

As suggested by my hon. friend, Shri Samanta, that will be in keeping with the spirit of democracy.

Before I conclude, I would like to thank you for giving me an opportunity to say a few words on this Bill on behalf of Dravida Munnetra Kazhgam.

श्री सारस्वत राय (बोली) : सभापति महोदय, मैं इस विधेयक का हार्दिक समर्थन करता हूँ। लेकिन श्री दासबोधरी जी से यह आग्रह करना चाहता हूँ कि स्टेटमेंट आफ आब्जक्ट्स एंड रीजन्स में जो नाम दिये गये हैं उन में कुछ गलतियाँ हैं। लोकमान्य तिलक अण्डमान निकोबार जेल में कभी नहीं रहे, न लाला लाजपत राय ही रहे हैं। बाकी जो नाम हैं वह सही हैं। वे कृपा कर के इन त्रुटियों को शुद्ध कर लें। इन टापुओं को हमारे देश की आम जनता तो जानती भी नहीं थी। उस का नाम काला पानी शब्द से हमारे देश में प्रसिद्ध था और यह तब कुख्यात हुआ था जब 1903-1904 और 1905 में हिन्दुस्तान में, विशेष कर बंगाल और महाराष्ट्र में क्रान्तिकारी आन्दोलन शुरू हुआ और अंग्रेजी साम्राज्यवाद को सशस्त्र क्रान्ति की चेष्टा के जरिये समाप्त करने का प्रयास शुरू हुआ। इस सिलसिले में दर्जनों, कोड़ियों और सैकड़ों क्रान्तिकारी उस जेल में बन्द किये गये। तब से हिन्दुस्तान की जनता इन टापुओं को काले पानी के नाम से जानने लगी।

MR. CHAIRMAN: The hon. Member may continue next time. We shall

now take up half an hour discussion

17.28 hrs.

BUSINESS ADVISORY COMMITTEE

EIGHTEENTH REPORT

THE MINISTER OF PARLIAMENTARY AFFAIRS AND SHIPPING AND TRANSPORT (SHRI RAJ BAHADUR): I beg to present the Eighteenth Report of the Business Advisory Committee.

17.29 hrs.

HALF-AN-HOUR DISCUSSION

CHANGES IN STRUCTURE OF EDUCATIONAL INSTITUTIONS.

MR. CHAIRMAN: We will now take up the half-an-hour discussion. I request the hon. Member to confine his speech to 10 minutes. Then, two hon. Members have to put their questions, and then the hon. Minister has to give his reply.

SHRI SAMAR GUHA (Contai): Mr. Chairman, Sir, at least I am happy to say that wisdom has at last dawned upon the Government of West Bengal to change their hasty and whimsical decision to suddenly revise the present system of education there, of which they had an experience of 13 years. Suddenly, one night, they agreed that it should be changed in the sense that this system is not going to be introduced next January, but from 1974. This is at least good, though it was an abrupt change.

But I want to know from the hon. Minister whether, before taking the decision to change the present structure of 11 years' school course and three years' degree course, the West Bengal Government had any consultation with the Central Government because a large part of the State's finance is also subsidised by the Central Government. There may be two reasons why this system should be changed. One may be that the present system of 11 years up to the

(HAH)

[Shri Samar Guha]

higher secondary stage has failed. Or it may be just to have a uniform national educational policy structurally as well as in regard syllabi and also objectives.

As regards the first point, it is my experience that except in English in all the other subjects of higher secondary education, the students have shown better results, better merit and better equipment. It is not my observation but the observation of the President of the Higher Secondary Board, Professor Mukherjee. There was no reason to come to the conclusion that 11 year higher secondary education failed at all. If there is any lacuna or failure, it is not on the part of the system but other reasons. In 1967 on the basis of the recommendations of the Kothari Commission the ten year school system was changed to 11 years. The main objective was diversification of education to humanities, science, agriculture, technical courses, commerce groups. The main purpose was to make education utilitarian and also job-oriented, to see that there was no massing of so many students in the university level, some kind of diversification in different directions. From this point, it is not the system of 11 years course that has failed but the Government failed; the whole education system failed because they could not provide the channels in job oriented or utilitarian oriented education in the post-higher secondary school education and post graduate system. Channels were not opened to them. It is not the fault of the system; it is the defect of the whole educational policy of the Government. The objective was not fulfilled. Kothari has said ten years plus two years, 12 years school education and two years for degree course and three years for the honours and post-graduate, two plus two plus or three in the case of honours course. After the Kothari Commission there had been a change in the educational structure of the schools in the different States

but unfortunately there have been no uniform educational structure. In Delhi itself it is not 12 years; it is eleven years and three year degree course. In some States it is 10 years school final, two years intermediate course and two years degree course. All over the country you will find there is neither structural uniformity in school education or degree education. As regards the objective there is no uniformity.

