CHAPTER II

AN OVERVIEW OF INDIA'S SPORTS POLICIES

The term 'policy' has no precise definition of its own and its linkage with other terms connotes it with precise meaning that can be interpreted accordingly. Viewed in a broad spectrum, 'Policy' is usually viewed as a course of action, whether intended or unintended, that is deliberately adopted or can be shown to follow regular pattern over time. A definition of policy and research done into the area of policy is frequently performed from the perspective of policies created by national governments, or public policy. Several definitions and key characteristics of policy have been identified within the framework of government policy. While many of these are broadly applicable to other organizations such as private companies or non-profit organizations, the government-focused origin of this work should be kept in mind.

According to William Jenkins, a policy is "a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where those decisions should, in principle, be within the power of those actors to achieve." 1

According to C. E. Cochran et al., the term 'public policy' always refers to the actions of government and the intentions that determine those actions. For Thomas Dye, public policy is 'whatever governments choose to do or not to do.' B. G. Peters views public policy as the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens. 2 Nevertheless, the study of politics has been a long history, the systematic study of public policy, on the other
hand, is a phenomenon that originated in the twentieth century. According to Daniel McCool, the political scientist Charles Merriam is credited to have in 1922 sought to connect the theory and practices of politics to understanding the actual activities of government that is public policy.³

It is worth mentioning here that throughout the present study, the concept of policy is used and analyzed as a form of 'public policy', with particular focus on sports policy. The goals of policy may vary widely according to the organization and the context in which they are made. Broadly, policies are typically instituted in order to avoid some negative effect that has been noticed in the organization, or to seek some positive benefit. Corporate purchasing policies provide an example of how organizations attempt to avoid negative effects. Many large companies have policies that all purchases above a certain value must be performed through a purchasing process. By requiring this standard purchasing process through policy, the organization can limit waste and standardize the way purchasing is done.

Policies frequently have side effects or unintended consequences. Because the environments that policies seek to influence or manipulate are typically complex adaptive systems (e.g. governments, societies, large companies), making a policy change can have counterintuitive results. For example, a government may make a policy decision to raise taxes, in hopes of increasing overall tax revenue. Depending on the size of the tax increase, this may have the overall effect of reducing tax revenue by causing capital flight or by creating a rate so high; citizens are disincetivized to earn the money that is taxed. The policy formulation process typically includes an attempt to assess as many areas of potential policy impact as possible, to lessen the chances that a given policy will have unexpected or
unintended consequences. Because of the nature of some complex adaptive systems such as societies and governments, it may not be possible to assess all possible impacts of a given policy.

Certainly, it is difficult to ascertain the goal of governmental action, yet the idea that public policy entails purposive action is necessary to the study of public policy. Accordingly, there prevails a view that a useful definition of public policy should exhibit that policy is a pattern of governmental activity on some topic or matter, which has a purpose or goal.

In Anderson’s opinion, a formal definition of policy incorporates “a goal-directed or purposive course of action followed by an actor or a set of actors in an attempt to deal with a public problem.” This definition emphasizes on what is done, as different from what is intended, and it differentiates policy from decisions. Normally, governmental institutions and officials develop public policies through the political process. They are distinct from other kind of policies because they stem from the actions of the genuine authorities in a political system.

Instead of being a random or chance behaviour, public policy is purposive, goal-oriented behaviour. Moreover, a policy incorporates courses of action, rather than separate, discrete decisions or actions performed by government officials. Policy involves not only the decision to enact a law but also the subsequent acts regarding implementing, interpreting and enforcing the law. Besides, policy is what governments do and not what they say they will do or what they intend to do. There are two aspects of public policy – positive or negative. Any action taken by the government to affect a particular problem constitutes ‘positive policy’; and negative policy takes place when the government decides not to act in an area where
government action is sought. Furthermore, public policy is based on law and is authoritative, with threat of coercion implicit in it.

Every policy measure forms a vital part of the overall policy process undertaken by the government of a nation. Viewed from this perspective, the sports policy is an integral part of the overall government policy and independent from it. In the Indian context, sports policy has always been an inseparable part of the national education policy, which in turn, forms a crucial part of the overall policy process of the Government of India. This chapter endeavours to make an in-depth analysis of sports policies in post-independent India.

Sports are included in the State List and as such policy formulation with regard to sports is a state subject under the provisions of the Constitution of India. The role of the Union Government is mainly promotional, which is sought to be achieved by providing guidelines to the national level sports organizations for their improved functioning, making available financial assistance for organizing coaching camps and for participation of the teams in the international tournaments, sanctioning of grants to state level sports commands, establishment of institutes for imparting training to coaches in different sports disciplines etc.

Prior to 1982, affairs relating to sports were being looked after by a department, which functioned under the aegis of the Union Ministry of Education and there was no separate independent department of sports at the Centre. During the period between 1947 and 1982, the Union government could not evolve an independent policy for national sports, which continued to be a part of the overall education policy for the country. The five-year plans also made allocation of funds for sports as part of the educational allocations during the respective plan periods.
The motivation for formulating a national policy for sports was provided by the ninth Asian Games hosted by India in 1982. The successful holding of the ninth Asian Games had played vital role in shoring up the enthusiasm and morale of the government, sportspersons and the public in general. Besides, the wherewithal arranged for the ninth Asian Games also required appropriate maintenance and management. This led to the creation of an independent department of sports under the charge of a Minister of state at the Centre in 1982. In the backdrop these aspects, the growth of India's sports policy is examined under two broad subheads: [A] Development of sports policy (1947-1980) and [B] Growth of sports policy (1980-2007).


India achieved independence on 15 August 1947 as a result of the partition of the subcontinent, which witnessed massive migration of the people across the borders both in India as well as Pakistan. Millions of the uprooted people from Pakistan sought refuge in India. It was a massive challenge for the Government of India to rehabilitate them. The central government had spent about Rs 140 crore on the rehabilitation of the refugees by early June 1952 but the problem had still not been "solved in its entirety."\(^5\)

As a major portion of the governmental resources was being diverted to rehabilitate the refugees and national reconstruction, the resultant was that very little money was left for education. Thus due to the dearth of additional money, expansion of educational activities, including sports could not be pursued.

In June 1952 when the demands for grants for the Ministry of Education came for discussion during the budget session of the Lok Sabha, many members had
insisted on spending more on education. Making a pointed reference to this ambiguity in the statement of some members of the Lok Sabha, the then Union Education Minister, Maulana Azad said in the Lok Sabha on 16 June 1952 that if both these cases were taken together it could lead to the conclusion that while the government was not in a position to find money for education, at the same time it should spend more and more on it: “For god's sake, tell me what conclusions you want to draw from these 'major' and 'minor' premises.”

However, the Union Government continued to formulate its educational policy, sports policy being a part of the overall education policy, with help of various committees and commissions which were established by the Union Government from time to time to make recommendations in the realm of education including physical education and sports. The suggestions and recommendations of various committees and commissions dealing with physical education and sports are briefly analyzed in this chapter.

A committee appointed under the chairmanship of Dr. Tarachand in 1948 by the Government of India examined the problems of secondary education including the physical education. The committee in its report, while pleading for a rightful place for physical education in the educational institutions, *inter alia*, also recommended training teachers in the field of physical education in respect of education in respect of organization, administration and recreation. While suggesting the establishment of training colleges in physical education in different states, it also recommended establishing sports clubs, gymnasias and *akharas* in different parts of the country.

In November 1948, the Union Ministry of Education appointed University Education Commission under the chairmanship of Dr. S. Radhakrishnan, an
internationally prominent philosopher and educationist, to suggest improvements that could be desirable in Indian University Education system to suit current and future requirements of the country. Recreation and physical education also formed part of this Commission’s mandate. With a view to ascertain the views of the cross-sections of the society on the issue of physical education, the Commission sent a questionnaire to various persons and organizations related with physical education. While ascertaining the views over the existing arrangements of physical education in the Indian universities; it also sought to know whether the physical education and games were to be made compulsory in the universities and colleges as well as about the proposal for launching degree courses in physical education. It also called for further suggestions on the prevailing arrangements for inter-university tournaments and sports.

