIII—*Making education a Union or Concurrent Subject*

2.46. One of the demand contained in Petition No. 22 is that Constitution should be amended to bring education in the Concurrent List.

2.47. The Ministry of Education and Youth Services in their written comments on the petition have stated that:

"An attempt was made in this direction in 1964. Most of the States opposed the proposal. The States are not generally in favour of giving up any power or authority in favour of the Centre. Under Article 368 of the Constitution any amendment to Part XI, Chapter I (relating to the allocation of authority between the Centre and the States) requires prior ratification of the legislature of one-half of the States apart from securing the requisite majority in both Houses of Parliament. This is unlikely to be had under the existing circumstances.

The Planning Commission in their written comments have stated that:

"According to the Indian Constitution, Education including Universities is a State responsibility. This is, however, subject to the provision of entries 63, 64, 65 and 66 of the Union List which relate to the Central Universities, Institutions for Scientific and Technical Education and other institutions under the control of the Union Government. Further,

the Central Government is also responsible for the coordination and determination of standards at the higher education stage. The only item in the concurrent list is the vocational and technical training of labour.

The MPs. Committee on Higher Education had recommended that so far as university education is concerned, while entry 66 of List I gives exclusive authority to the Union Government to coordinate and maintain standards, it needs to be supplemented by an arrangement which would enable the Union Government to review the work and purposes achieved by university enactments and bring them, where necessary in conformity with national requirements. The Committee, therefore, recommended that University and Higher Education should be transferred from the State List to the Concurrent List. The proposal made in the Petition, however, goes further and suggests that all education should be placed on the Concurrent List in the Indian Constitution.

It is doubtful that by merely placing education on the Concurrent List, it would be possible either to expand educational facilities at a faster rate or to accelerate qualitative improvement. Education, particularly at the pre-university stage, is essentially a local activity and if it is made a Concurrent Subject, it is unlikely to develop in accordance with the specialised needs and aspirations of the people of the different States. Further, it is likely to raise conflicts between the Centre and the States. The Central Government has a definite responsibility under the present Constitution particularly in relation to higher education. Extending Central Jurisdiction to the lower stages of education would only cause delays and frictions. In this connection, it may be relevant to mention that the proposal made above was considered by the Education Commission (1964-66). The Commission's views have been summed up below:—

“We have examined this problem very carefully. We are not in favour of fragmenting education and putting one part in the Concurrent and the other in the State List—education should under any circumstances, be treated as a whole. We are of the view that in a vast country, like ours, the position given to education in the Constitution is

probably the best because it provides for a Central leadership of a stimulating but non-coercive character. The inclusion of education in the Concurrent List may lead to undesirable centralization and greater rigidity in a situation where the greatest need is for elasticity and freedom to experiment. We are convinced that there is plenty of scope, within the present constitutional arrangement, to evolve a workable Centre-State partnership in education and that this has not yet been exploited to the full. The case for amending the Constitution can be made only after this scope is fully utilized and found to be inadequate. All things considered, we recommend that an intensive effort be made to exploit fully the existing provisions of the Constitution for the development of education and evolution of a national educational policy. The problem may then be reviewed again after, say, ten years."

In view of the reasons adduced above, it does not appear advisable to make education a Concurrent Subject."

During the course of oral evidence the Committee desired to know whether making education a Union or Concurrent subject would improve matters. The representative of the Ministry of Education & Youth Services stated that he could not do better than to quote from a paper prepared by the Minister of Education & Youth Services (Shri V. K. R. V. Rao), for the Central Advisory Board of Education on the Centre-State Relations in Education, in which it was stated:—

"My suggestion is that at least for some years to come, there should be no talk of amending the Constitution to make education a Central or a Concurrent subject. Even if it were a desirable proposition—and there are large sections of opinion, both political and academic, which do not consider it to be so, it is certainly not a practicable proposition. In reality, all that such talks achieve is to irritate the States and to put their back up.... I would suggest that every effort should be made to fully utilise the existing provisions of the Constitution and concentrate on the development of those urgent programmes of educational development in which the Centre and the State can willingly co-operate and collaborate. There are several such programmes."

C. Conclusions and Recommendations

2.48. The Committee note that under the Constitution, primary education is essentially a State subject and the Central Government can only persuade and advise the State Governments in this matter. The Ministry of Education and Youth Services in their written comments have conceded that "the situation in primary education, it is true, leaves much to be desired, both quantitatively and qualitatively". The Planning Commission in their written comments have stated that in spite of the constraint of resources, efforts have been continuously made to achieve the goal of universal education at the elementary stage. The representative of the Ministry of Education and Youth Services stated before the Committee during the course of oral evidence that limited financial resources and the rapid increase in population were the main constraints which came in the way of achieving the targets of elementary universal education. He expressed the opinion that by 1986, it would be possible to provide universal education to 82-85 per cent of children upto the age of 14 years. The Committee were informed by the representative of the Ministry of Education and Youth Services that an agreement had now been arrived at with the States that for elementary education the Central assistance to them would be specifically earmarked for that purpose instead of giving them block grants or loans, as was done for various other schemes. According to this new scheme, if the States did not fulfil the planned targets, they would not be entitled to Central assistance earmarked for that purpose. The Committee are of the view that vigorous efforts should be made by the Central and State Governments to achieve the target date of 1986, as recommended by the Education Commission (1964-66), for free and compulsory universal education for all children upto 14 years of age, as contemplated by Article 45 of the Constitution.

2.49. The Committee note that the Government do not give any financial support to the highly expensive public schools and other such institutions which are being run with voluntary contributions made by parents of children in those schools and, therefore, any step to close down these public schools will not provide the Government with any additional resources for the spread of education. The Committee also note that Government have taken steps by instituting a scheme of scholarships whereby the children of the backward and weaker sections of the society may be enabled to study in the public schools.

While the Committee feel that the existence of the highly expensive public schools is not in keeping with the spirit of the times and the over-all needs of our country, particularly, when considered in the context of the conditions of the ordinary municipal schools which are incapable of giving even the brilliant students a desirable standard of education, they do not consider it desirable to close down such schools abruptly. They suggest that 25 per cent of seats in the existing public schools should be reserved for children whose parents' income is Rs. 500 or less per month, of which adequate number should be reserved for students belonging to Scheduled Castes and Scheduled Tribes Communities. Such children should also be given adequate scholarships to enable them to prosecute their studies in these institutions.

2.50. The Committee note that the States have broadly agreed to adopt the uniform educational structure of 10+2+3 [Ten years' High School, two years Higher Secondary stage and three years for first degree in general (Honours) and special courses] as recommended by the State Education, Ministers' Conference (April, 1967) and also incorporated in the Resolution of the National Policy on Education. The States of Kerala and Andhra Pradesh have already adopted this new structure of education and it is under consideration of the other States. The Committee hope that the remaining States in the country will also adopt the proposed uniform educational structure.

2.51. The Committee appreciate the steps being taken by Government for achieving uniformity and maintaining high educational standards in the country. The Committee are happy to note that as a result of the assistance given by the University Grants Commission and through the programmes directly sponsored by them, the situation with regard to general educational standards in the country has improved. The Committee hope that efforts in this direction will be continued.

2.52. The Committee appreciate the steps being taken by Government to bring about qualitative improvement in education. They note that in-service training courses like Summer Schools, Seminars, Academic Conferences, refresher courses etc., are organised so as to keep the teachers acquainted with the latest developments in their respective fields of teaching and in research.

The Committee, however, feel that these programmes and schemes should be adequately expanded so as to cover the entire teaching profession in a phased programme.

2.53. While it is true that it is essentially for the States to provide the school buildings, the Committee would like to reiterate the recommendation of the Education Commission that larger allocations should be made for this purpose and the school buildings should be standardised so as to reduce their cost of construction.

2.54. The Committee are unhappy to note that detailed information about the extent of deficiency in regard to furniture, library books, laboratory equipment, audio-visual aids and other amenities and equipment in educational institutions is not available. The Committee cannot over-emphasise the need for providing such amenities including play grounds and sports, and housing for the teachers, particularly in rural areas, for the educational institutions in the interest of effective and good education. The Committee, therefore, urge that urgent steps should be taken to assess the overall needs of States with regard to educational aids and equipments and a workable plan may be drawn up for meeting these deficiencies at the earliest.

2.55. The Committee note the difficulties in vocationalisation of education. It is rather a costly programme involving considerable amount of employment market survey and pilot project work. They, however, find that certain pilot projects, which would be launched during the Fourth Five Year Plan, are being worked out so as to discover the cheapest method to tackle the task efficiently. They are happy to note that education is being re-organised at the school stage so that it is linked up with the needs of the industry. The Committee hope that Government would take suitable measures to make education employment-oriented so that further addition to the already large educated unemployed force in the country is checked and young men and women are also enabled to get self-employed.

2.56. The Committee have perused the comments of the Government and find that in so far as school teachers are concerned, their scales of pay do not compare favourably with the corresponding scales of pay for the equally qualified persons prevalent in industry or Government Departments. The Committee feel that in order to attract the best persons to the teaching profession, the salaries of teachers should be fixed keeping in view the concept of a national minimum and measures should be taken to improve the economic and service conditions of teachers.

2.57. The Committee are of the view that in order to bring uniformity, model rules regarding the service conditions of teachers

as well as the non-teaching staff in the Universities may be framed early with a view to improve their condition.

2.58. From the comments of the Government, the Committee find that due to the constraint of economic resources it is difficult to achieve the objective of spending six percent of national income, ten percent of the expenditure in the Central Budget and ten percent of Plan allocations, on education, unless intensive efforts are also made in this direction by the State Governments and by the community through voluntary contributions. However, keeping in view the importance of investment in education, the Committee feel that the Central Government should allocate more funds for education and also lay down priorities for different schemes and aspects of education.

2.59. The Committee have considered the suggestion for making "Education" a Concurrent or Union subject but feel that it is not practical in the present conditions to make "Education" a Concurrent or Union Subject. The Committee are of the view that even with the present Constitutional provisions regarding "Education" much can be achieved, both qualitatively as well as quantitatively, in the field of education with concerted efforts and proper co-ordination.

2.60. From the written comments of the Planning Commission, the Committee note that the problems of enrolment of girls and children of socially and economically backward communities—where the parents find it difficult to support their children unless they earn something or help in the family occupation—and their retention, particularly at the middle stage, will be difficult of solution unless there is a substantial improvement in the social and economic conditions of the backward sections of the society.

The Committee feel that in order to tackle this situation, special attention should be paid by Government to the needs of the backward classes, backward States, rural areas and girls education.

III

(I) PETITION NO. 19 BY SHRI C. K. CHANDRAPPAN, GENERAL SECRETARY, ALL INDIA YOUTH FEDERATION AND OTHERS REGARDING UNEMPLOYMENT AND OTHER GRIEVANCES OF YOUTH; AND

(II) PETITION NO. 20 BY SHRI SURENDRA VIKRAM AND OTHERS REGARDING DEMANDS OF STUDENTS AND YOUTH.

3.1. Petition No. 19 (See Appendix III) by Shri C. K. Chandrappan, General Secretary, All India Youth Federation and others was presented to Lok Sabha by Shri S. M. Banerjee, M.P., on the 18th November, 1969.