As regards syllabi there will be certain general uniformity, some common basis, common outlook and common channels so that they can go to the profession. That is not there. So far the Government had not succeeded in implementing that scheme throughout the country. The Education Minister told us that in Sevagram there was a meeting where it was reported they felt ten plus two plus three. If you introduce the honours course, I am in favour. No general admission should be there except the honours course. Other courses should be professional; I am firmly of that view. If the Government want to change the educational structure, educational policy. I will be happy if they evolve a national pattern, more or less as I have already said, a uniform common basis, common pattern and common outlook all over the country; I am wholly with the Government.

But if they want to do it, such a thing should not be done hurriedly or whimsically. It requires certain serious thinking, some pre-planning and preparation in regard to policy, syllabi, structure of the institution, etc. The first thing to be done is to draw out a uniform syllabi for the whole country for the first 10 years and then for 2 years and then for 3 years. There should be a proper link also. I insist that there is no reason why ordinary students getting 35 or 40 per cent should get into the degree course. It is loss of time, loss of money, loss of energy, loss of every-

thing. I insist that only honours course should be there in the degree stage. This link should be kept.

Now, what should be the objectives? Now everybody says that the time has come when our education, at least for the common man, should be job-oriented or utilitarian in purpose. Before any change is made, the objectives should be chalked out very clearly as to what you want after the higher secondary stage, what are the channels open to the students, how you will develop them, etc. There are so many students who are saying that there are no opportunities for them. There is frustration among the pre-medical students. So, the objectives should be clearly set out. In the higher secondary course, you have now Humanities, Science, Technical Courses, Commercial Courses and Agricultural Courses. Now if the 10 year course is there, then you will have to choose what are the five or six disciplines that will be there for the next two years, so that they may be a preparation for the graduation course. From the graduation course, how will they be diversified? That policy has to be clearly laid down before you can jump from one stage to another.

In West Bengal, the scheme is there to introduce junior colleges. In the Kothari Commission report also, in one or two places there is reference to junior colleges. More or less the idea was that up to 12 years, the education should be school-based. If you want to introduce junior colleges, the problem will be this. In West Bengal, there will be a serious problem. Nearly Rs. 200 crores have been spent for building nearly 2000 higher secondary schools. Huge amounts have been spent on horticulture, libraries, workshops for technical education and so on. If you open junior colleges, what will happen to all these buildings, libraries and workshops? They will become junks after spending so many crores.

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For teaching in the XI Class, more or less specialised type of teachers are required. They have usually an honours degree or they are M.A., M.Sc. or M.Com. They have the capacity to become lecturers of colleges. If you have a 10 year course and start junior colleges, how will you provide employment to all these people? What will happen to these buildings, libraries and workshops? Therefore, you should be careful whether junior colleges should be opened or the syllabi and pattern should be so arranged that from the school final stage, there is a higher secondary stage for 2 more years in the same institution.

Those teachers who are now teaching in the 11th class can teach in the 12th class. They are capable, they are efficient and they have the necessary academic qualifications. This should be clearly discussed. Otherwise, a lot of bottlenecks and problems would be created and wastage would be incurred and many of the laboratories would turn into mere junk.

In conclusion, I will again appeal to the Education Minister to prevail upon not only West Bengal but other State Governments not to take any hasty decisions. In the case of West Bengal, after thirteen years they are going to change suddenly the whole structure of education and, I am sorry to say, without going deep into many problems involved, problems of syllabi, linking, jobs, preparation of books etc. When there was switch over from the school final stage to higher secondary stage, for two years there were lots of seminars and discussion, a lot of planning and thinking. I would suggest to the Education Minister to convene seminars, conferences and discussions not only at the national level but even at the State level. If they want to introduce a uniform education policy, institutional structure, common syllabi and having a common objective of diversification

[SHRI SAMAR GUHA]

of education for a utilitarian and job-oriented purpose, then there should be preparation for writing text-books and it should be with the clear objective that this practice should be changed, how, why and in what pattern so that it can be smoothly done and all the leaves can be provided in between.