The Commission received several replies and testimonies which reflected typical expression of diverse opinions. The then Chief Inspector of Physical Education with the Government of Madras, in his report to the Commission, suggested that games and sports should be sponsored by the universities for the students of the universities and colleges. Lamenting that no definite action had been taken either by the Central Government or the provincial governments or the university authorities as to how these programmes should be introduced and developed, he attributed over-emphasis on the intellectual-education and education and non-comprehension of the significance of physical education, games and sports in the university education as the main reasons responsible for delaying any ‘definite action’ on the part of provincial as well as Central governments in the realm of sports.
While drawing attention to the inadequate arrangements for physical education, the Coordinating Committee of Allahabad, Lucknow and Agra universities, in its report on physical education submitted to the University Education Commission, had, *inter alia*, noted that the existing arrangements for physical education were not offering efficient working and recommended for a 'physical education institute' at one of the universities.\(^\text{10}\) It also called for making better financial arrangements to facilitate organizing physical training.

While pointing out 'the most recurrent obstacles' facing physical education in general, the University Education Commission in its final report, *inter alia*, observed that there was lack of interest both on the part of students and the authorities, insufficient availability of trained personnel, shortage of play grounds and equipment, absence of organization, poor type of programmes, small variety of games, conflict with academic work and inconvenience of time, etc.\(^\text{11}\) The Commission, while suggesting for the improvement of physical education and games in India, cautioned that very little improvement could be accomplished without more expert leadership in the domain of physical training and games. On its part, the Commission suggested that the professional status and pay scales of physical education personnel should be recognized on par with those of education personnel.\(^\text{12}\)

The Commission suggested for introduction of degree courses in physical education in the universities as a solution to meet the shortage of trained personnel in physical education. Other suggestions, *inter alia*, included appointment of a properly qualified 'Director of Physical Education' in each university who should have the status and pay scale equivalent to other heads of department, establishment of
a Central Institute of Physical Education and introduction of two years of physical education course for all physically-able-bodied university students. Relying upon the testimony of G. F. Andrews, the then Chief Inspector of Physical Education to the Government of India, the Commission noted that there did not seem to be any carefully thought-out arrangement for physical education and games in the universities. It also lamented that the universities had no plan or programmes by which all students could have the opportunity for regular physical activities and games.\textsuperscript{13}

Undoubtedly, the University Education Commission's recommendations, while underlining the need of physical education, also made practical suggestions, particularly about the establishment of a Central Institute of Physical Education, earlier recommended by Tarachand Committee, introduction of degree courses in physical education at the University level, improvement in the existing facilities for physical training in universities etc. However, paucity of necessary funds was the major impediment in putting these recommendations into practice.

It is noteworthy that during 1947-48, physical education continued to receive special attention in educational institutions in almost all the states in India. However, inability of the most of the states to provide adequate play grounds had seriously hindered an effective execution of physical activities.\textsuperscript{14} The financial contingencies prevented implementation of the recommendations of Dr. Tarachand Committee in 1948-49.\textsuperscript{15} Consequently, it was contemplated to establish a Central Board of Physical Education and Recreation in the country. It was also decided to provide financial assistance to physical education institutions, which were already doing useful work in the field.
Accordingly, a Central Advisory Board of Physical Education and Recreation (CABPER) was set up by the Union Education Ministry in March 1950 to prepare a plan of physical education for schools and colleges and to coordinate all activitees in that direction.\textsuperscript{16} The Union Ministry of Education had started keeping in touch with the physical education institutions of the country, particularly those engaged in research work, either of Western or Yoga physical culture. A sub-committee appointed by the Central Advisory Board of Physical Education and Recreation in early 1953 had submitted a report on the survey of physical education in the country and suggested certain some methods of improvement. The CABPER at its second meeting held on 23-24 December 1954, while discussing the report of the sub-committee, established two more sub-committees- one to lay down 'norms of physical fitness for boys and girls', and the second to draw up a syllabus for physical education for primary and secondary schools.\textsuperscript{17}

The first Five-Year Plan (1951 to March 1956), allocated a total of Rs 151.66 crore for the plan period and of this Rs 135.2 crore was allocated for the Central Government and Rs 16.64 crore was given to the state governments for the development of education. As sports and physical education formed the part of overall education policy, hence no separation of funds for it but constituted a part of the funds allocated for education. Simultaneously, the plan document also cautioned: "While means should be found to strengthen the financial position of the universities to the extent that our resources allow, it is necessary to make the best use of available resources..."\textsuperscript{18} The same analogy could be applicable to physical education and sports. While recognizing the importance of healthy recreation, the first Five-Year Plan document laid emphasis on paying special attention to the revival
and proper utilization of cultural agencies, occasions provided by fairs and festivals etc.\textsuperscript{19}

The newly established All India Council of Sports (AICS) in 1954 was entrusted the task of advising the Central Government on all matters relating to games and sports, including financial assistance to sports organizations.\textsuperscript{20} Aside from liaising between various sports bodies and the government, the AICS was also called upon to advise sports organizations to coordinate their work. It was also assigned the tasks of suggesting steps for developing playgrounds, stadia, swimming pools, measures designed to improve sports standards and ensuring proper use of funds allocated by the Government for sports etc.\textsuperscript{21}

However, by September 1955 the activities of the All India Council of Sports had become the focal point of debate in the Lok Sabha. While initiating the debate on 27 September 1955, V. P. Nayar lamented that the House was not in a position to judge what was happening in the All India Council of Sports. Asserting that the AICS was established without any reference to either House of the Parliament, V. P. Nayar referred to the government notification of 18 November 1954 which, \textit{inter alia}, defined functions of the Council that included "to do all such other acts and things, whether incidental to the powers aforesaid or as may be required in order to further its objectives."\textsuperscript{22} He contested Parliamentary Secretary's contention that AICS's function was purely advisory.

V. P. Nayar cited the letter written by the President of the All India Football Federation to the President of All India Council of Sports in support of his argument, and the substantive paragraph of the said letter, \textit{inter alia}, stated: "The All India Football Federation regrets to note the tone of the note in which the President
appears to have arrogated to himself the role of a judge in respect of sport federations in India. It was in that backdrop that the Lok Sabha member wondered as to what All India Council of Sports had been doing about. According to V. P. Nayar, control of athletics and sports in India was not Minister of Education's cup of tea. He also lamented that no body in the Ministry of Education would even care to listen to the advice given by others. He recalled Deputy Minister of Education, K. L. Shrimali's statement made in Lok Sabha in this regard which said: "Sports Council is the most representative body and Government does not propose to consult any others." Referring to the composition of the All India Council of Sports, V. P. Nayar stated that most of the members of the AICS were professional office-bearers of amateur sports and there was no evidence at all to show that the majority of them had done anything of the cause of sports. As in respect of physical education and sports, the first Five-Year Plan gave priority to: compulsory health education, setting up norms of physical fitness regarding agility and strength, setting up a National Physical Education College, starting of physical education courses, research in physical education, proper syllabi for different stages of exercises etc. in this context, V. P. Nayar wanted to know as to what All India Council of Sports had done in implementing even one of these priority areas. Asserting that problems of sports were complicated, intricate, technical and complex; he said that it required all the talent and experience to organize sports especially in a country like India.