3.2. Petition No. 20 (See Appendix IV) by Shri Surendra Vikram and others regarding demands of students and youth, was presented to Lok Sabha by Shri Rabi Ray, M.P., on the 22nd December, 1969.

A. Petitioners' Grievances and Prayers

3.3. The petitioners in the aforesaid two petitions had made *inter-alia* the following demands:

PETITION No. 19

- (i) "Plan policies should be so oriented as to ensure maximum utilisation of manpower and resources and to this end, structural changes in the economy be brought about by way of land reforms ensuring land to the tiller, nationalisation of all credit institutions, import-export trade and all heavy industry and State trading in foodgrains and industrial raw materials.
- (ii) Steps should be taken to realise the immediate objective of self-reliance and rapid rate of economic development by (a) stoppage of PL-480 aid and freeze on PL-480 accumulations, (b) moratorium on foreign debt and ban on remittances of profits by foreign companies, (c) confiscation of black money and gold hoards, (d) take over the 75 monopoly houses, (e) immediate collection of income-tax arrears and (f) to safeguard peoples' health and bring down prices of medicines, nationalisation of drug industry.
- (iii) Promote rural industries and public works programmes through cooperatives and provide special assistance and credit facilities to cooperatives of engineers, other technical personnel & educated unemployed.
- (iv) Revise the credit policies of nationalised banks and other credit institutions and provide easy credit to agriculture, small scale industry and cooperatives.

- (v) Enforce the constitutional provision for compulsory free primary education, allot more funds for an intensive campaign against illiteracy and give vocational bias to education at all levels.
- (vi) Ban closures and retrenchment and introduction of technological changes which result in unemployment and safeguard job security of workers.
- (vii) Immediate measures be adopted to fill up all vacancies in Government Departments and other offices and relax the age bar for recruitment, in case of prolonged unemployment.
- (viii) Stop all measures of discrimination against women in employment and ensure equal wages for equal work.
- (ix) Ensure job for all able-bodied persons and in case of failure to do so, provide unemployment relief to all those registered as unemployed with the Employment Exchanges.
- (x) Amend the Constitution to ensure voting right at the age of 18.
- (xi) Ensure students' participation in all the administrative, academic and decision-making bodies of the universities and guarantee the democratic functioning of student unions in all educational institutions."

PETITION No. 20

- (i) "The present beaucroatic set up in the universities & colleges should be replaced by the joint teachers-students administration, which should run the administration in universities & colleges with the active participation of Administrative employees and compulsory attendance in graduate and post-graduate classes should be abolished with a view to establish cordial relations between the teachers and the taught and to facilitate studies in a free atmosphere.
- (ii) Admission to students to next higher class should remain open.
- (iii) Indian languages should be the medium of instruction for all higher studies & research in all the universities and other educational institutions."

3.4 The petitioners in Petition No. 19 had *inter alia* prayed that:

"The Parliament of India may be pleased to take action in this behalf in order to enforce what has been solemnly resolved in the Preamble of the Constitution to all the citizens "Justice, social, economic and political" and "equality of status and of opportunity" and also to enforce the Fundamental Rights guaranteed under the Constitution, particularly in relation to the Equality of Opportunity in matters of public employment and to implement the Directive Principles of State Policy, with special reference to Article 39(a) which provides for the right to all for "an adequate means of livelihood", (b), (c) and (d) which enjoin upon the State to ensure "that the ownership and control of the material resources of the community are so distributed as best to subserve the common good" and "that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment" and "That there is equal pay for equal work for both men and women", and Article 41, which enjoins upon the State "...to public assistance in case of unemployment...". The Parliament of India may also be pleased to take action in this behalf in order to amend Article 326 to enable younger generation to have more voice in deciding the future of the country."

B.—Factual comments of the Ministries of Finance, Education and Youth Services etc.

3.5. Petition No. 19 was referred to the Ministry of Finance with the request to coordinate the comments of the concerned Ministries of the Government of India on the various points raised in the petition, and to furnish a consolidated note for the consideration of the Committee. A consolidated note was accordingly received from the Ministry of Finance (Department of Economic Affairs) which the Committee have perused.

3.6. Petition No. 20 was referred to the Ministry of Education and Youth Services, the Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment), and the Ministry of Law (Legislative Department) for furnishing their comments on the various points raised in the petition. The comments received from these Ministries have been considered by the Committee.

3.7. In their consolidated comments, the Ministry of Finance have stated *inter alia* as follows:

(1) *Plan policies should be so oriented as to ensure maximum utilisation of man power and resources and to this end, structural*

changes in the economy be brought about by way of land reforms ensuring land to the tiller, nationalisation of all credit institutions, import-export trade and all heavy industry and State Trading in foodgrains and industrial raw materials

(i) *Plan policies*: "The broad objectives of planning as defined in successive Five Year Plans are rapid economic development accompanied by continuous progress towards equality and social justice and the establishment of a social and economic democracy."

(ii) *Land Reforms*: "From the very beginning of the planning process in the country, land reforms has been given a high priority in agricultural planning as the existing antiquated land system was inhibiting agricultural production. Closely related to this objective was the elimination of all elements of exploitation and social injustice within the agrarian system. The Principle measures adopted for securing these objectives have been (a) Abolition of intermediate tenures; (b) Reduction of rents; (c) Security of tenure; (d) Imposition of ceiling on land holdings and (e) Consolidation of holdings.

As a result of these measures, intermediary tenures like zamindari have been abolished, legal safeguards for the security of tenure and reasonable rents for lease holders and share croppers, have been enacted in various States. In almost all States, legal ceiling on land holdings have been imposed. Land to the extent of about one million hectares declares as in excess of ceilings limits has been taken possession of by Government for settling tenants, uneconomic holders and landless agriculturalists. Progress has been made in the implementation of the provisions relating to tenants' right of purchase. As a result, three million tenants, sub-tenants and share croppers have acquired ownership of more than 2.8 million hectares of land.

In the field of consolidation of land holdings, as against 3.3 million hectares consolidated during the First Plan and 7.5 million hectares during the Second Plan as much as 17.5 million hectares have been consolidated since 1961. In the State Plans, the outlay for consolidation of holdings would be about Rs. 28.4 crores during the Fourth Plan as against Rs. 19.2 crores in the Third Plan. Recently all State Govts. and Union Territories have fixed under the Minimum Wages Act, 1948, minimum wages for agricultural labour."

(iii) *Nationalisation of all Credit Institutions*: "With the recent nationalisation of 14 major commercial banks with deposits of Rs. 50 crores and above the Government has already taken over direct

control over a very large part of the organised credit market in the country. The Public Sector banks now consist of the State Bank of India and its subsidiaries and 14 nationalised banks. These 22 banks control about 83 per cent of aggregate deposits and credit and 80 per cent of number of offices. Since the remaining banks, though large in number, account only for a small portion of the total deposits and credit in the economy, it is felt that their nationalisation would involve strain on administrative resources without a commensurate gain. Nationalisation has not been extended to foreign banks in order to avoid disturbance in an area where the scope of present operations and the opening up of new branches are both strictly limited.

The Industrial Development Bank of India (IDBI) is a wholly-owned subsidiary of the Reserve Bank of India. The major portion of the share capital of the Agricultural Refinance Corporation (ARC) is owned by the Reserve Bank (Rs. 2.9 crores out of the total paid-up capital of Rs. 5 crores).

In the case of the Industrial Finance Corporation (IFC) 50 per cent of the paid-up capital is owned by the IDBI. The Board of Directors is appointed by Government in consultation with the IDBI. In the case of State Financial Corporations, although the ownership pattern differs from State to State, since the contribution towards share capital by the general public does not normally exceed 10 per cent of the total, the effective control lies with the respective State Governments.

Although neither Government nor Reserve Bank hold any shares in the industrial Credit & Investment Corporation of India, (ICICI) which is a public limited company, the Corporation has entered into an agreement with the Government for providing special loans by the Government to the Corporation in virtue of which Government appoints a Director on the Board. The ICICI works in close co-ordination with the IFS and the IDBI.

Most of the term lending institutions are now effectively controlled by the Central Government either through complete ownership or through the agency of the Reserve Bank or other nationalised institutions like LIC, as a major partner in the Share Capital of the concerned institutions. To see that its interests are properly protected and policies followed the Government has also appointed its representatives on the directorate of these institutions in adequate number."

(iv) *Nationalisation of import and export trade and State Trading in industrial raw materials:* "The policy of the Government is to progressively extend the scope of the public sector in the import and export trade of the country. Two specialised organisations are already in existence for this purpose, namely, the State Trading Corporation (STC) and the Minerals and Metals Trading Corporation (MMTC). The main technique followed has been to give a monopoly to these organisations in the trade of specified commodities, to the exclusion of private agencies and go on adding to the list of such commodities. The ultimate object is to take over the bulk of the import-export trade under the direct control of Government.

The bulk of Indian import trade is already nationalised. Imports of food, fertiliser and machinery for Government projects are all on Government account. The STC has also been making efforts to increase its exports, to find new markets for existing items of export and also to find markets for new items of export. During 1968-69, its exports amounted to Rs. 48.5 crores as against Rs. 23.6 crores in the preceding year. The Corporation has fixed a target of Rs. 60 crores export for 1969-70.

The other two Corporations handling export trade are the Handicraft and Handloom Export Corporation and the Indian Motion Pictures Export Corporation, which are both subsidiaries of the STC."

(v) *Nationalisation of all heavy industries:* "The Government owns by far the bulk of steel producing capacity and with the completion of Bokaro, it will occupy an over-whelmingly commanding position in regard to the total supply of steel in the economy. The Government of India also has the largest complexes for the manufacture of heavy engineering and electrical equipment at Ranchi, Bhopal, Hyderabad and Hardwar. While all heavy industries are not nationalised, there is increasing participation by Government. It is proposed to set up two aluminium plants at Korba and Koyna in the public sector, and after these units are in production, the Government would control around 50 per cent of the total capacity for the manufacture of aluminium. Electricity generation is now approved entirely in the public sector."

(vi) *State Trading in Foodgrains:* "In the matter of procurement and distribution of foodgrains in the country, Food Corporation of India, State Governments and Co-operative Agencies are playing a notable role. The progress of State Trading in foodgrains can be judged from the fact that as against public procurement of only 0.54 million tonnes in 1961 as much as 4.47 million tonnes have

been procured in 1967. In 1968, the procurement level is estimated to have gone up further to 6.6 million tonnes. Distribution of foodgrains through public channels increased from 10 million tonnes in 1965 to as much as 14 million tonnes in 1966 and was 13 million tonnes in 1967. During these years of scarcity, public distribution of foodgrains amounted to as much as half-the marketable surplus of foodgrains in the country as normally only 1/3rd of the total domestic output is marketed by the farmers. During 1968, distribution of foodgrains through public agencies amounted to 10.5 million tonnes.