THE MINISTER OF EDUCATION, SOCIAL WELFARE AND CULTURE (PROF. S. NURUL HASAN): I am grateful to the hon. Member for having raised this matter and given me an opportunity to present for the consideration of the House what is involved in the question of change-over to a uniform structure of educational pattern and also to inform the hon. Members as to what the position is in the various States. I need hardly say that the decision in each case will have to be taken by the State Government concerned, and it should not be forced by the Central Government. We have been very careful about that; education being a State subject, we have not taken any decision except after obtaining the unanimous agreement of the State Ministers of Education, who will be naturally the implementing authorities.

I would disagree only with one observation which has been made by the hon. Member, when he called the decision of the Government of West Bengal as a whimsical decision. I will attempt to show that the decision of the Government of West Bengal is not whimsical.

SHRI SAMAR GUHA: I said whimsical and hasty. If you will permit me, Sir, I will say that they consulted only the Calcutta University Academic Council and the Syndicate. The Teachers' Association, all the College Associations, even the Secondary Board itself, all of them seriously opposed it. None of them was consulted. Two months back they took

a decision and suddenly announced that from next January it will be introduced. There were no seminars, no discussions, no consultations. That is why I said it is whimsical and hasty.

PROF. S. NURUL HASAN: The Government of West Bengal have informed us. I do not know the details. I am passing on to the hon. House what I have been told by the State Government. They have stated that they have consulted academic bodies and organisations of teachers and the majority opinion was in favour of ten year schooling, followed by two years course in junior colleges before admission to a degree course.

SHRI SAMAR GUHA: I did not open the bundle of cuttings I have. Then, I would have been lost in them. All these cuttings are with me. These are absolutely wrong and incorrect statements.

MR. CHAIRMAN: He is giving what information he has got.

PROF. S. NURUL HASAN: I am not talking on the basis of my personal information. I hope, Sir, you will agree with me that in such matters, the proper course to adopt for the Government of India would be to inform the House as to what the State Government has said.

Now, I want to take up the more important points which my hon. friend has raised and with most of his observations. I find myself in agreement. He has said that the Government of West Bengal, considering the dissatisfaction that existed in many academic circles as well as in the general public, has already decided that this new pattern will come into operation not from the 1st January, 1973 but from the 1st January, 1974. This gives, as far as I could see, enough opportunity to the Government and to the various people who are concerned to adjust themselves to the

new situation. In any case, a decision of the Government of West Bengal has made ample provision for the transitional stage. I do not think any hardship would have been caused because of the transitional stage having been spelt out. But they have taken this decision to postpone it. It will give an opportunity to the Government to have all the relevant preparations made.

I want to come to the merits of the proposal. The proposal was, as the hon. Member pointed out, recommended by the Education Commission headed by Dr. D. S. Kothari. The House will recall that the Education Commission had recommended a uniform pattern for the whole country of 10 years plus 2 years plus 3 years. That is to say, there will be about 12 years of secondary school education and not less than 3 years of university education for the first degree. The recommendation of the Education Commission was adopted in the National Policy Resolution on Education. It was adopted in 1968 by the Central Advisory Board of Education which, as the House knows, consists of all the Ministers of Education of various States.

In the recent meeting of the Central Advisory Board of Education held in September, when the outline blueprint of the Fifth Plan was being discussed, this particular decision was reiterated. The basic reason for this recommendation of the Education Commission was that it was felt that Class VIII was not a sufficiently advanced stage for diversification. One of the reasons why diversification did not succeed was that it was started too early, roughly, when a boy or a girl was only about 14 years of age. Now, the recommendation of the Education Commission has found favour in the academic circles by a considerable majority. They feel that general education with naturally work experience and other biases which has been recommended should continue upto Class

X and that there should be no diversification before Class X. But the more important part of the recommendation is that at the higher secondary stage, there should be a carefully worked-out pattern of diversification and the introduction of a massive scale of vocational course.

We are requesting the State Governments to undertake a very quick district educational survey as well as the district vocational survey so that a meaningful programme of vocationalisation at the higher secondary stage may be undertaken.

Further, it is our hope, and the whole concept depends on it, that the major section of the student community which receives education for 12 years should not then necessarily be forced into colleges and universities for want of anything better to. This involves a change in the employment opportunities of the country. Only the educational sector cannot provide for it. Naturally when the economy picks up, it will be possible to do so. But then the process of vocationalisation can help in the picking up of the economy and of development generally. So, the two aspects are really inter-related aspects, and one cannot be taken up without the other.