While describing India's national sports standards as very 'deplorable' in almost every game in comparison to standard of the world sports, V. P. Nayar decried lack of perspective on the part of the Government in that regard. He denounced
Government's policy of relying upon the advice given by handful of bureaucrats. He was in favour of getting the best teams in order to raise the standard of sports. He also suggested starting physical training on a wide basis with masses of people participating in it regularly. He also wanted President of the All India Council of Sports to be an elected person and not nominated one who could devote sufficient time to oversee the activities of the AICS.\(^{25}\) While favouring the idea of the scrapping of the All India Council of Sports, as it was then constituted, he also called upon the Government to take steps to ensure optimum participation of the people in sports and games as well as the need for providing more stadia and playgrounds.\(^ {26}\)

K. L. Shrimali, the then Deputy Minister of Education, while replying to the debate, told the Lok Sabha on 27 September 1955 that the avowed objective of establishing the All India Council of Sports was to facilitate coordination between various kinds of activities in the field to take over the responsibilities of the various sports organizations. Stating that these organizations had been working in the field for a long time, he further added the government was anxious that as far as possible, in the field of sports there should be voluntary effort and "the more the voluntary effort the greater the advantage to the nation because in a democratic society we do not want to bring about any regimentation either in the field of education or in the field of sports."\(^{27}\)

The Minister emphasized on the need for setting up a representative body at the Centre so that the Government could effectively influence the organization and the policies of various sports organizations and to link up all the activities in the field of sports and at the same time have a central organization which could advise the Government as to how sports could be utilized for the building up of the nation and
its character. That was the purpose of which the All India Council of Sports was set up.\textsuperscript{28}

Reiterating that the government had tried to make the AICS as representative as possible, the Deputy Minister of Education stated that president of the AICS was to be nominated by the Government. Besides, there were presidents of all national sports organizations as members of the Council and there were also presidents of specialized bodies like the Inter-University Board, Service Sports Control Board and the Indian Railways Athletic Association etc. Besides, the Government of India could nominate not more than five members to the AICS.\textsuperscript{29}

In 1956, a 'National Plan of Education and Recreation' was prepared by the Central Advisory Board of Physical Education and published by the Union Ministry of Education. While making a survey of the existing facilities in the field of education and sports in the country, the National Plan offered useful suggestions for making them more effective. This plan was regarded as an 'authoritative' and 'exhaustive' exposition on physical education in the country. While recommending syllabi of physical education for boys and girls up to the higher secondary stage, the National Plan also visualized minimum norms of physical education for boys and girls.\textsuperscript{30}

During the second Five-Year Plan period (1956-1961), an outlay of Rs 120 lakhs was allocated for physical education. Of this allocated amount, Rs 50 lakhs was set aside for the miscellaneous schemes for the advancement of physical education and recreation. Another sum of Rs 70 lakhs was earmarked for setting up of National College of Physical Education.\textsuperscript{31} The College formally started functioning from August 1957. This college was designed to provide facilities for the three-year degree course in physical education at the undergraduate level and later on to provide facilities for
advanced studies and research at the post-graduate level as well. Besides, the Central Government also published two 'model constitutions' - one for the sports federations and the other for the state councils of sports.32

**Enquiry Committee on Games and Sports (1958)**

During the first decade (1947-1957) of post-independent period, the poor performance of Indian sports persons in the field of international sports and games like Olympic Games, Commonwealth Games and Asian Games etc., had been a cause of serious concern for the Government of India. Accordingly, in 1958 the Union Government appointed an Ad-Hoc Enquiry Committee on Games and Sports under the chairmanship of the then Maharaja of Patiala, with the mandate of investigating the persistence of low standards in sports in India and the performance of the Indian teams in international contests such as Olympic and Asian Games and to recommend measures for improvements.

The terms of reference of the Ad-Hoc Committee, *inter alia*, included inquiry into the reasons for the poor performance of Indian competitors in international sports, suggesting measures to arrest the gradual decline in the level of performance and recommending steps for the improvement of standards.33 The Ad-Hoc Committee, while recognizing the need for improvement in India's performance in games and sports, in its report observed that it was necessary that more facilities and better opportunities for training and competition were provided and greater administrative efficiency achieved.

The Ad-Hoc Committee's report laid emphasis on providing greater opportunities and more facilities in educational institutions in the form of equipment, playgrounds, funds, etc. It further observed that unless sports and games were not made popular
in schools and colleges, the contribution of educational institutions to the
development of sports was likely to remain as poor as it had been in the past.
Consequently, the Ad-Hoc Committee suggested for the introduction of incentives in
the form of credit for achievements in sports and games.\textsuperscript{34}

Acknowledging the explicit correlation between athletic efficiency and
achievements in competitions like the Olympic Games on the one hand, and on the
other, factors such as sports traditions, sports and nutritional habits, the Report
emphasized: "Natural abilities in our young people must be helped by environmental
forces, in addition to improvements in nutrition."\textsuperscript{35} It also made recommendations
with regard to national sports federations/associations, All India Council of Sports,
coaching in sports and games, selection and management of teams, etc.

While making recommendations for the All India Council of Sports, the report
called for redefining the powers and functions of the AICS and State sports councils
so that they could not interfere with, encroach upon or usurp the functions or
authority of the sports associations at the national or state level.\textsuperscript{36} Stressing on the
need for planned coaching at all stages, the report suggested for a central plan to
ensure a reservoir for a regular supply of trainees for the coaches. It further
suggested for the establishment of a central training institute to provide expert
coaches in games and sports.

In order to facilitate selection of teams, the report called upon national
federations/associations to appoint their selection committees on a permanent basis.
It further called for choosing right type of persons as team managers. Promotion of
games and sports in the rural areas was also emphasized. While recognizing
inadequacy of playgrounds and equipment in the country, the report laid stress on
more playgrounds in different educational institutions. Procedure for grant of financial assistance by the Central Government for the development of sports and games was also envisaged.

On 20 February 1959, T. B. Vittal Rao piloted a motion on "Deterioration in the Standards of Games and Sports" in the Lok Sabha. While referring to the Ad-Hoc Committee's report, T. B. Vittal Rao told the House that an attempt had been made in the report to show that sports standards were not declining. Refuting this argument, he stated that India's position was second in 1951 Asian Games and in the Manila Asian Games, India's position was fourth and in Tokyo Asian Games it was seventh. He further said that in the Asian Games where 24 countries participated, India's position had receded from second place to the seventh place.

Lamenting that while other countries had advanced and India had not, he said:

If you accept that there has been no deterioration, you should agree that we have not advanced to the extent other countries have. Instead of going forward, we are going backwards. In the Asian Games today, there is the People's Republic of China, which has got a population of 600 million. If that is also included, I do not know where our country will stand.37

While stressing on the need for making provision for more playgrounds in schools and colleges, Vittal Rao suggested that every state should conduct inter-district competition once a year and inter-district tournaments in games once a year as well. He also called for the urgency of appointing qualified coaches in the schools and colleges, which he termed as the training grounds for imparting training to best sports persons. At that stage when Speaker of the Lok Sabha moved in motion to be adopted by the House, some members sought amendments to the motion.