The Food Corporation of India was set up on 1st January, 1965. In a short space of about 5 years it has expanded its activities both in terms of area operation and volume of purchases and sales. The total purchases and sales turnover has increased from Rs. 289 crores in 1965-66 to Rs. 1200 crores in the year 1968-69 and is likely to be around Rs. 1500 crores during the current financial year. With the transfer of executive functions of the Food Department from the current financial year, it has become the sole purchase and sale agents of the Central Government.

The intensification of procurement of foodgrains with a view to ensuring proper public distribution and building up of a sizeable buffer stock has been one of the main plans of Government's food policy. Complete nationalisation of foodgrains trade involves large scale financing by Government and would also require a huge administrative machinery for implementation, and enforcement is practicable only over a period of time. With imports of foodgrains on Government account, establishment of an extended system of internal procurement and public distribution and the policy of building up of sizeable buffer stocks Government has already acquired a position of strength in the foodgrains trade. The roll of the public sector agencies like the Food Corporation, the State Governments, and Co-operatives is expected to increase further in the coming years."

(II) Steps should be taken to realise the immediate objective of self-reliance and rapid rate of economic development by (a) stoppage of PL-480 aid and freeze on PL-480 accumulations, (b) moratorium on foreign debt and ban on remittances of profits by foreign companies, (c) confiscation of black money and gold hoards, (d) take over the 75 monopoly houses, (e) immediate collection of income-tax arrears and (f) to safeguard people's health and bring down prices of medicines, nationalisation of drug industry.

(i) *Stoppage of PL-480 aid and freeze on PL-480 accumulations*: Foodgrains, cotton, soyabean oil and tallow are the important commodities imported under PL-480 arrangements. Food imports have been necessary as the internal production has been falling short of required consumption. A part of imports is also utilised as buffer stocks to even out the fluctuation in internal production from year to year and stop further imports in future with self-confidence. The draft of the Fourth Plan aims at doing away with the concessional import of foodgrains at the end of 1970-71.

Except in the long staple cotton which will continue to be imported for some time more, the aim is to ensure that imports of other agricultural commodities should be reduced as soon as possible. Dependence on foreign aid will be greatly reduced in the course of 4th Plan. It is planned to do away with PL-480 imports at the end of the next 2 years.

All U.S. Rupee funds are currently invested in the special securities of the Government of India and are in that sense already frozen. Moreover, funds are released for U.S. uses after consultation with the Government of India and the amount so released are shown in the budget on the expenditure side."

(ii) *Moratorium on foreign debt*: "In the earlier years aid was generally available to this country on relatively hard terms. In more recent years aid has been generally available to developing countries on softer terms. However, the earlier hard loans have cast a heavy burden on India. Since it is generally recognised that for development efforts, there will have to be an inflow of capital from the developed countries, it becomes important to see that the net inflow is not unduly impaired by the outflow on account of debt servicing. It is in this context of the need to improve our total external resources, that the Consortium countries under the leadership of the World Bank considered debt relief, as a form of development aid.

As a result, the Consortium members have given debt relief in, an amount of \$ 34.4 million for 1966-67, \$ 63.2 million for 1967-68, \$ 101.4 million for 1968-69 and \$ 105.3 million for the current year.

India has held a clean record of honouring all her external debt obligations and the debt servicing has been treated by us as a first charge on our export earnings. While bilateral action for easing the burden of debt servicing is considered appropriate, unilateral action is not.

(iii) *Ban on remittances on profits by foreign companies:*
 "India's policy towards foreign investment is mainly guided by the following statement made by the Prime Minister Nehru on 6th April, 1949:

'Foreign interests would be permitted to earn profits, subject only to regulations common to all. We do not foresee any difficulty in continuing the existing facilities for remittances of profits and Government have no intention to place any restriction on withdrawal on foreign capital investment, but remittance facilities would naturally depend on foreign exchange considerations.'

In pursuance of the above policy the aim is to ensure that the foreign investment, the terms on which it comes in, fit according to the priorities in the Five Year Plans, each case being considered on its merits.

While considering cases of fresh foreign capital participation in new Indian Joint Stock Companies it is usually seen that the major interest in ownership and effective control of the undertakings should be in Indian hands.

The total remittances on account of dividends and royalties payments in recent years were as under:—

	1966-67	(\$ millions) 1967-68	1968-69
Dividends	37	39	34
Royalties	7	6	6

However, the following measures have been taken to reduce the outflow of funds on account of remittances of profits, dividends etc.

- (i) Foreign firms and companies proposing to establish new branches in India have been asked through a Press Note issued on the 1st March, 1969 by the Reserve Bank of India, Bombay to obtain Reserve Bank's prior approval before establishing a new Branch in India.
- (ii) Every opportunity is being taken to introduce and increase the Indian participation in foreign subsidiaries.

- (iii) Under Section 18A of the Foreign Exchange Regulation Act, 1947 which came into effect on 1st April, 1965, foreign controlled companies are prohibited from acting as technical or management advisers or agents in India of any person, company or firm in the trading or commercial transactions thereof except with the general or special permission of the Central Government or the Reserve Bank of India.
- (iv) While considering cases of fresh foreign capital participation in new Indian Joint Stock Companies, Government's normal policy is that major interest and effective control of the undertakings should be in Indian hands. Proposals for majority foreign capital participation in new enterprises are considered only in certain exceptional circumstances and limited areas.
- (v) As a rule, payments of royalty and technical know-how fees by wholly owned foreign companies working in India to their principals abroad are not allowed. If such payments are at all allowed in the case of subsidiaries of foreign companies, the rates are generally lower than in the case of Indian majority concerns making royalty payments in similar circumstances.
- (vi) The other important measures to reduce the outgo of foreign exchange on account of royalty payments are as under:—
 - (a) Greater stress is laid on research and development within the country and Indian consultancy services are encouraged.
 - (b) Collaboration agreements, if found justified, are now normally allowed for a period of 5 years only, and extensions are agreed to only in exceptional circumstances.

The policy towards foreign capital is reviewed from time to time according to the exigencies of the situation "

(iv) *Confiscation of Black money*: "Black money is the result of tax evasion in the past and on account of several factors such as degree of controls in the economy, the extent of inflationary pressures, shortages of domestic or of imported goods etc. It is

very difficult to identify black money and distinguish it from legitimate money, as it is held not only in the form of a cash but also in such other assets as bullion, lands and buildings and commodities of various kinds. The effective answer to the problem of unearthing black money lies in checking tax evasion. Among the various measures taken by Government to detect unaccounted money in the last few years mention may be made of the two voluntary disclosures scheme introduced in 1965 and the concealed income detected as a result of Department efforts. Concealed income detected by the Department amounted to Rs. 20.76 crores in 1965-66, Rs. 32.92 crores in 1966-67, and Rs. 37.72 crores in 1967-68. Incomes disclosed under the two voluntary schemes introduced in 1965 aggregate Rs. 197 crores. Besides, there is unaccounted money voluntarily disclosed every year by assesseees in view of deterrent penalty provisions; this amounted to Rs. 42 crores between 1-4-1964 and 31-3-1968. Further, various legislative measures especially in respect of tax laws, imposing deterrent punishment and penalties have been enacted to check tax evasion. Tax administration has been strengthened to tackle the problem more effectively by detecting the cases of evasion and concealment.

The following figures indicate the concealed income detected as a result of the Department's efforts:—

	1965-66	1966-67	1967-68
No. of cases in which concealment was detected	24,165	29,294	31,509
Amount of concealed income involved (in crores of Rs.)	20.76	32.92	37.72
Tax thereon (in crores)	7.60	11.53	17.31
Penalty levied (in crores)	4.59	7.59	9.92

(v) *Confiscation of Gold Hoards:* "Gold hoarding in India is an old habit which has come down the centuries. With adequate alternative and profitable avenues of investment, commercialisation of agriculture, the spread of banking habit and monetisation of the economy, gold hoarding would be discouraged. With stringent measures taken for checking tax evasion, gold hoarding will also be discouraged to a large extent by people who find it a profitable investment for the unaccounted money in their possession. Gold control Act enacted by the Central Government is also expected to check the habit of gold hoarding in the country."

(vi) *Take over the 75 monopoly houses:* "In order to prevent the growth of monopolies the Government appointed in April, 1964 the Monopolies Inquiry Commission which in its report submitted on 31st October, 1965, has recommended among other things, the setting up of a Monopolies and Restrictive Practices Commission. In pursuance of this recommendation, a Bill to that effect had been passed by Parliament. A permanent Statutory Commission to Control monopolistic and restrictive trade practices is to be set up whose main functions would be as under:

- (i) **Regulating** expansions, mergers and amalgamations and appointment of directors in respect of "dominant undertakings" having assets of Rs. 1 crore and more and of undertakings having assets of not less than Rs. 20 crores in value.
- (ii) **Regulating** the starting of new undertakings which would become inter-connected undertakings of such existing undertakings the total assets of which exceed Rs. 20 crores.
- (iii) **Control** over and prohibition and monopolistic and restrictive trade practices as are found to be prejudicial to public interest.

The system of management of companies by managing agents/ Secretaries/treasurers has been abolished w.e.f. April, 1970. Government is also engaged in a review of its industrial licensing policy in the light of the recommendation of the Industrial Licensing Policy Enquiry Committee."

(vii) *Immediate collection of income tax arrears:* "The income tax arrears outstanding as on 30-6-1969 amounted to Rs. 554 crores. The reasons for the increase in income tax arrears are that the number of assessments and the amount of tax demanded have increased considerably as a result of which certain amount of increase in arrears of tax has become inevitable. Further, there is a certain amount of hard core in the figure of arrears of tax which is irrecoverable and that goes on increasing till such amount is written off as irrecoverable. Recovery steps are usually protracted for various reasons, including civil litigation, writ petitions and other steps taken by recalcitrant assesses. The irrecoverable amounts include also the arrears due from assesseees who have migrated to Pakistan and these demands are being carried over in

the ineffective portion of our registers in the hope that these statistics may be required for negotiations with the Government of Pakistan.

The department has taken various administrative, legal and executive measures for early realisation of income tax arrears. As a result of the concerted measures taken by the Department the collections out of arrear demands in the year 1969 (upto 31-8-1969) was Rs. 65.05 crores as compared to the collections of Rs. 49.33 crores during the corresponding period of the year 1968."

(viii) *To safeguard people's health and bring down prices of medicines, nationalisation of drug industry:* "There is a Central drugs control organization, with zonal offices, to check on the quality of drugs imported into the country, and to lay down standard for drugs indigenously manufactured and to explore the possibilities of manufacturing drugs indigenously which are at present imported. To check profiteering and black marketing in drugs and medicines the Drugs Prices (Display and Control) Order, 1966 has been promulgated under which chemists and druggists are to display the prices at which they sell drugs and medicines in retail.

One of the main objectives of the Government policy is to make available life saving drugs like antibiotics to the community at reasonable price. In pursuance of this objective Government has set up Hindustan Antibiotics Ltd Pimpri to produce Penicillin. this factory has since been expanded and is also producing Streptomycin and other new antibiotics.

Indian Drugs and Pharmaceuticals is another Company which was registered in April 1961 to set up three drugs and surgical instruments projects, viz, Antibiotics, (Rishikesh), Synthetic Drugs (Hyderabad) and Surgical Instruments, (Madras) under the Indo-Soviet Credit Agreement, 1959. All the three plants have gone into production."