Again in the two years of vocational instruction—or may be, three years in certain cases—we want to ensure that there is transferability of credits. That is to say, every student who takes a vocational course at the higher secondary stage will have some general education. If, at any subsequent stage, he wishes to go in for higher education, then he should be able to take the credits which he has acquired in the general subjects to the extent that those would be needed for the university degree.

Another point which the hon. Member rightly pointed out was the need for national uniformity. The States of Kerala, Mysore and Andhra

[Prof. S. Nurul Hasan]

Pradesh have already adopted the ten plus two plus three pattern. The State of Tamilnadu has adopted 15 years which is more or less the recommendation; Gujarat 15 years; Bihar 15 years; Nagaland 15 years; Pondicherry 15 years; Arunachal Pradesh 15 years....

SHRI SAMAR GUHA: For the first degree?

PROF. S. NURUL HASAN: Yes; for the first degree. They have all adopted this particular pattern.....

SHRI SHAMBHU NATH (Saidpur): Uttar Pradesh?

PROF. S. NURUL HASAN: Uttar Pradesh ten plus two plus two; at the moment it is 14 years. But the Chief Minister of U.P. has agreed that he would hold consultations and discussions with the academic circles in his State, would also see what is the resource position, and then in the light of that, he would take further decision.

SHRI P. G. MAVALANKAR (Ahmedabad): In Gujarat, the pattern ten plus two plus three has already been accepted....

PROF. S. NURUL HASAN: In Gujarat what they are doing at the moment is eleven plus one plus three; that is to say, the total period of higher secondary education is twelve years and the total period for the first degree is three years.

Now, I find myself in entire agreement with my hon. friend, Prof. Samar Guha, that it would be desirable to have a three year Degree and not start pushing out of the colleges half-baked graduates who have been given education only for a period of two years. The strategy is an integrated strategy. That is to say, upto class X, there should be general education and then, in the Higher Secondary stage, the standard should be sufficiently high that a person having

twelve years of his schooling can then go and take up jobs whether white-collared jobs or manual jobs or other skilled jobs. That, I think, is one of the central ingredients of this scheme and I also agree with him that in such an event, when we do all this, the degree course of two years will have to be—may be some States are not in a position to straightaway go in for a three year degree course, but I hope they will find it possible before the end of the Fifth period to switch over to a three years' course. Otherwise, their graduates would be at a disadvantage compared to the graduates of the other Universities in the rest of the country who would be taking their first degree after fifteen years of education.

The hon. Member quite rightly pointed out the importance of the syllabus. We are deeply conscious of it and we are attempting to ensure that at least at the end of each terminal stage, that is to say, at the end of ten years, at the end of twelve years, there should be some uniformity throughout the country so that those who have passed their ten years in one State, if they wish to continue that education in another State, they are not put to a great deal of inconvenience. But, because of the resources position, it was felt that the middle two years should be left flexible and should be left with the States concerned to decide how they are going to switch over, whether it would be better, as an interim measure, to attach these two years to the college or to the school or to have a separate institution. That is a matter which the State Governments will have to look into, look at their resources position—resources position includes buildings, labs and also the teachers. The hon. Member is quite right in emphasizing that importance. The Government of India has appointed a Working Group which is examining this matter in depth so that it is possi-

ble to circulate the recommendations of this Working Group to all the State Governments. We hope that the State Governments will then send their reactions to the Union Government and then, a further discussion in depth could be held with the academics as well as the Education Ministers of the States and the academics nominated by the State Governments, so that this uniformity could be ensured as early as possible.

With regard to the question of job-oriented or utilitarian courses, I hope that my hon. friend will be satisfied with the way we are now proceeding to vocationalise the Higher Secondary education. That is to say, after Class X it will lead to a considerable job-orientation.

I would further make one submission, that we should be a little careful before going in for job-oriented edu-

cation at the University level. This involves many problems, but I will not go into the details of that.

As regards the question of laboratories and highly qualified teachers who are teaching Class XI, I have no doubt that the Government of West Bengal will make the fullest use of the laboratories as well as the teachers. They have given an assurance that nobody will be retrenched and nobody will lose in terms of his salary or scales.

MR. CHAIRMAN: The House stands adjourned to meet again at 11 A.M. on Tuesday, the 21st November, 1972.

18.00 hrs.

..The Lok Sabha then adjourned till Eleven of the Clock on Tuesday, November 21, 1972/Kartika 30, 1894 (Saka).