Jaipal Singh, another MP, while asserting that a full debate on the Report of the Ad-Hoc Committee should take place in the House, further called upon the members
of the House not to judge things by 'our failure in performances.' He further said: "You are a 'bad' sportsman if you cannot take your defeat sportingly... because by our own stupidity, by our bad leadership, may be faulty selection, we could do as well as we might have done. I think that we would be lacking in the sense of sportsmanship if we had to measure ourselves against other countries by their standards." 38

Asserting that limiting the tenure of office-bearers was no remedy to tone up the health of ailing sports, Jaipal Singh unequivocally said that mere criticism was not going to bear fruitful outcome either for the individuals or the country. He strongly felt that if at the State level Ministers took a little more healthy interest in giving personal and frequent patronage to various tournaments, visiting schools and colleges and the like, the situation could improve. Making a plea for allocation for more funds for sports, he said that a different approach, a different process had to be brought into being "if we are to produce better sportsmen than we had been doing in the past." 39

Speaking on the motion, V. P. Nayar, another MP, quoted from the 'Minutes of Dissent' given by Jaipal Singh to the Ad-Hoc Committee Report, which, *inter alia*, questioned the very composition of the Ad-Hoc Committee. Jaipal Singh, in his dissenting note had observed:

By their very composition, the Committee has been handicapped in making a thorough probe into the state of affairs of our sports and games and more so in submitting bold and realistic recommendations. It was a mistake to put some of the members in the insidious role of prosecutors and judges. They would have been more useful as witnesses. The Committee met only half a dozen times and no witnesses were invited." 40
He lamented that the cause of deterioration in sports standards could not be checked because the organization of games remained in the hands of certain persons whose main interest was not in promoting the games but in retaining the office. Expressing his dissatisfaction with the Ad-Hoc Committee Report to study the problem in its proper perspective.41

Stating that the selection of the Ad-Hoc Committee was not made in true spirit, Barrow, another member of Lok Sabha, wanted to know as to what kind of evidence was presented before the Ad-Hoc Committee and who were the people who submitted the evidence. He further opined: "I believe there was no evidence given, and that, the questionnaire which was sent out to sports organizations was treated with scant respect and that in some cases replies were not even received."42 He emphasized on the need for improving general sports standards in schools and in making available sports equipment, etc.

Referring to the fact that when the review of the first Five-Year plan was undertaken, there was not even a single reference to sports and games in the plan review, Mool Chand Jain, another MP, lamented that in the second Five-Year plan only Rs 120 lakh had been allocated for sports, which was too meagre an amount for the development of sports. Asserting that an investment in sports and games was an 'investment in men', which could help in character building and fostering team spirit among the people, he pleaded for allotment of more financial resources for the development of sports and games in the country along with attractive incentives to sports persons to encourage them.43 He also suggested for the establishment of a federal institute of sports with Prime Minister as its chairperson and branches of that institution to be established in all the states with the Chief
Minister of that State as its president. He was sanguine about such a step providing boost to sports in the long run. However, he decried the tendency of political interference in sports.

On 20 February 1959, Loachim Alva, while speaking in the Lok Sabha, expressed his anguish over the gloomy state of affairs pervading the realm of sports in India, and disapproved of private sector's role in sports. He urged the Union Government to step in and take care of sports by encouraging the promising sports persons. Lamenting at the 'neglect' of sports at a time music and dance were getting proper attention, he averred that "unless we build our national sports on good lines we cannot go ahead, and the rate of progress of a nation is judged by its sporting progress." 44

While replying to the debate on motion on sports, the Union Deputy Education Minister, K. L. Shrimali, conceded that all was not well with sports organizations in the county. In his reference to the views expressed by the members of the House, the Minister said that nobody would deny that there were cliques, that there was misuse of public funds, that the right persons were sometime not selected for the teams, etc. He further stated that such matters were of serious concern for the Union Government. He, however, stated that since sports organizations were autonomous bodies, the government's policy was to respect autonomy of those organizations. He rejected the suggestion that government should take over the sports organizations. 45

However, the Minister hoped that the Government would be able to get rid of the cliques and factionalism, which were eating into the vitals of sports organizations. Conceding that All India Council of Sports (AICS), since its
establishment in 1954, had made a bad start, the Minister said that unfortunately there was 'so much of politics' in sports that it was difficult to find a person who could be acceptable to all the parties concerned. Referring to the recommendations of the Ad-Hoc Committee, the Minister stated that the Committee had recommended that out of the funds available, 30 per cent of it should be spent on improvement of standards in sports, 65 per cent on popularization of sports and games in educational institutions and rural areas and 5 per cent on the Federations/Associations.

While expressing his unanimity with the suggestion made by some MPs regarding the urgency of creating necessary facilities inside educational institutions, providing proper playgrounds and suitable coaching, the Minister assured the House that the Government could not be indifferent to misuse of public funds by sports organizations. He also said: "We shall have to see that not a single pie is misused by any sports organization in any way. If they misuse money and if they do not render proper accounts, the council will see that their grants are stopped."

On 26 May 1959, another committee was appointed by the Government of India under the chairmanship of Pandit H. N. Kunzru for coordination and integration of schemes operating in the field of physical education, recreation and welfare. The committee in its report made the recommendation for an integrated programme, woven into the fabric of the educational system and consisting broadly of basic curriculum compulsory for all and an optional curriculum. The basic curriculum was to incorporate a minimum programme of physical and cultural activities. The optional part to comprise activities like scouting, mountaineering, sports, dance, drama,
music, hobbies, social service, etc. the new integrated programme was also to include the existing A.C.C. and National Discipline Scheme. 48

**Scrutinizing National Sports Policy**

The dismal performance by the Indian contingent at the Olympic Games held at Rome in 1960 made the National Sports Policy as the focal point of sharp criticism in the Lok Sabha during November-December 1960. On 6 September 1960, some 21 MPs of Lok Sabha had raised the question as to whether Indian contingent's performance in Rome Olympics was satisfactory or not and if it was not satisfactory, then what measures were being taken by the Government to improve its performance. While dealing with this question, the Union Education Minister told the Lok Sabha on 21 November 1960 that the Indian contingent that had participated in the Rome Olympics Games had not filed any report with the Government on its return. With regard to government's enquiry, the Minister informed the House that the All India Council of Sports had appointed a committee to review and report upon the participation of Indian contingents in international meets with special reference to the last Olympic Games. The committee was also required to decide upon the nature of steps that could be taken for further improvement in the future. 49

Stating its position With regard to selection of sports persons, the Government of India said that neither the Government nor the All India Council of Sports had any role to play in the selection of sports persons, which, as a matter of fact, was being done by respective sports associations and these associations were independent bodies. 50 While replying to a question in the Lok Sabha, the then Union Education Minister said that sports associations were neither government nor quasi-government but independent bodies. Categorically denying any type of interference
by the government in the working of sports associations, the Minister informed the House that the minimum government could do was to provide help to the sports associations, sports clubs and the state governments. An order issued by the government or any direct action could not alone bring improvement in sports.\textsuperscript{51} In reply to another question the Minister of Education said that he did not think that it could be possible or desirable for the government to takeover and run the sports affairs. Stating that various associations of different sports had been conventionally carrying on this work and it was government’s policy not to interfere too much in their internal working, the Minister said that, “the only possibility is that the government can encourage them by suggestions and by other kind of help when it proposes to do after receipt of this report.”\textsuperscript{52}

In the wake of the motion moved by veteran parliamentarian and member of the Lok Sabha, H. N. Mukerjee on 8 December 1960 regarding sports in India, the debate on sports picked up further momentum. The poor performance of Indian contingents, especially the Hockey team, in the Olympic Games held in Rome in 1960 had provided the fuel for the debate in the House. While moving the motion Prof. H. N. Mukerjee referred to the selection of hockey team and stated that there had been so many faults especially in selection, the emphasis being seniority rather than the merit.\textsuperscript{53}

 Asserting that in Olympic Games and similar celebrations, performance was important in the sense that the victory was not the only aim, Prof. Mukerjee said: "After all participation is a big enough thing in itself. But egregious defeat is also not the only aim, and if the management of things is rotten, then surely something has got to be done about it."\textsuperscript{54} While attributing reasons for the dismal
performance of Indian athletics in the Rome Olympic Games, Prof. Mukerjee said: “Those who were really taking part in the athletic events were not looked after properly; the coaches did not do their jobs, the managers ran away and the participants were left, more or less, to themselves. And this is the kind of thing which is perpetrated by those who are in-charge of our Olympic activities.”