(III) *Promote rural industries and public works programmes through cooperatives and provide special assistance and credit facilities to cooperatives of engineers, other technical personnel and educated unemployed.*

(i) *Promotion of rural industry and public works through cooperatives:* "One of the main objectives of planning has been to reduce the pressure of population on land through developing a net work of rural industries, so that it would provide an avenue for excess labour released from the land to be absorbed and also add

to the incomes of the rural people. A number of village industries such as khadi, handlooms, sericulture, coir, processing of the cereals, leather, oil seeds crushing etc. have been given assistance during the Five Year Plans. For the growth of small industry to produce quality goods in rural and semi-urban areas, assistance in different forms such as Industrial Extension Services, factory accommodation, training facilities, etc., have been progressively enlarged over the last three Five Year Plans. Besides, under a special programme 49 Rural Industries Projects were started during 1962—1965. The contents of the programme mainly comprise of promotional activities such as development of skills through training in improved methods and techniques of production, provision of common facilities services, assistance in marketing, guidance in technical and technological matters and provision of extension services and financial assistance etc. As far as possible these activities are channelled through cooperatives. Considerable progress has been made in terms of physical achievements in the project areas. By the end of March 1969 about 25 thousand industrial units were provided financial and technical assistance in the project areas. Of these more than 11 thousand units were newly set up.

A net investment of Rs. 1105 lakhs has been made in both the existing and new industrial units, of this Rs. 515 lakhs represent the amount founded by the entrepreneurs and cooperatives from their own resources. The annual level of production of industrial units which was Rs. 89 lakhs in 1964-65 rose to Rs. 1,000 lakhs in 1968-69. It is estimated that through these industrial units employment opportunities have been created for 95 thousand persons. Skills have been created or upgraded through 400 odd training schemes opening better employment avenues for 32 thousand persons. The "Services" and "Assembly" types of cooperatives organisation are found to be more suitable in meeting the needs of the artisans and marketing the goods produced. Facilities of modern machinery and services have been made available to nearly 65 thousand small entrepreneurs and artisans during the last 5 years through the common facility centres.

A small nucleus organisation has also been set up at the Centre for ensuring coordinated implementation of the programme for the promotion of these cooperatives. Recently it has been decided by the Reserve Bank to advance loans to the State Cooperative Banks for financing 22 broad groups of small industries in the Cooperative Sector, including tanning and flaying, leather goods, general engineering, handicrafts, etc.

The State Bank of India has also introduced a special liberalised scheme for financing of industrial units in rural Industries Project areas. Under this scheme, under which clean cash credit to the extent of Rs. 5,000 would be provided to artisans or small units in the project areas. Larger amount can be advanced under normal schemes of the State Bank of India."

(ii) *Provide special assistance and credit facilities to co-operatives of engineers, other technical personnel and educated unemployed:* "In order to create additional employment opportunities for engineers and other technical personnels, Government initiated a set of measures in May, 1968. One of the measures approved for the creation of additional employment opportunities for engineers seeks to set up co-operatives for undertaking construction work or for setting up repair and servicing facility for agricultural machines in rural areas. In pursuance of this, following State Governments have taken steps to encourage formation of cooperative assistance for construction work: (a) The Government of Assam have formulated a scheme for financial assistance to unemployed engineers/technologists and have approached the National Small Industries Corporation for reduction in the earnest money to be paid for obtaining machinery on hire purchase basis. (b) In Andhra Pradesh a scheme to give orientation training to engineers and to take them on study tours to enable them to select a suitable industry and set up with assistance from the State Bank of India, is being implemented. (c) In Rajasthan the State Bank of India and State Financial Corporation are implementing a scheme to assist craftsmen. (d) In Maharashtra the Industrial Corporation have launched, on a pilot basis, a "own your own industry scheme for technicians" under which technicians are allotted built-up sheds on hire purchase basis on easy terms. Assistance is also offered for obtaining machinery on hire-purchase basis and for obtaining Finance. (e) In Delhi, a special training course of four months duration for engineers in the setting up and management of small scale industries was conducted at the small scale Industries Services Institute at Okhla during 1968-69. 58 engineers attended to course. (f) In Pondicherry, an Engineers Industrial Cooperative to manufacture agricultural implements has been set up by unemployed engineers. A shed in the Industrial Estate has been allotted to the Cooperative. (g) In Mysore, engineers registering as Class III contractors are exempted from production of certificate of experience. Concessions such as waiver of Earnest Money Deposits and preference in regard to rates are also being given. (h) West Bengal have

decided to enlist unemployed engineers as contractors on a liberal and priority basis. The Government of (i) Maharashtra propose to grant direct registration as 'D' and 'E' class contractors to graduates and diploma holders in civil engineering and to exempt them from payment of earnest money. (j) In Kerala and Bihar Cooperatives of engineers to take up government work have been started and the question of granting them concessions is under the consideration of these Governments.

A model scheme for providing financial assistance to engineers wishing to set up small scale industries has been formulated by the Ministry of Industrial Development, Internal Trade and Company Affairs and circulated to the State Governments for consideration and inclusion in the State Plans. Under this Scheme an Industrial unit to be started by eligible persons may take the form of proprietorship, partnership, private limited company, or an industrial cooperative. Preference is, however, to be given to Industrial Cooperatives of eligible persons. In addition, a scheme for encouraging utilisation of the services of qualified engineers/technicians as Managers/Secretaries of selected Industrial Cooperatives has also been circulated to the State Governments.

As for providing credit to the needy, the State Bank of India are operating a scheme to provide financial assistance to qualified entrepreneurs. The amount available under the scheme is Rs. 2 lakhs against the security of the assets proposed to be acquired. Where more than one qualified person is associated with the project, up to Rs. 3 lakhs can be sanctioned at the Bank's discretion."

(IV) *Revise the credit policies of nationalised banks and other credit institutions and provide easy credit to agriculture, small scale industry and cooperatives.*

"One of the important aims of the nationalisation of 14 major banks is to provide easy credit to agriculturists and other weaker sections of the community. The broad policy guide lines were set out by the Prime Minister on the eve of the Nationalisation of banks and later in her meeting with the Custodians of Banks on September 30, 1969. The main objective of the new credit policy is to achieve a wider diffusion of credit and provide easy assistance to priority sectors such as agriculture, small-scale industry cooperatives. At the same time, the legitimate credit needs of the big industry and trade would be safeguarded. In order to encourage

banks to lend to small entrepreneurs, including engineers, the Government is contemplating introducing a comprehensive scheme of insurance to cover the credit risks involved in granting loans to various categories of small borrowers in lieu of the present credit guarantee scheme which provides a cover only for loans to small-scale industries.

The Co-operative system has increased short and medium term credit from about Rs. 202 crores in 1960-61 to about Rs. 400 crores in 1967-68. It is aimed to reach a target of Rs. 750 crores during 1973-74.

The Study Group of the National Credit Council on Organisational Framework of Implementation of Social Objectives has also recommended that increased credit should flow from commercial banks through co-operatives to the agriculturists and that there should be coordination between commercial and cooperatives banks."

(V) *Enforce the constitutional provision for compulsory free primary education, allot more funds for an incentive campaign against illiteracy and give vocational bias to education at all levels.*

(i) *"Free School Education:* All education is free in Jammu and Kashmir and in Nagaland. Facilities for free primary education (classes I—V) exist in all the States except in some special schools and some schools in the urban areas of West Bengal. Even in West Bengal, the Education Policy Statement of the present Government stipulates that 'Elementary Education' up to Class VIII should immediately be declared free throughout the State from the beginning of the next academic session.

Education in the middle schools (Classes VI—VII/VII is free for boys and girls in Andhra Pradesh, Gujarat, Haryana, Kerala, Madhya Pradesh, Maharashtra, Mysore, Punjab, Rajasthan and Tamil Nadu. In Assam there is no scheme of free education for boys or girls at the middle stage. Education at middle stage is already free for girls in Bihar, Orissa, Uttar Pradesh and West Bengal.

(ii) *Compulsory Free Primary Education:* All State Governments have enacted compulsory education Acts. There has been phenomenal increase in the number of school going children since the commencement of planning in India. As a result of various efforts to

promote universal education in the country the growth in enrolment of children in the schools has increased as shown below:—

Age-group	1951	1969 (likely)
6—11	about 192 lakhs or about 43 percent of age group.	about 560 lakhs or about 78 percent of the age group.
11—14	about 31 lakhs or about 13 percent of the age group	about 127 lakhs or about 33 percent of the age group.

Introduction of free primary education upto the age of 14 is primarily the concern of State Governments.

In the Fourth Plan priority will be given to the expansion of elementary education and the emphasis will be on the provision of facilities for backward community and for girls. The recommendations of the Education Commission (1964—66) form the basis of National Policy on Education and provide the framework for the programmes in the 4th Plan. During the 4th Plan period, the total enrolment in classes 1 to 5, will increase by 123 lakhs from 560 lakhs to 683 lakhs (84.9 per cent of the corresponding age group). In classes VI to VIII, the enrolment will increase by 57 lakhs from 127 lakhs to 184 lakhs (42.1 per cent of the corresponding age group).

In addition to increasing sizeable number of school going children, the 4th Plan gives importance to spread of literacy among adults, through mobilisation of voluntary efforts and local community resources. Adult education will continue to be an integral part of the Community Development Programme. It is also proposed to set up a National Board on Adult Education to advise Government on the development programmes and for enlisting the cooperation of all the interests concerned under different agencies involved. A provision of Rs. 802 crores (Rs. 543 crores will be in the State Sector and Rs. 259 crores in the Centre Sector) has been made in the 4th Plan for education development in addition to an average annual non-plan expenditure of Rs. 550 crores. Of the Plan outlay.

(iii) *Vocational bias to Education*: A major task in the field of post-elementary education is to provide a large variety of vocational courses for children who do not intend to continue their education beyond the elementary stage. These courses have to be of varying durations depending upon the trades and vocations proposed to be learnt. To prepare students to take up an employment after the secondary stage, a number of vocational courses are being provided in industrial training institutes, poly-technic schools, schools for nursing and agricultural schools.

As attention given so far to vocational education has been inadequate, other major programmes in the field of education in the 4th Plan include the diversification and re-organisation of diploma courses & vocationalisation of secondary education. Emphasis is given for consolidation of technical education and its closer linkage with the needs of industry and its orientation towards self-employment. Polytechnics will be brought into close relationship with industry to conduct cooperative programmes of training for technicians in selected fields; programmes for diversification of subjects such as automobile engineering, refrigeration, fisheries, technology, chemical manufactures, etc. according to regional requirements will receive priority

A Study Group on vocationalisation of education at the school stage have been set up to go deeper into the question of types of vocational courses, modification of general education up to XI or XII, to promote attitudes relevant to employment orientation, training for selfemployment, training for school drop-outs especially in the age group 12—24 and other concerned problems. The subjects which will receive marked attention are:—

Introduction of work experience in schools—both agricultural and industrial.

Vocational courses in Agriculture at the school stage.