Asserting that track and field athletics were major items in the Olympic Games, Prof. Mukerjee said that India had an advantage as far as the track and field events were concerned, "if only proper training at the proper time is forthcoming." Lamenting at the lack of any serious scheme in regard to coaching the young and training them in time, he suggested that the national discipline scheme (NSD) could be utilized for that purpose. Prof. Mukerjee expressed the fear that in India "the right thing is not always done and I wish that more appreciation is shown on an official as well as on a non-official scale on people who bring honour for the country in the realm of learning, politics or sports." He disapproved of the suggestion of a separate Ministry of Sports and laid emphasis on a real national policy for athletic development. Stressing on the need for increased association of the representatives of the people in the formulation of a national policy even in regard to athletics, Prof. Mukerjee said: "... [I]t is necessary to have that kind of a real national policy so that we can mobilize sports and the enthusiasm which it evokes for building our country and our people." While echoing almost similar views, Mrs. Ila Pal Choudhuri also made a strong plea for making available more play fields.

The Union Education Ministry had formed a committee to review the performance of Indian contingents in Olympic Games and suggest remedial measures. This committee was headed by Jaipal Singh, a sitting member of the then
Lok Sabha and having long-standing association with sports. While participating in debate in Lok Sabha, Jaipal Singh lamented the non-representation of sports persons in the national level sports organizations and associations. He also expressed serious concern at the shortage of playfields and scarcity of financial resources for sports.  

Inderjit Gupta, Member of Lok Sabha, while expressing his views on the motion regarding sports in India, said that apart from the question of indiscipline and mismanagement in the realm of sports, there was also need for readjustment of national psychology to the new ground realities. This he said in the context of hockey. The people who once played for India in Olympic Games had migrated to countries like Holland, Australia and Germany where they coached the local teams. It was the Indian hockey, which taught those countries how to play, and by practice they improved their standards. It was something, which needed to be welcomed and not to be deplored. And it was in this context that Inderjit Gupta had called for "readjusting national psychology."  

The then Union Education Minister, K. L. Shrimali, while replying to the motion, stated that the way in which debate on the motion had taken place clearly indicated that there was a growing interest in sports in India. The Education Minister referred to the findings of the Wolfender Committee of U.K., which had recommended that the selection of a national team should be composed of the best performers of the country and anything less was a disservice to the nation and an affront to the competing teams. In this regard, the Union Education Minister told Lok Sabha on 8 December 1960: "When we send our teams to international competitions it should be our effort to send the best team, because national prestige is involved and
anybody who does any kind of favouritism or nepotism as far as selection of teams is concerned, renders the greatest disservice to the nation.\textsuperscript{63}

Making a pointed reference to Indian hockey team's defeat in the Rome Olympic Games, and the sentiments expressed by various members of the Lok Sabha in that context, the Education Minister called for making greater efforts next time with the hope of scoring a victory. However, he also cautioned: "But we cannot say that forever we shall never lose. A sportsman who wants to enter the field must be prepared to lose if he is a real and genuine sportsman. It is from that point of view that we should view this situation is its total context."\textsuperscript{64} Asserting that the sports were vital for the building of the nation and for the character building of the youth, the Education Minister further stated that the Central Government had been giving assistance to the state governments for setting up playfields, stadia, for equipment etc. Conceding that the government had limited funds, the Minister told the House that still the government was doing its best to promote sports.

Emphasizing on the importance of coaching as the most crucial item in the improvement of sports and that without coaching sports could not be improved; the Education Minister informed Lok Sabha that a National Institute of Sports had been established. The Minister further said: "We are negotiating to get foreign coaches. It is our effort to get coaches from all over the world in order that there may be proper coaching... we are also going to reorganize Rajkumari Coaching schemes and make it a national coaching scheme."\textsuperscript{65}

Reacting to calls from certain quarters demanding government take-over of the sports federations, the Education Minister asserted that his government's policy was to have minimum interference in sports. He wanted the sports to be organized on a
democratic basis. In his opinion, "the initiative and leadership should rest in the hands of the people and government should not take over all the sports organizations."66 While making a pointed reference to the problem of wrong selection committees and misuse of public funds by sports federations, the Minister explicitly declared that the take over of the sports federations by the government was not the right remedy. He suggested that the sports federations should be encouraged to develop responsibility, initiative and leadership under the watchful eyes of healthy public opinion.

An appraisal of the abovementioned discussion of the "Motion on Sports in India" that took place in the Lok Sabha on 21 November and resumed again on 8 December 1960 shows that there was growing awareness among the Members of the Parliament as well as in the Union Government about the prevailing state of affairs in the sphere of sports. The government was receptive to drawbacks like lack of trained sports personnel, playfields and stadia in the country. The government was also alive to the problem of wrong selection committees and misuse of public funds by the sports organizations. It also becomes discernible from this brief analysis that the sports federations were autonomous bodies and the government had no interest to interfere into their working. The government was also opposed to the idea of taking over of the sports federations. On the other hand, it wanted to encourage the sports federations to develop responsibility, initiative and leadership. Paucity of financial resources was cited as the main stumbling block in the development of sports in the right direction. The All India Council of Sports was considered as the appropriate authority to deal with various sports organizations at the central and state levels to look after sports affairs.
The allocation of funds for the promotions of sports during the third Five-Year Plan (1961-65) constituted the part of funds allocated for the education sector as a whole. An outlay of Rs 408 crore was made for education during the third Five-Year plan. Of this, Rs 12 crore was allocated for physical education and youth welfare and this formed 2.9 percent of the total allocations made for the education sector. This was in consonance with the estimated amount of Rs 12 crore as drawn up by the committee appointed by the Ministry of Education to prepare schemes for the development of sports and games in the country.

**Introduction of Arjun Award**

In 1962 a national award named Arjun Award was instituted by the Government of India to honour the outstanding sports persons who were considered the ‘Sportsperson of the Year’ in their respective games. The decisive factor for bestowing the award was ‘outstanding contribution to enhance the glory of the game.’ The selections for the award were made on the basis of recommendations obtained from the sports federations concerned. There existed a sub-committee of the All India Council of Sports to tender advice to the Government of India from time to time in the matter. The sports and games, which were taken into consideration for the conferment of Arjun Award, *inter alia* included: weight lifting, women’s hockey, swimming, athletics, table tennis, golf, football, hockey, lawn tennis, basketball, gymnastics, cricket, wrestling, volleyball, chess, and polo.

In 1962, the first ever All India Sports Congress under the aegis of Union Ministry of Education, which made recommendations regarding the pattern of sports administration in the country. In its attempt to review the working of the All India Council of Sports and State Sport Councils in the realm of promotion of sports and
games at the school and college levels in the country, the Congress suggested for conducting a survey of the facilities by way of playfields, stadia, equipment etc., throughout the country.69

The University Grants Commission (UGC) appointed a committee under the chairmanship of C. D. Deshmukh to conduct a survey of the existing facilities of physical education in Indian Universities and Colleges. As per the recommendations of the Committee, development of physical education in the universities and colleges should be accorded a priority and to be treated as an essential and integral part of education and human development. The Deshmukh Committee further envisaged that a truly effective programme of physical education was needed to fulfil four requirements.

Firstly, it was called upon to bring the entire student population within its fold as quickly as possible. Secondly, it should be organized on a regular and permanent footing as an integral part of education. Thirdly, while the programme should be compulsory, every university or college student should be able to choose the game or sports or exercise in accordance with his interest or attitude. Fourthly, the report, while recognizing the factor of paucity of resources with the universities and colleges to make provision for basic facilities and amenities in the field of games and sports, called upon the central and state governments to provide a substantial part of the total expenditure required for an effective programme of compulsory physical education.70

**Kothari Commission on Education (1964-66)**

In 1964, the Government of India constituted a National Commission on Education under the chairmanship of Dr. D. S. Kothari to review the overall pattern
of educational development and policies prevalent in India to make further remedial suggestions. The Commission, which came to be known as Kothari Commission, submitted its report in 1966. Among other recommendations, the Commission also provided guidelines for the improvement of physical education and sports in all educational institutions. As a sequel to Kothari Commission's recommendations, the secondary educational system was restructured and the pattern of 10+2 was recommended for education in different states.