Vocational courses in industrial fields at the school stage (this will include polytechnics junior technical schools, ITTIS etc.)

Vocational courses in all other fields; commercial and secretariat, health and medicine; education, home managements, arts and craft etc. It will also deal with the problem of vocational guidance.

Regional Plans and Pilot Projects and administrative machinery including evaluation."

(VI) Ban closures and retrenchment and introduction of technological changes which result in unemployment and safeguard job security of workers

"There is no law in force which enables Government to ban retrenchment and closures. Government have, however, statutorily imposed certain obligations on the employers before they can retrench workers or close their establishments. These obligations are

contained in Chapter VA of the Industrial Disputes Act, 1947. These obligations relate to payment of compensation to workers on account of retrenchment and closure. It also lays down the conditions precedent to retrenchment procedure for retrenchment and re-employment of retrenched workmen. The compensation is fifteen days' average pay for every completed year of service. The compensation is limited to three months average pay where the closure is due to reasons beyond the control of the employer.

The employer has the right to close down his business and also to determine the labour force to be employed. While reasonable restrictions have been placed on these rights, it is doubtful whether Government can totally ban closures and retrenchment.

The Commission of Inquiry on Job Security in Oil Companies (including Refineries), also known as the Gokhle Commission, has, however, suggested (while dealing with job security in oil companies) that Government should consider whether the Model Agreement on rationalisation evolved by the Indian Labour Conference in 1957 should, modified as necessary to suit subsequent technological changes, be incorporated in a Statute on all-India basis. This is under examination.

Under the Industrial Disputes Act, Industrial disputes relating to the termination of service of any workman/workmen by way of dismissal, discharge, retrenchment, etc. can be raised. Section 2A of the I.D. Act also provided for individual workman to raise industrial disputes in respect of their discharge, dismissal, retrenchment or termination of service. A Bill is also before Parliament providing for the Industrial Tribunals and Labour Courts, to whom a dispute has been referred for adjudication, to function as a court of appeal on the findings of the domestic enquiry by the employer, on the basis of material or record."

(VII) Immediate measures be adopted to fill up all vacancies in Govt. Departments and other offices and relax the age bar for recruitment in case of prolonged unemployment

In the list of measures approved by Government for the creation of additional employment opportunities for Engineers, it is provided that the vacant posts may be filled rapidly, recruitment procedure and prescribed qualifications being modified wherever possible. The general ban on the filling of vacant technical posts may be lifted. Central Ministries have reported that they are filling up vacant technical posts accordingly.

Creation of more employment opportunities is one of the major objectives of the Fourth Plan. The greater self-reliance now attained in indigenous manufacture of plant and equipment, coupled with the increased investment contemplated in the Fourth Plan with the resumption of industrial growth would pave the way for fuller employment as well as wider job opportunities throughout the country. The new directions in the provision of credit facilities by the nationalised major banks to small farmers and traders, entrepreneurs, self-employed and educated unemployed would also help in increasing production and generating further employment."

(VIII) Stop all measures of discrimination against women in employment and ensure equal wages for equal work

"The question of discrimination between men and women in regard to fixation of minimum wages came up for discussion in the Seventh Meeting of the Minimum Wages (Central) Advisory Board held on the 26th December, 1967. The Board was of the view, 'that there should be no discrimination between men and women on grounds of sex and that work of equal value should be rewarded in the same manner. If there are any instances of discrimination, every effort should be made to eliminate such differences. The State Governments|Union Territories were requested to eliminate the differences, if any, in the wages of men and women as recommended by the Board.

There is no discrimination against the employment of women, but there are certain restrictions regarding employment of women during night under the Factories Act 1948, the Plantations Labour Act 1951 and the Mines Act 1952. The normal restrictions are that women will not be employed between the hours of 7 P.M. and 6 A.M. These working hours can be relaxed to some extent, but no such variation shall authorise the employment of any woman in factories and mines between the hours of 10 P.M. and 5 A.M. In this connection, attention is also invited to the following recommendations of the National Commission on Labour:—

"215. The right of a woman to employment should in way be considered subordinate or secondary to that of a man. The necessary training facilities should be created|augmented. Vocational guidance programmes will serve a useful purpose in giving required information to women. It will be desirable to give preference to women for training in those trades and occupations for which they have special aptitude.'

217. (a) Women will have to be absorbed more and more in skilled categories of work to make their employment more economic to the employer (b) With proper skill generation and rational distribution of Women labour force as a part of social and economic planning, it should be possible for an employer to follow a non-discriminatory policy in employing women."

(IX) *Ensure job for all able-bodied and in case of failure to do so, provide unemployment relief to all those registered as unemployed with the Employment Exchange.*

"Creation of more and more employment opportunities has been one of the major objectives of India's Five Year Plans of Economic Development and continuous efforts made since 1951, have already resulted in a substantial increase in the job opportunities. However, the faster growth of Labour Force and the limited financial resources at disposal of the Government have stood in the way and the additional employment opportunities created have failed to eradicate unemployment completely.

According to an earlier estimate made by the Planning Commission 31.5 million jobs (9 million in agriculture and 22.5 million in non-agriculture) had been created during the period 1951—66 as against a total labour force growth of 38 million during the same period. Since doubts have been cast on the above estimates the Planning Commission has set up a Committee of Experts to enquire into the estimates of employment and unemployment worked out in the previous Plans and the data and methodology used in arriving at them and to advise the Planning Commission on the various connected issues and in particular the alternative methods of analysis and computation. The work of the Committee is in progress.

A major objective of the Fourth Plan is to create employment opportunities in the rural and urban sectors on an increased scale. The increasing tempo of industrial and agricultural development is also likely to generate a large amount of employment opportunities for various categories of job-seekers. Non-farm employment is expected to grow at a faster rate. The accelerated growth of organised mining and manufacturing, the encouragement of ancilliary

and small scale industries, continued assistance to village and house-hold industries greater provision for rural electrification and wide spread development of repair and maintenance services, the rising level of construction activity, the increased provision for building infra-structure of communications, transport and power and expansion of training facilities will all contribute to rising opportunities for direct employment including self-employment.

In order to giving a fillip to the generation of employment opportunities in the Fourth Plan, the Planning Commission had convened a meeting of the Central Ministries in July, 1969. In the light of the suggestions made in that meeting the Planning Commission addressed the Central Ministries and the State Governments|Union Territories to take effective steps to remove any restrictive policies which prevent growth of employment, to give employment orientation to the programmes to be taken up in the Fourth Plan, to lay emphasis on promotion of medium and small industries and on adoption of appropriate labour intensive technology.

The Government is making all possible efforts to create more employment opportunities to absorb the unemployed labour force. Due to the limitation of the resources and the vastness of the problem, however, the realisation of the objectives of providing rapid increase in employment (or achieving full employment) can only be a gradual process and has to be a part of long term perspective of development. The principal means of enlarging employment opportunities is to get the economy move as fast as possible with the maximum dispersal of productive activity through the country.

As regards provisions of unemployment relief to all those unemployed registered with Employment Exchanges, all unemployed persons are not registered with them because of registration being voluntary. On the other hand quite a proportion of those registered with the Employment Exchanges are already employed and are seeking better employment. According to a recent survey 42.3 per cent of the registrants were already employed and 7.06 per cent were students.

Even if we are able to have reliable estimates about unemployment and of the number of employed registered with Employment Exchanges, it may not be possible to embark upon a programme of payment of allowance to all unemployed persons (whether registered with the Employment Exchanges or not) because of the slender financial resources at the country's command and more pressing

needs of the society. In fact the conditions in India (where a large number are joining the labour market every year as a result of faster growth of labour force) are different from those in developed countries where the aim is to provide unemployment insurance for the entire working population. A proposal to have a kind of selective unemployment insurance for workers who are members of Employees' Provident Fund and the Coal Mines Provident Fund is, however, under consideration. The idea is to cover persons who are employed but are rendered unemployed for short periods."

(X) Amend the Constitution to ensure voting right at the age of 18

"It may not be desirable to accept the suggestion to lower the age of registration of voters from 21 to 18 for the following reasons:—

- (i) India has the world's largest electorate with a figure of over 250 million voters and the addition to teenage voters may add a few millions more with resultant responsibilities. It is observed from press reports that the Chief Election Commissioner made a casual reference to this subject and remarked that sober decision would be difficult for boys and girls on the principles and policies of different parties in the country. It is not at all desirable to involve adolescents in active politics. While there is a move to increase the marriage-able age, it is not reasonable to expect boys and girls under 21 to develop maturity intellectually or politically to take part in elections....
- (ii) From the various statutory provisions, it would be evident that law itself has recognised in certain cases the age of 21 as the age of majority and all these cases in which this higher age of 21 rather than 18 is insisted upon are cases which would call for a greater degree of mental development on the part of the individual concerned. When it has been considered necessary to stipulate 21 years as the age of majority in these cases, there is much greater justification to have such a requirement in respect of persons who will be called upon to exercise a great deal of maturity, understanding and comprehension as is the case with the voters who choose their representatives to be in charge of the governance of the country. It cannot be argued that the degree of maturity that is required to know the intricacies involved in the political mechanism of the country is nonetheless what is required in the case

of a person whose estate is placed under the court of wards or in the case of a person who will be in a position to comprehend fully the implications of the matrimonial obligations as is evident from the provisions contained in the Indian Majority Act or the Indian Christian Marriage Act or the Special Marriage Act referred to earlier. For these reasons, the framers of the Constitution who embarked on the bold experiment of adult suffrage, thought it fit to have the requisite age for being a voter as 21 (*vide* article 326).

In the circumstances explained above, a hasty step to amend the Constitution for this purpose cannot be supported."

(XI & XII). *Ensure Students participation in all the administrative academic and decision making bodies of the Universities and guarantee the democratic functioning of student unions in all educational institutions.*

"A Conference of student representatives was convened by the Ministry of Education and Youth Services and the University Grants Commission during May, 1969. The Conference discussed, among other things, the role of student organisations in university life. The Committee which considered this matter made the following recommendations:

- (a) There should be a student union|Chhatra sangh in every university. It should be called 'union'.
- (b) The Unions should have democratic constitutions which should be, as far as possible, uniform. Where such bodies do not exist, immediate steps may be taken to bring them into existence through the good offices of the UGC|Ministry of Education. The Committee felt that to be represented is the birth right of every student and obstructions in its way from any quarter should not be entertained. Suitable premises for the unions should be provided by the university concerned.
- (c) Membership of the Unions should be automatic, as recommended by the Education Commission (1964—66).
- (d) The funds of the unions should be under their own charge. Where such a practice does not exist at present, steps may be taken to transfer funds to the unions.

- (e) The fields of activities of the unions should cover student self-government and allied matters and organisation of extra-curricular activities, such as sports, scientific, literary and cultural activities etc. Adequate financial assistance should be provided to the unions or their affiliated societies by the universities and the University Grants Commission.
- (f) The description of activities by respective student bodies of the universities/institutes given by the members of the Committee was found very informative and the committee suggested that a periodical may be published to circulate information regarding the organisation and constructive activities of these bodies, for the general information of the student community all over the country.
- (g) Representatives from student unions should meet one a year in different parts of the country under the auspices of the U.G.C. Invitations for such conferences should be sent directly, to the presidents and secretaries of the student unions, with copies to the Vice-Chancellor.