Recommendations in the sphere of physical education and sports were also suggested by the Kothari Commission. While recommending for the inclusion of the traditional games and sports in the programmes of physical education, the Commission also suggested planning of physical education programmes of desirable outcomes by keeping in mind the need and the capacity of the children. Another recommendation of the Commission was that the programmes of physical education should supplement the programmes of education and that the physical education should be within the financial means and should be for all and not for selected few. It also recommended special coaching provisions for talented students.  

The Society for the National Institutes of Physical Education and Sports (SNIPES) was established by the Union Ministry of Education in 1966. It was an autonomous body for the maintenance and administration of the National Institute of Physical Education and Sports, already established at Gwalior and Patiala. The SNIPES was entrusted the task of initiating steps for raising standard of sports and games through the national coaching schemes and the regional coaching centres. A standing committee was set up by the SNIPES to advise the Central Government on all matters relating to physical education, teacher training programmes, courses in
physical education, etc. The standing committee also advised the Union Education Ministry on matters relating to grants to be paid to the colleges of physical education throughout the country. The functions and duties of the SNIPES got merged into the Sports Authority of India in 1985.72

The National Sports Organization (NSO) programme was introduced in 1969 by the Union Education Ministry with a view to raise the standard of sports in universities and colleges and to promote excellence in sports performance by the talented students. The NSO programme inter alia included organizing coaching camps in selected games for men and women, selection and training of teams for various levels of tournament, providing financial assistance for organizing tournaments, providing sports scholarships to the university/college athletics for excellence in their respective games/sports on an all-India level, etc.73


The national sports policy became the focal point of deliberations in the Lok Sabha in early 1970. Dr. Karni Singh, then Member of Lok Sabha and a distinguished sportsman, while initiating the debate on sports policy in the Lok Sabha on 8 December 1970, referred to the observations made by Avery Brundaeje, then President of the International Olympic Committee, during his visit to India, "that India with its 550 million people still unfortunately had such a low standard in sports."74 In the opinion of Dr. Karni Singh such an observation did not reflect very well on a vast country like India. In his view the reason as to why sports standards in India had not reached as high as they could have been was because of the "policy of the Government not being positive."75
He also stated that the emphasis on sports was necessary to harness the interest and energy of the youth towards healthy sports activities than to let it be wasted in unhealthy activities. Raising his concern at India's dismal performance in hockey at the Mexico Olympics in 1968, Dr. Karni Singh lamented the futility of probes. He wanted the government to do everything possible to provide best training to the teams being sent for international meets. While laying emphasis on imparting training to the sportspersons, he said: "Then feed them well, and clothe them well, and give them the best training under the best coaches in the world, with one determined desire that the Indian flag should fly first and then the gold medals will pour into India."  

While taking part in the debate, Prof. H. N. Mukerjee, MP, criticized the government for its failure to do some thing concrete in the field of sports and lamented at the things that were going on ‘a ding-dong and official way.’ He also disapproved of the manner in which the All India Council of Sports and state sports councils were functioning. He also decried the lack of coordinated planning and stressed the need for more encouragement to mass games like football than the more exclusive games. Expressing his dissatisfaction with the manner in which different sports federations were functioning in the country, Prof. Mukerjee alleged that no attempt was made to find out the talent.

While emphasizing the need for making available sufficient facilities like nutritious diet, proper training etc., to sports persons, Prof. Mukerjee also cautioned: "We shall not be able to achieve world standards which a country like ours should achieve, unless we tackle first things first, like ensuring a better life for our people and a sense of belonging, so that when our teams go abroad, they have a mission of
their own to accomplish." He suggested that instead of taking part in every footing in international competitions, India should concentrate its efforts on selected games and sports.

Expressing his views on the prevailing state of affairs in the sphere of sports in India, K. P. Singh Deo, another Member of Lok Sabha, took a serious note of India's performance in the Olympic Games. Stating that the spirit of the Olympics was not as to how many medals a country won or whether a country stood first or not but how it played the game and conducted itself, he also conceded: "Nevertheless, it still remains a fact that the medal position is a definite criterion and a reflection of the standard of sports as compared to other countries."79

Distressed by India's poor performance in the Olympic Games, he wanted to know 'where the shoe pinches and what the malady is.' He was keen to know whether India's dismal performance was due to the faults of the sports persons or there was something wrong with India's sports policy or due to lack of proper facilities and other inputs or lack of proper training or coaching. Making a pointed reference to the Sarin Committee80 which had given the same reasons of the 1960 Mexico Olympics, K. P. Singh Deo said: "This just goes to show and prove that we do not want nor do we have the sense to learn from our mistakes which we did a decade back."81

Expressing his anguish at the growing tendency of political interference in sports, he wanted to know as to what extent the Government had been able to implement or take note of suggestions made by the All India Council of Sports. Striking a note of caution against inclusion of non-sports persons in the sports federation and associations, he expressed the opinion that the government could
play its role effectively by incorporating physical education in the curricula. Espousing the cause of formulating a uniform sports policy, he wanted the government to ensure that the sports bodies were administered by professionally qualified persons who were devoted to sports. He was in favour of making physical education as part of the curricula to be introduced at the school stage. 82

The government was urged by Balraj Madhok, member of Lok Sabha, to reconstitute All India Council of Sports and state sports councils by providing more representation to sport persons. 83 Jyotirmoy Basu took the government to task for its failure to work out a coherent and viable national sports policy that could make sports and games accessible to millions of youth in the country. Citing the example of Indian Football Association whose chairman was a non-sports person, he deplored the practice of including non-sports persons in national-level sports organizations. He called upon the government to spell out its future sports policy. 84

Four types of defects afflicting the Indian sports and games were pointed out by A. Sreedharan, a Member of Lok Sabha. The first was the 'exclusive character' of Indian sports and games. Secondly, India had not developed the rural genius in sports, which had come down through the corridors of centuries. The third defect was the paucity of financial resources. The fourth defect was that of favouritism, politics and regionalism which had seeped down to the bottom of sports. Emphasizing on the need for doing away with the exclusive character of Indian sports, Shreedharan wanted the sports to acquire a mass character. He wanted sports persons from all categories of people, particularly from the villages and rural areas to be encouraged to participate in competitive sports events at various levels. 85
Participating in the ongoing debate on sports in the Lok Sabha on 8 December 1970, Randhir Singh, MP, decried the practice of political interference in sports. While calling upon the government to take serious interest in the management and administration of sports, he asserted that there was no dearth of talent in the country and what was required was availability of adequate funds and serious effort on the part of the government to encourage sports and games. He called for the establishment of a separate Ministry of Sports at the Centre that could work as a well-knit organization to promote sports and games in the country. Given the availability of adequate finance and the government evincing keen interest, Randhir Singh was optimistic about India attaining high standards in international sports.86 Almost similar views were expressed by S. M. Banerjee, also a Member of the then Lok Sabha.87

Bhakat Darshan, the Minister of State for Education, while replying to the debate, assured the House that he would personally look into the issues raised by the members during the debate and furnish necessary information. He further added that the useful suggestions offered by the members would be sent to the Indian Olympic Association and the concerned national sports federation. As many members of the Lok Sabha who participated in the debate had raised the demand for the creation of a Ministry of Sports at the Centre, the Minister said in that regard: "... [T]his is the function and the privilege and prerogative of the Prime Minister, and I cannot express any opinion about it."88

The Minister made it clear that the Central Government's was only a promoter of sports and not controller of sports and its policy was one of non-interference in the internal affairs of all sports organizations. He further said: "We want to leave them
free as far as possible. But we come into the picture, if the country's honour is involved. And when gross blunders or bunglings are reported naturally we have to step in. otherwise we leave them free. Conceding the fact that the government was not spending enough money on sports corresponding to the size and population of the country, the Minister stated that during the second Five-Year plan the fund allocation for sports was Rs. 1.75 crore which rose to Rs. 2.16 crore during the third Five-Year plan and in the fourth Five-Year plan it was raised to Rs. 4.75 crore.

It was for the first time that a separate subhead for 'Physical Education, Sports and Games' had been envisaged in the fourth Five-Year plan. The fourth plan document noted that the programmes would include provision for physical education in all secondary schools, equipping schools and colleges with sports equipment and building gymnasiums, and extending sports facilities, thus far confined to urban areas, to rural areas as well.

The Central Government's decision to establish a new organization called 'the National Council of Sports and Physical Education' was announced by the Minister of State for Education, Bhakat Darshan, in Lok Sabha on 8 December 1970. The new body was to have Union Education Minister as its chairman and all Education Ministers and Ministers-in-charge of Sports and Physical Education in the states would be its members. The Indian Olympic Association and some important national sports federations were also to be represented on it. It was also contemplated to induct six members of Parliament - four from the Lok Sabha and two from the Rajya Sabha- in the proposed Council along with five experts in sports and five experts in physical education and ten promoters of sports and physical education.
The new Council was to have two national standing committees - one for sports and another for physical education. Under these standing committees, there would be Expert Advisory Committees comprising only of experts in their respective fields to make their views available to the government. The Minister added: "Our main idea is to integrate both types of programmes for sports and for physical education, to prepare a national forum for exchange of ideas regarding them to get the cooperation of the state governments in a greater measure than before."

It becomes evident from the above brief analysis of the discussion on sports policy that took place in the Lok Sabha on 8 December 1970 that majority of the members expressed serious concern about the sad state of affairs pervading the sports and physical education in India. Lack of financial resources, inadequate sports facilities like playfields, gymnasium, and stadia etc., political interference in sports and induction of non-sports persons in national sports organizations, indiscipline, nepotism etc., were the main maladies that afflicted the sports in India to which most of the MPs tried to draw the attention of the government. There also prevailed almost consensus among the participant MPs for establishing a separate Ministry of Sports at the Centre.

It is also observed from the foregoing appraisal that the central government conceded that some ailments afflicted the sports in the country. In respect of paucity of financial resources, the government stated that there was gradual increase in allocation of funds for sports after every Five-Year Plan. The government also announced the dismantling of the All India Council of Sports and establishment of a new body called national Council of Sports and Physical Education with Union Education Minister and Education Ministers in the States as its members. National
level sports organizations were also to be represented in it. National standing committees both on sports and physical education were to be established under the Council and represented by expert sport persons to aid and advise the Council on matters of sports and physical education.

It is revealed from the comparative appraisal of the debates on sports policy that occurred in the Lok Sabha on 8 December 1960 and a decade later, on 8 December 1970, as analyzed above, that on both occasions, majority of the MPs had expressed serious concern over the state of affairs pervading sports in India. On both occasions, the MPs had expressed dissatisfaction over government's sports policy. However, during 8 December 1960 debate many MPs had opposed the idea of creating a separate Ministry of sports at the Centre while during 8 December 1970 debate most of the MPs raised the demand. Another feature of the second debate was the proposal for dismantling of the all India council of Sports and Physical Education. Thus a separate realm for sports was envisaged.

(B) GROWTH OF SPORTS POLICY [1980 - 2007]

The deliberations on sports that took place in Lok Sabha in early December 1970 had given rise to hopes of formulation of a well-concerted sports policy by the Union Government but throughout the decade of 1970s nothing concrete was achieved in this direction. However in 1975, the Union Education Ministry issued special guidelines to the state governments that were designed to promote development of sports, games and physical culture in the schools and colleges of the country. These guidelines laid emphasis on building a mass movement in sports, games and physical education with the objective of creating a well disciplined, healthy and dedicated Youth Corps to share the task of national reconstruction. Under these guidelines
priority was accorded to vigorous implementation of existing programmes of sports, games and physical education. The state agencies were called upon to ensure availability of sports facilities like stadia, playfields, gymnasiums etc. in areas where such facilities did not exist. It also attached due importance to widen the scope of sports and games to cover the youth in rural and tribal areas.

The annual report of the Union Ministry of Education for 1977 – 78 had, inter alia, noted that during the year existing policies and programmes for sports were continued. Implementation of guidelines issued in 1975 was also pursued during the period. The Union Government also suggested to all national sports associations / federations to amend their constitutions so that the same office-bearers did not continue in office ordinarily for more than four years and in no case beyond 8 years. It is noteworthy that the then Minister of State for Education, Bhakat Darshan, had informed the Lok Sabha on 8 December 1970 about his government’s proposal for dismantling All India Council of Sports and establishing in its place a new body called ‘National Council of Sports and Physical Education’. However, a close scrutiny of the available literature showed that this proposal was not implemented. According to Ministry of Education’s Annual Report for 1977-78, the All India Council of Sports was reconstituted for a period of three years with effect from 15 December 1976. The first meeting of the reconstituted council took place on 2 March 1977.

A draft national sports policy, formulated by the All India Council of Sports in 1980, recognized the right of every citizen to take part in and enjoy sports, games and recreational activities. The draft policy highlighted three-fold objectives: (i) inculcating sports and health consciousness among the masses by regular participation in sports and games, (ii) raising the standards of sports and games in
the process to earn a place of pride in international competitions, (iii) recognizing
the need of providing all the necessary facilities and infrastructure essential for
creating sports consciousness and promotion of standards of performance in games
and sports.96

In 1982 the Union Government established a separate department of sports and
youth affairs under the charge of a Minister of State. The process of formation of a
separate Ministry of Sports was also hastened by the factor of India hosting IX Asian
Games. During the sixth Five-Year Plan, starting form April 1980, the total provision
for sports and youth affairs was only Rs. 14.73 crore for a period of four years.
Besides, many states also did not contribute substantially in their respective plans for
sports. In the aftermath of the IX Asian Games held in 1982, the Government of
India increased the provision from Rs 14.73 crore to Rs 200 crore in the seventh
Five-Year Plan.97

In August 1984 the Government of India came out with its national sports policy
and prior to that the issue was debated in the Rajya Sabha in March 1984. While
initiating debate in Rajya Sabha on 20 March 1984 regarding sports in India,
Jagdambi Prasad Yadav expressed grave concern over the sordid state of sports in
the country. He decried the tendency of attaching too much importance to cricket by
the government and the media and neglecting the indigenous Indian games like
wrestling, swimming, kabaddi etc. He wanted the government to encourage rural
sports as well. While decrying the growing tendency of political interference in the
games and sports, and factionalism in sports organizations he called upon the
government to take suitable measures to save sorts from further deterioration.98
While taking part in the debate, the Union Minister in-charge of sports, reiterated in Rajya Sabha his government's policy to encourage sports in rural areas and popularize the indigenous Indian games. Explaining that the government did not attach any undue importance to cricket, he clarified that it was game's popularity and public taste in which the government could not interfere. He further informed the House that there were 1200 rural sports centres functioning in rural areas of the country and assured the members to establish more such centres.99

R. Ramakrishnan100 and Shridhar Wasdeo Dhabe101, while taking part in the debate, showed grave concern over the sad state of affairs in the field of sports and said that there was no sufficient encouragement either for training or finding out proper talents. Shridhar Wasdeo Dhabe also suggested for creating a ‘sports cell’ in the Planning Commission. The Minister in-charge of Sports informed the House that the government had finalized the sports policy in consultation with sports ministries from various states as well as All India Council of Sports. Assuring Rajya Sabha that the text of the National Sports Policy would soon be placed on the table of both the Houses of the Parliament, the Minister further informed that most of the suggestions offered by many members had already been incorporated in the National Sports Policy.102

**National Sports Policy 1984**

It was on 21 August 1984 that the Resolution on National Sports Policy was tabled in both the Houses of Parliament. The resolution acknowledged the importance of participation in sports and physical education activities for good health, a high degree of physical fitness and enhancement of individual productivity. It also recognized its utility as a means of beneficial recreation entailing vast
potential of promoting social harmony and discipline. It also accorded recognition to the need of every citizen, irrespective of age and sex, to participate in and enjoy games, sports and recreational activities.