On the recommendations of the Vice-Chancellors' Conference held in 1969 the University Grants Commission has since set up Committees on the governance of Universities and colleges. This question is being further considered by these Committees."

"The question of student participation in University administration was also considered by the Conference of Vice-Chancellors and Educationists held in 1966. The Conference had felt that it was important to associate student representatives in discussions relating to student welfare, discipline and related subjects. This question was again considered by the Conference of Vice-Chancellors held in 1969. The Conference made the following recommendations with regard to student participation:—

- (a) The genuine needs and difficulties of the student community must be carefully and sympathetically considered and consultative machinery devised, so that the authorities in the universities and colleges could discuss periodically and regularly with Students, their needs and problems, in order that remedial action could be taken expeditiously. A determined effort has to be made to avoid polarisation between teachers, students and administration and necessary steps taken to build up an atmosphere of harmony and mutual understanding.

- (b) Effective and meaningful student participation has to be secured in the management of hostels, student homes, non-resident student centres, canteens, libraries/reading rooms, sports and games, cultural programmes etc.
- (c) Student opinion should be taken into account regarding the provision of such essential physical facilities as hostels, student homes, canteens etc. in future development programmes of the Universities.
- (d) It has to be the endeavour of the authorities in the universities and colleges to secure the active cooperation of students in the maintenance of discipline, if and when they occur, could be considered, wherever necessary, by a small discipline committee with some students on it.
- (e) As the question of student participation in University/College statutory bodies is related to the larger question of university/college governance, it may be referred to the working group to be set up by the U.G.C. to consider the governance of universities and colleges and allied matters.

The question of student participation is being also considered by the Committees on 'Governance of Universities and Colleges' set by the University Grants Commission. The question of a certain minimum student attendance in under-graduate and post-graduate classes as a condition for eligibility to take the examination, has several implications. The matter is under active study in some of the universities particularly those which have adopted or are adopting the semester system. In the view of the University Grants Commission, it may be desirable to relax the rule of "Compulsory attendance" in the case of post-graduate classes in some selected departments in universities which have a reputation for high standards. In the light of experience so gained the new practice could be extended or amended."

(XIII) Admission to students to next higher class should remain open

(i) **School Education:** "The intention appears to be that students should be promoted automatically to the next higher class without passing the qualifying examination. This is not advisable in the students' own interest. Unless a student has benefited from the instruction in a given year, he will not be able to gain by going to a higher class in the ensuing year. Though there may be a case for reforming the existing method of examination to enable a continuous assessment during the year rather than depending on a final examination, the principle of assessing a student to see whether he

is fit for admission to a given class cannot be abandoned. The incentive to study for the average student may be very much reduced if he knows that his performance will not be judged by suitable tests.

Education is a State subject and as far as school education is concerned, the question of evaluation of students is handled by the State Governments.

(ii) *University Education*: The University Grants Commission has been of the view that the number of places in the Universities should be determined on the basis of available facilities (e.g. laboratories accommodation, class rooms, Library facilities and so on); and admission should be made on merit and that consideration of caste, creed, status of parent and such extraneous factors should not have any place in determining admissions. Further it was in the general interest of education and promotion of standards to encourage, to some degree mobility of students from one part of the country to another and for this purpose, to provide suitable incentive (for adequately qualified students) may be provided if considered necessary.

The Conference of Vice-Chancellors held in 1969 made the following recommendations with regard to Admission Policy:

- (a) It should be ensured that the outstanding students are brought in contact with the best facilities and the best teachers in their subject. This could be done only if it is made possible for a student adequately qualified to obtain admission in any university having such facilities in the subjects concerned. In order to make this possible, it would be desirable to provide scholarships say, about 1000 annually to be allocated to the Universities.
- (b) Domiciliary restrictions are against the interest of national integration and therefore, every effort should be made to remove them. This would, however, be possible only if a uniform policy is adopted and implemented simultaneously by all States on all India level.

The University Grants Commission generally agreed with the recommendations made by the Vice-Chancellors' Conference."

(XIV) *Indian languages should be the medium of instruction for all higher studies and research in all the Universities and other educational institutions.*

"Following the Parliamentary Resolution of January, 1968 which urged the Government of India to take effective steps for speedy development of Hindi and other modern Indian languages and in the context of the National Policy on Education as laid down before the Parliament, the Ministry of Education have initiated a programme for the production of books in regional languages at the first degree level with a view to facilitating early adoption of Hindi and regional languages as the medium of instruction in as many disciplines as possible. Under this programme each State Government has been offered financial assistance.....

The financial assistance rendered under the scheme also includes expenditure required to be incurred by the State Government for the orientation of teachers so that they may be enabled to teach effectively through the regional language.

Realising the inadequacy of translated works, written in foreign languages, the Government of India has also initiated a scheme under which 100 fellowships will be offered each year to first class post-graduate students who take up the translation work for writing of original books in regional languages after a prescribed courses of training in translation.

At present, out of 86 universities, 52 universities have already introduced Hindi or other Modern Indian Languages as medium of instruction for certain courses at first degree level. It is hoped that with the introduction of the Scheme for the production of University level books, as mentioned above, the remaining universities may also switch over from English to Regional language as medium of instruction in the very near future.

With a view to fostering national integration the Government of India have also decided to publish books in Indian languages or in English which can be translated in other Indian languages which would be written by eminent writers in different subjects in any part of India. The Government of India have also taken up steps for the production of suitable literature in Urdu. For this purpose a Tarraqui-e-Urdu Board has been set up. Efforts are also being made to set up a similar board for the production of books and suitable literature in Sindhi."

C—Conclusions and Recommendations

3.8. The Committee have given careful consideration to the matters raised in these two Petitions and the detailed factual comments furnished by the concerned Ministries, the observations/recommendations of the Committee thereon are contained in the succeeding paragraphs.

3.9. The Committee find that a high priority has been given by Government to introduction of land reforms in the country. The Zamindari system has been abolished and legal ceilings on land holdings have been imposed in almost all the States and Union Territories. Measures have also been taken to acquire land declared as in excess of ceiling limits and to distribute it to the tenants and landless agriculturists, although loopholes have been noticed in some cases which require to be plugged. Some progress has also been made in the field of consolidation of land holdings.

The Committee, however, feel that greater efforts have to be made in this field in order to achieve more equitable distribution of land to increase agricultural production and to establish a just social and economic order in the country. The Committee urge that adequate and speedier measures should be taken by Government in the matter of prescribing and enforcing effectively appropriate ceilings on land holdings and distribution of land to the landless agriculturists.

3.10. The Committee note that a bulk of the import trade has already been nationalised and that the imports of foodgrains, fertilisers and machinery for Government projects are all on Government account. The State Trading Corporation has also been making efforts to increase its exports. The State Trading Corporation fixed a target of Rs. 60 crores, exports for 1969-70.

The Committee, however, feel that the State Trading Corporation should endeavour to increase its exports not only in respect of the existing items of export but also to find new markets and new items of export. The State Trading Corporation should, in fact, concentrate on, and give greater attention to, establish new export markets and add to the list of existing items of export. The State Trading Corporation should also strive to achieve a higher target of export.

3.11. The Committee note that in the matter of procurement and distribution of foodgrains in the country, the Food Corporation of India, State Governments and Cooperative agencies are now playing

a notable role. The Food Corporation of India has already become practically the sole purchase and sale agent of the Central Government.

The Committee feel that in order to ensure unhindered supply of foodgrains to public at fair prices and to build up a sizeable buffer stock thereof, the field of operation of the Food Corporation of India and other Governmental agencies should be adequately extended and higher targets fixed for procurement of foodgrains. The Committee consider it imperative that speedy measures should be taken by Government to exercise an effective control on the trade in foodgrains, edible oils, etc., in the country as early as possible.

3.12. The Committee note that the income-tax arrears outstanding as on the 30th June, 1969 amounted to Rs. 554 crores. During the year 1969 (upto 31st August, 1969), the Government were able to collect Rs. 65.05 crores only out of the arrears of income-tax.

The Committee are of the view that there is need for making greater concerted efforts by Government to reduce the huge amount of income-tax arrears and to prevent accumulation of arrears in future. The Committee feel that the machinery for collection of income-tax should be streamlined to produce quicker results. Efforts are also needed to prevent tax evasion.

3.13. The Committee find that in order to check profiteering and blackmarketing in drugs and medicines, Government have recently promulgated the Drugs (Prices Control) Order, 1970. The Committee are of the opinion that constant vigil and strict control and regulation over the production, distribution and sale of drugs and medicines is necessary by Government in order to make available life saving drugs like antibiotics etc. to the community at reasonable prices. The Committee also recommend that effective deterrent punishment should be awarded to those who violate the provisions of that order.

3.14. The Committee find that a proposal for incorporating in a statute, on an All-India basis, the Model Agreement on Rationalisation evolved by the Indian Labour Conference in 1957, regarding job security to workers, is under consideration of the Government.

The Committee desired that the proposal may be processed early by Government and a suitable legislation on the subject may be introduced in Parliament.

The Committee have also noted that a Bill is already before Parliament providing for the Industrial Tribunals and Labour Courts, to whom a dispute has been referred for adjudication, to function as a court of appeal on the findings of the domestic enquiry by the employer, on the basis of material or record.

3.15. The Committee hope that with the nationalisation of the major Banking institutions of the country and with most of other credit institutions now being under the effective control of the Central Government, the economic development of the country will be accelerated and the weaker sections of the community will be provided with much needed financial assistance on easy terms for improving their conditions.

3.16. The Committee have also noted that the Government now own a bulk of the steel producing capacity and, with the completion of Bokaro Steel Plant, it would occupy an over-whelmingly commanding position in regard to the total supply of steel in the country. Government also have the largest industrial complexes for the manufacture of heavy engineering goods and electrical equipment at Ranchi, Bhopal, Hyderabad and Hardwar. There is now an increasing participation by the Government in this field and the key industries are under the effective control of the Government.

The Committee hope that all the nationalised industries and public sector undertakings will be efficiently and profitably run by Government so as to subserve the best interests of the country.

3.17. The Committee feel that the process of development of net work of rural industries and public works through cooperatives and small entrepreneurs in rural areas should be improved and speeded up to reduce the pressure of population on land and also to add to the income of the rural folk. In this connection, Government should take positive measures such as provision of liberal credit, adequate supply of scarce raw material, provision of technical assistance, tax concessions, marketing facilities, etc. to enable the small scale and cottage industries to grow into viable units and also to produce quality goods to stand competition with larger industries.

3.18. The Committee have noted that all State Governments have enacted Compulsory Education Acts and there has been a large increase in the number of school-going children. The Committee, however, feel that there is great laxity in the enforcement of the compulsory education provisions of the law, more particularly in

the rural and backward areas. A faster tempo of expansion of elementary education with emphasis on provision of facilities and special assistance for girls and for backward communities and backward areas is needed to fulfil the Directive Principles of the Constitution. Care also needs to be taken to ensure improvement in the quality of education being imparted and maintenance of high standards. The Committee hope that Government would take urgent measures in this direction.

3.19. The Committee are alarmed at the increasing unemployment in the country. They would urge the Government to take immediate and effective steps to relieve unemployment in the country. Nothing frustrates a young person more than his inability to find work and to earn a livelihood. The Committee recommend that education should be so oriented that it enables a person to find gainful employment and earn a living. The educational programmes should include a large variety of vocational courses for children who do not intend to continue studies beyond the middle or secondary stage.

The Committee desire that the Government may also consider the feasibility of providing some sort of unemployment relief to unemployed persons.

3.20. The Committee are of the view that annual examinations or tests upto the Primary stage of education should be conducted only with a view to locating the mentally retarded or otherwise deficient children and should not act as a deterrent to them. However, after the Primary stage, the system of examinations may continue with suitable modifications and improvements.

3.21. The Committee have given earnest consideration to the demand of the petitioners for lowering the voting age from 21 years to 18 years. Although there are strong arguments against the proposal, such as, immaturity of youth at that age and financial implications involved in handling vastly increased electorate thereby, the Committee feel that there are no valid reasons for denying the right of vote to persons above the age of eighteen years, particularly when, for all other purposes of law, they are treated as majors and deemed competent to handle their affairs. The Committee, therefore, recommend that Article 326 of the Constitution should be amended and voting age reduced from 21 years to 18 years.

3.22. The Committee are of the opinion that students should have an increasing and meaningful participation in the activities of the

Universities, such as, management of hostels, student homes|non-resident student centres, canteens, libraries|reading rooms, sports and games, cultural programmes etc. The genuine needs and difficulties of the students should be sympathetically considered. A consultative machinery may be devised so that the authorities in the Universities may discuss periodically with the students' representatives the problems relating to their welfare, discipline etc.

New Delhi;
The 12th November, 1970.

S. SUPAKAR
CHAIRMAN,
COMMITTEE ON PETITIONS.

APPENDIX—I

(See Para 2.1 of the Report)

PETITION No. 17

(Presented to Lok Sabha on 29-8-1969)

To

**LOK SABHA,
NEW DELHI.**

The humble petition of (1) Shri Sushil Debdas, All Bengal Primary Teachers' Association; (2) Shrimati Anila Debi, All Bengal Teachers' Association; (3) Shri Amiya Das Gupta, West Bengal College & University Teachers' Association; (4) Shri Alok Lahiri, West Bengal Polytechnic Teachers' Federation; (5) Shri Ajit Chakravorty, West Bengal College Employees' Association; (6) Shri Amar Jyoti Dutta, West Bengal Polytechnic Staff Association; and (7) Shri Ajit Mukherjee, West Bengal Government College Teachers' Association

SHEWETH:

that it would hardly an exaggeration if we say that education is the most neglected subject in the post-independent India notwithstanding all the platitudes on education during all these years. This would be evident, in our opinion, from the failure to implement the Directive Principles of free, compulsory education for boys and girls of the age group of 6-14 by 1960. This would be all the more evident from the way in which the expenses on education constituted the first item to be reduced when emergency was proclaimed and it is noteworthy that those cuts have not been restored since then. Nor have we been able to make even a beginning with the task of removing the inequality in educational opportunities. No doubt, in absolute terms the roll strength at every stage has increased and the number of institutions of different stages of education including Universities has likewise considerably increased but the increase, except in case of the University, has not been proportional nor has there been qualitative improvement.

The Primary or Elementary education that requires the greatest attention has been so neglected that it is admitted on all hands that least care has been taken of institutions of Primary education and precious little has been done to improve the condition of Primary teachers in terms of real wages. In consequence, average institutions of primary education are mostly without houses worth the name to shelter them, and are without proper educational aids or other amenities for students and teachers.

The Secondary Education offers hardly any better picture. The repatterning of Secondary education designed to make it so self-sufficient as to enable a large majority of students to take up various professions, was neither preceded nor followed by any proper plan to create ample opportunities for employment to make the repatterning a success. At the same time a large number of the institutions of Secondary education suffer for want of proper equipments. Educational workers have been chronically suffering from lack of even daily necessities of life, not to speak of opportunity for furthering their intellectual equipment.

The polytechnic and higher professional education are likewise unrelated to actual requirements of the society. While the number of technicians or higher professional men in our country is not as it should be in case of a country like ours, the same lack of any planning or proper outlook has led to a concerted attempt at curtailing the opportunities for technical and professional and particularly Engineering education though the real remedy lies in accelerating the process of industrial expansion and modernisation in various spheres.

In the field of higher education the lack of amenities and equipment is appalling. The condition is such as to make it impossible for them even to meet the bare necessities of life, not to speak of their aspiring for further intellectual development.

This is a sorry state of affairs and the outlook on education dominant in the Government during the post-independence period has been responsible for this state of affairs. The fact would be clear when we see that after 22 years of independence

only 2.9 per cent of the Budgeted expenditure of the Union Government are spent on education. During all these years, the Union Government has been shirking due responsibility in the matter of primary or secondary education. Their limited munificence has been reserved only for higher and particularly post-graduate education. No scheme for overall educational development with attendant Central responsibility for it has yet been drawn up with a view to maintaining uniform educational standard all over the country in the interest of national integration.

In this background it is heartening to note that the United Front Government in West Bengal has adopted an education policy which makes education up to class VIII i.e. up to the age of 14, free and lays stress on making primary education universal by 1973. At the same time it has been decided to bring about all round improvement in the service conditions of teachers of all categories. Needless to say that this scheme which is actually what should have been implemented long before cannot be implemented unless the Union Government sheds its indifference and comes forward to undertake the responsibility for helping the States in meeting their educational needs.

and accordingly your petitioners pray that:

At least 10 per cent of the Union Budget should be earmarked for education;

At least 10 per cent of the Plan allocations be made on education;

At least 6 per cent of National Income should be spent on education;

The Union Government should bear 60 per cent of the expenses on Primary and Secondary education;

The same responsibility should be borne in respect of technical education for its improvement;

There should be no curtailment of opportunities for vocational education;

the UGC and the Union Government must take the responsibility for improving the condition of the non-teaching staff of educational institutions;

The Union Government should take special responsibility for women's education in the country through sponsored schemes or specific increased financial aid for women's education.

and your petitioner as in duty bound will ever pray.

Name of Petitioner	Address	Signature or Thumb impression
Shri Sushil Debdas and 6 others	All Bengal Primary Teachers' Association	Sd/-

Countersigned by Shri Jyotirmoy Basu, M. P.

APPENDIX II

(See Para 2.2 of the Report)

याचिका संख्या 22

(2-3-1969 को लोक सभा में पेश की गई)

सेवा में,
लोक सभा,
नई दिल्ली ।

अखिल भारतीय माध्यमिक शिक्षक महासंघ की महापरिषद (जनरल कौंसिल) तथा भारतवर्ष के शिक्षकों की विभिन्न याचिका दर्शाती है :

अखिल भारतीय माध्यमिक शिक्षक संघ ने, जो भारत के लाखों अध्यापकों का प्रतिनिधि संघ है, अपने नागपुर के वार्षिक अधिवेशन में यह निर्णय किया है कि भारत के शिक्षकों की ओर से संसद के सामने याचिका पेश की जाए जिस में उनकी निम्नलिखित मांगें हों, अर्थात् :—

- (1) सारे भारत में एक रूप शिक्षा पद्धति आरम्भ की जाए, शिक्षकों की सेवा सम्बन्धी स्थितियों को एक समान किया जाए और कोठारी आयोग द्वारा निर्धारित वेतन क्रम, और भारत सरकार द्वारा दिया जाने वाला महंगाई भत्ता जो नहंगाई की दर के अनुरूप है, तत्काल शिक्षकों को देना आरम्भ किया जाए । शिक्षकों के वेतन का भुगतान सरकारी खजाने से किया जाए ।
- (2) शिक्षकों को उसी दर से निवृत्ति वेतन दिया जाए जिसके अनुसार केन्द्रीय सरकार के कर्मचारियों को दिया जाता है ।
- (3) एक आदर्श शिक्षा अधिनियम का प्रारूप तैयार किया जाए जिस में शिक्षकों की सेवा सुरक्षा का प्रबन्ध हो और इसे अधिनियमित करने के लिये राज्यों को मंजूर किया जाए । शिक्षा संस्थाओं की प्रबन्ध व्यवस्था को लोकतन्त्रात्मक बनाया जाए ।
- (4) देश के कुल राष्ट्रीय आय का कम से कम 6 प्रतिशत, केन्द्रीय सरकार के बजट का कम से कम 10 प्रतिशत और जो राज्य अपने बजट के 30

प्रतिशत से कम राशि शिक्षा के लिये नियत करते हैं। उनके बजट का कम से कम 30 प्रतिशत, शिक्षा के मद के लिये तत्काल नियत किया जाए।

- (5) विश्वविद्यालय अनुदान आयोग की पद्धति पर माध्यमिक शिक्षा अनुदान आयोग की स्थापना तत्काल की जाए। केन्द्रीय सरकार को स्कूलों के अध्यापकों के अतिरिक्त खर्च का 80 प्रतिशत देना चाहिये जिस प्रकार विश्वविद्यालय अनुदान आयोग विश्वविद्यालय और कालेजों के अध्यापकों के सम्बन्ध में खर्च वहन करता है।
- (6) 1974 तक 6 से 14 वर्ष की आयु के बालकों की निःशुल्क अनिवार्य शिक्षा का नियम लागू करना चाहिये।
- (7) संविधान में संशोधन किया जाए और शिक्षा को समवर्ती सूची का विषय बनाया जाए।

तदनुसार आपको याचिका देने वाले प्रार्थना करते हैं कि

सरकार को उर्युक्त मांग स्वीकार कर लेनी चाहिये ताकि संविधान के अनुच्छेद 16(1) के अन्तर्गत शिक्षकों को भी सम्मान अवसर के अधिकार प्राप्त हों और अनुच्छेद 38 के अन्तर्गत उन्हें भी सामाजिक और आर्थिक न्याय मिले।

और तदनुसार आपको याचिका देने वाले प्रार्थना करेंगे

याचिका देने वाले का नाम	पता (स्कूल का)	हस्ताक्षर
श्री एम० पाण्डे	प्रेजिडेंट, अखिल भारतीय शिक्षक महासंघ की महापरिषद, 40 विधान सभा मार्ग, लखनऊ	ह०

प्रतिहस्ताक्षर :

नारायण स्वरूप शर्मा, संसद सदस्य

(English Translation)

PETITION NO. 22

(Presented to Lok Sabha on 2-3-1970)

To

**LOK SABHA,
NEW DELHI.**

The humble petition of the General Council of All India Secondary Teachers' Federation and the teachers of India.

SHEWETH:

the All India Secondary Teachers' Federation representing lacs of teachers of India, at its IX Annual Conference at Nagpur, decided to submit a petition to the Lok Sabha, containing the following demands:—

- (1) Uniform educational pattern, uniform service conditions for teachers and Kothari Commission pay scales with dearness allowance at the Central rate linked to price index, should be implemented at once. Payment of salary should be arranged through Government Treasury.
- (2) Pension should be paid to teachers at the same rate as is paid to Central Government Employees.
- (3) A model Education Act providing security of service to teachers should be drafted and circulated among States for enactment. Management of Educational institutions should be democratised.
- (4) Investment of at least 6 per cent of the gross National Income of the country, allotment of 10 per cent of the expenditure in the Central Budget and at least 30 per cent of the State Budgets for those States which are spending less under the head of education, should be made immediately.
- (5) A Secondary Education Grants Commission on the pattern of additional expenditure for school teachers as it is once. The Central Government should bear 80 per cent of University Grants Commission should be appointed at

doing in the case of University and college teachers through U.G.C.

- (6) Free and compulsory education for age group of 6 to 14 should be implemented by 1974.
- (7) Constitution should be amended to bring education in the Concurrent List.

and accordingly your petitioners pray that:

The Government should grant the above mentioned demands so that according to Article 16(1) of the Constitution, the teachers may get the right to equality of opportunity and under Article 38, they may get social and economic justice.

and your petitioner(s) as in duty bound will ever pray.

Name of Petitioner	Address	Signature or Thumb Impression
Shri M.P. Pandey	President, All India Secondary Teachers' Federation 46, Vidhan Sabha Marg, Lucknow.	Sd/-
Countersigned : Narayan Swaroop Sharma, M.P.		

APPENDIX III

(See Para 3.1 of the Report)

PETITION NO. 19

(Presented to Lok Sabha on 18-11-1969)

To

LOK SABHA,
NEW DELHI.

The humble petition of Shri C. K. Chandrappan, General Secretary, All India Youth Federation, and others

SHEWETH:

that a National Convention of the Youth and Students against Unemployment was held in New Delhi from the 30th December, 1968 to 1st January, 1969, attended by the representatives of the youth and students organisations from all the States in India and a National Convention of the Students against Unemployment and for Democratic Rights was held in Varanasi from the 19th to 22nd July, 1969, attended by the representatives of the students in universities, schools and other educational institutions from all over the country and that the above said Conventions decided to present a Petition of Indian Youth and Students against Unemployment and for Democratic Rights to the Parliament, containing the most urgent of its demands, viz:

1. Plan policies should be so oriented as to ensure maximum utilisation of manpower and resources and to this end, structural changes in the economy be brought about by way of land reforms ensuring land to the tiller, nationalisation of all credit institutions, import-export trade and all heavy industry and State trading in foodgrains and industrial raw materials.
2. Steps should be taken to realise the immediate objective of self-reliance and rapid rate of economic development

by (a) stoppage of PL-480 aid and freeze on PL-480 accumulations, (b) moratorium on foreign debt and ban on remittances of profits by foreign companies, (c) confiscation of black money and gold hoards, (d) take over the 75 monopoly houses, (e) immediate collection of income-tax arrears, and (f) to safeguard people's health and bring down prices of medicines, nationalisation of drug industry.

3. Promote rural industries and public works programmes through cooperatives and provide special assistance and credit facilities to cooperatives of engineers, other technical personnel and educated unemployed.
4. Revise the credit policies of nationalised banks and other credit institutions and provide easy credit to agriculture, small-scale industry and cooperatives.
5. Enforce the constitutional provision for compulsory free primary education, allot more funds for an intensive campaign against illiteracy and give vocational bias to education at all levels.
6. Ban closures and retrenchment and introduction of technological changes which result in unemployment and safeguard job security of workers.
7. Immediate measures be adopted to fill up all vacancies in Government Departments and other offices and relax the age bar for recruitment, in case of prolonged unemployment.
8. Stop all measures of discrimination against women in employment and ensure equal wages for equal work.
9. Ensure job for all able-bodied and in case of failure to do so, provide unemployment relief to all those registered as unemployed with the Employment Exchanges.
10. Amend the Constitution to ensure voting right at the age of 18.
11. Ensure students' participation in all the administrative, academic and decision-making bodies of the universities and guarantee the democratic functioning of student unions in all educational institutions.

and accordingly your petitioners pray that:

the Parliament of India may be pleased to take action in this behalf in order to enforce what has been solemnly resolved in the Preamble of the Constitution to all the citizens "Justice, social, economic and political" and "equality of status and of opportunity" and also to enforce the Fundamental Rights guaranteed under the Constitution, particularly in relation to the Equality of Opportunity in matters of public employment and to implement the Directive Principles of State Policy, with special reference to Article 39(a) which provides for the right to all for "an adequate means of livelihood", (b), (c) and (d) which enjoin upon the State to ensure "that the ownership and control of the material resources of the community are so distributed as best to subserve the common good" and "that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment" and "that there is equal pay for equal work for both men and women", and Article 41, which enjoins upon the State "...to public assistance in case of unemployment....."

the Parliament of India may also be pleased to take action in this behalf in order to amend Article 326 to enable younger generation to have more voice in deciding the future of the country.

and your petitioners as in duty bound will ever pray.

Name of Petitioner	Address	Signature or Thumb Impression
Shri C.K. Chandrapan and others	General Secretary, All India Youth Federation	Sd/-

Countersigned by :
Shri S.M. Banerjee, M.P.
Shri P.K. Vasudevan Nair, M.P.

APPENDIX IV

(See para 3.2 of the Report)

याचिका संख्या 20

(22-12-1969 को लोक-सभा में पेश की गई)

सेवा में,

लोक-सभा,

नई दिल्ली ।

श्री सुरेन्द्र विक्रम तथा अन्य व्यक्तियों की विनम्र याचिका

दर्शाती है :

हिन्दुस्तान को आजाद हुए बाईस साल पूरे हुए। आजादी के बाद जन्मी पूरी एक पीढ़ी जवान हो गयी है। इस पीढ़ी के मन में देश और समाज के लिए कुछ करने की भाग है लेकिन पिछले बाईस साल में इस आग को ठन्डा करने, नौजवान की आत्मोत्सर्ग की आकांक्षा को सुलाने और उस के मन को सुख-सुविधा व सुरक्षा की जिदगी में लगाने की कोशिश हुई है। देश और समाज के व्यापक जीवन से उसे अलग रखा गया है। नतीजा है कि दुनिया बदल रही है लेकिन हिन्दुस्तान जहां का तहां है। पुरानी बेमतलब संस्थाएं सड़े गले रीति-रिवाज और जिदगी के प्रति एक बासी नजरिया यह देश ढोये जा रहा है। इस स्थिति के खिलाफ जो विद्रोह होता है उसे अनुशासनहीनता और उन्मूलकता की संज्ञा दी जाती है। अगर देश को महान बनाना है, नये समाज की नींव रखनी है तो आजादी के बाद की पीढ़ी को काम में साझेदारी देनी होगी।

2. यह साझेदारी संभव बनाने के लिए, संस्थाओं के स्वरूप को आधुनिक और जमाने के अनुरूप बनाने के लिए और एक नौजवान पीढ़ी को उन्मुक्त वातावरण देने के लिए :—

तदनुसार आपको याचिका देने वाले प्रार्थना करते हैं कि :

(1) 18 वर्ष की आयु से हर पुरुषजन को बालिंग मताधिकार दिया जाय और संविधान के मूल अधिकार में हर मतदाता को रोजगार का अधिकार भी शामिल किया जाय। रोजगार न मिलने तक बेकारी का भत्ता दिया जाये।

(2) विद्यार्थियों की अगली कक्षा में भर्ती खुली रहे।

- (3) सभी कालिजों और विश्वविद्यालयों में सीधे चुनाव पर आधारित अनिवार्य सदस्यता वाले छात्र-संघों की स्थापना की जाय ।
- (4) विश्वविद्यालयों और कालिजों के वर्तमान नीकरशाही ढांचे को खत्म कर अध्यापक-विद्यार्थी की मिली-जुली सरकारें स्थापित की जाएं जो प्रशासनिक कर्मचारियों की सक्रिय साझेदारी से विश्वविद्यालय व कालिज का प्रशासन चलायें और अध्यापक-विद्यार्थी के बीच सहज रिश्ता बनाने व उन्मुक्त परिस्थितियों में अध्ययन को संभव बनाने के लिए स्नातक और उससे ऊपर के लिए व्याख्यान कक्षाओं में से अनिवार्य हाजिरी खत्म की जाय ।
- (5) ऊंची से ऊंची पढ़ाई और खोज के लिए सभी विश्वविद्यालय व अन्य शिक्षण संस्थाओं में भारतीय भाषाओं को ही माध्यम बनाया जाये ।

और आपको याचिका देने वाले कर्तव्यबद्ध होकर सदा प्रार्थना करेंगे ।

याचिका देने वाले का नाम	पता	हस्ताक्षर या प्रंगूठे का निशान
श्री सुरेन्द्र विक्रम	गांधी विद्या संस्थान, राजघाट, वाराणसी तथा अन्य व्यक्ति	ह०

उपस्थित करने वाले सदस्य के
प्रतिहस्ताक्षर :

श्री रविराय,
संसद् सदस्य
डिवीजन संख्या 2671

(English Translation)

PETITION NO. 20

(Presented to Lok Sabha on 22-12-1969)

To

LOK SABHA,
NEW DELHI.

The humble petition of Shri Surendra Vikram and others
SHEWETH

India has completed 22 years of Independence. One full generation born after the Independence has grown young. This generation carries in its heart an urge to do something for the country and the society, but during the past 22 years, an attempt has been made to cool down this urge, to dampen the aspirations of the youth for their uplift and to divert their mind to a life of comforts and security. They have been kept aloof from the larger life of the country and the society. The result is that whereas the world is changing, India has remained static. This country is carrying the burden of the old meaningless institutions, out-moded customs, and a stale outlook towards life. Any revolt against this state of affairs is termed as indiscipline and impertinence. If the country has to achieve greatness and a new society has to be established, the post-independence generation has got to be made a partner in this task.

2. In order to make this participation of the youth possible, to modernise and mould our institutions according to the times and to provide a free atmosphere to the young generation, your petitioners accordingly pray that:

- (1) Every youngman of 18 years of age should be given the right of adult franchise and the right to employment to every voter should be included in the Fundamental Rights enshrined in the Constitution. For unemployment, allowance may be given to them till employment.
- (2) Admission to students to next higher class should remain open.

- (3) The students unions with compulsory membership based on direct elections should be established in all college universities.
- (4) The present bureaucratic set up in the universities & colleges should be replaced by the joint teachers-student administration, which should run the administration of universities & colleges with the active participation of administrative employees, and compulsory attendance in graduate and post-graduate classes should be abolished with a view to establish cordial relations between teacher and the taught and to facilitate studies in a congenial atmosphere.
- (5) Indian languages should be the medium of instruction in all higher studies & research in all the universities & other educational institutions.

and your petitioners as in duty bound will ever pray.

Name of Petitioner	Address	Signature or Thumb Impression
Shri Surendra Vikram and others.	Gandhi Vidya Sansthan, Rajhat, Varanasi.	Sd/-
Countersigned by : Shri Rabi Rai, M.P. Division No. 267.		



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