The resolution *inter alia* also envisaged that it devolved on the Central and State Governments, as a part of their duty, to accord to sports and physical education a very high priority in the process of all round development. The governments, both at the Central and state levels, were called upon to promote and develop traditional and modern games and sports, and also yoga, by providing the necessary facilities and infrastructure on a vast scale. It also laid emphasis on inculcating sports consciousness among the masses, "so that by their regular participation in sports and physical education activities, the nation is made healthy, fit and strong."

Reiterating government's determination to promote sports and physical education in the country, the resolution on National Sports Policy suggested various measures to be undertaken. These *inter alia* included providing infrastructure in villages and towns, preservation of playfields and open spaces, improvement in the level of nutrition, identification of talent, increase in the sports institutions, increased participation in international sports competitions, appropriate sports equipment, role of mass media, etc.

Minimum sports facilities such as playfield; indoor stadia, swimming pools etc. are usually regarded as indispensable for making programmes of sports and physical education successful on a vaster scale. Acknowledging this ground reality, the resolution in National Sports Policy stated that such facilities should be provided in a phased manner so as to cover the entire country in due course of time. Only in such an eventuality it would be possible to fulfil the basic object of mass participation in...
sports and physical education activities. It noted the need for drawing upon time-bound programme for this purpose by the Central and state governments.\textsuperscript{105}

While calling upon the Union and State Governments to make efforts to ensure, if needed by legislation, that existing playfields and stadia in rural and urban areas were preserved for sports' purposes, the Resolution on National Sports Policy also laid emphasis on making available open spaces for sports and physical education activities. It further recommended that sports and physical education should be made an integral part of the curriculum as a regular subject in schools and other similar educational institutions. It also called for increased emphasis on participation in sports activities in universities, colleges and other educational institutions.\textsuperscript{106}

Noting the fact that Government alone could not promote sports and physical education at a vaster scale, the Resolution called for active participation and support from the non-governmental institutions, whether public or private in terms of finance, infrastructure and organization. It also called for taking steps to establish institutions such as sports universities, colleges, schools, hostels which could attach due importance to identifying, nurturing and developing sports talent to its full potential.\textsuperscript{107} Pleading a strong case for providing incentives to those who excelled in sports, the resolution urged those concerned with the promotion of sports to make efforts to identify sports talent at a young age to nurture it so as the realize its full potential. A case was made in favour of those who excelled in sports for special consideration in the matter of employment, including self-employment.

Recognizing the important role of voluntary effort of sports both in respect of competitive sports and mass participation in sports activities, the Resolution laid emphasis on the need for eliciting cooperation of voluntary bodies like Indian
Olympic Association, the national sports federations, sports clubs, etc., to help promote sports in the county. Apart from this, the resolution also called for active encouragement to research and development in the realm of sports and physical education, both in the private and public sectors. It also laid stress on the need for improving the level of nutrition for sports persons.\textsuperscript{108}

With a view to acknowledge the vital role of the Indian Olympic Association and the national sports federations with regard to competitive sports, the Resolution called upon these sports organizations to present a unified and cohesive image in keeping with the dignity of the nation. Participation of national teams in international competitions added new dimensions to the responsibilities of the national sports organizations. It underscored the case of sports federations to be encouraged so that these federations could regularly hold national competitions and implement effective plans for the preparation of national teams for participation in international competitions and ensure proper selections, physical fitness and coaching of players for that purpose. The sports organizations were called upon to "resist any change in the rules of a game at the international level that seeks to change the original form of the game to the detriment of sporting ability or style of any particular nation or group of nations."\textsuperscript{109}

It was amply made clear in the Resolution that while encouraging sports, priority should be accorded to: (i) sports disciplines recognized for the Olympics, the Asian games and the Commonwealth games; and (ii) those internationally recognized games, for which a world federation exists and which, like chess, are widely played in India.\textsuperscript{110} Whereas on the one hand the sports policy resolution pleaded the case for participation of Indian teams in international competitions, it also cautioned that the
national teams should be sent abroad to take part in international competitions only when by physical conditioning, coaching and practice they had attained standard required for such competitions.

While calling for keeping in view the diplomatic priorities while considering international participation or organization of international events within the country,\textsuperscript{111} the Resolution stated that the government would review alongwith the state governments every five years, the progress made in the implementation of the national policy so that it could suggest further course of action as might be necessary as a result of such review.

It is observed from the abovementioned analysis that the 1984 resolution on national sports policy, first of its kind issued by the Government of India, was a significant document that touched upon basic issues and problems confronting the sports and games in India. The Government of India seemed to have made an effort to accommodate various points raised by the members of parliaments regarding sorts from time to time. Since it was only a resolution and not an act of parliament hence the suggestions made in the resolution were more of recommendatory nature and not mandatory. However, the happy augury lay in the statement in the resolution that the government of India, along with the state governments would review, after every five years, the progress made in the implementation of the provisions incorporated in the National Policy on Sports.

**Sports and National Policy on Education (NPE) 1986**

While recognizing sports and physical education as an integral part of the learning process, the 1986 National Policy on Education stated that these would be included in the evaluation of performance. It also mentioned about building a nation
wide infrastructure for physical education, sports and games into the educational
infrastructure. The infrastructure was to consist of playfields, equipment, coaches and
teachers of physical education as part of the school improvement programme. It
further stated that the open spaces in areas would be reserved for playgrounds, if
necessary by legislation. The new NPE also talked of establishing sports institutions
and hostels where specialized attention would be paid to sports activity and sports-
related studies along with normal attention. It also promised that appropriate
encouragement would be given to those talented in sports and games. Traditional
games were to be given proper attention.\textsuperscript{112}

Identification of new areas for action in the sphere of sports was facilitated by
the revised programme of action for the National Policy on Education-1986. The
revised programme of action called for introduction of physical education and yoga
for at least 45 minutes daily preferably just after assembly in the schools. It also
provided for inclusion of approved games in the school time table for at lest two
periods.\textsuperscript{113} While laying emphasis on the need for giving special incentives to
students who performed well in sports and games, it also suggested introduction of
special cash awards to winning schools and a special system of incentives for
successful athletes. It also recommended special incentives for subject teachers who
performed extra duty in conducting classes in physical education, yoga, sports and
games.\textsuperscript{114}

Making available basic equipment such as football and volleyballs to each school,
creation and improvement of playgrounds, intensive and extensive programme of
teachers' training to improve their training skills in physical education, games and
sports, and yoga, expansion of the programme of training and recruitment of
physical education teachers etc., were the other areas identified by the Revised Programme of Action to implement the NPE 1986's sports objectives. It also recommended that the establishment or recognition of new schools should be facilitated only if playgrounds were available. It also called for the introduction of a comprehensive system of inter-school tournaments and championships in select disciplines, over a period of time. It wanted this system to culminate in National Schools Championship.\textsuperscript{115}

The Revised Programme of Action recognized the fact that the implementation of the suggestions made by it called for coordination and cooperation of all state governments, inclusive of Union Territories, recommended that this issue could be taken up as a special agenda item in a special meeting of the Central Advisory Board of Education (CABE). It also recommended a CABE committee to be constituted to consider all aspects of sports and physical education as envisaged in the NPE-1986.

Measures like special incentives for athletes and sports persons in select disciplines, undertaking a phased programme to develop infrastructure facilities for sports and games, including sports sciences, introduction of a comprehensive system for inter-college and inter-university tournaments and championships to be backed with necessary financial incentives etc., were also recommended by the Revised Programme of Action for the NPE-1986 for implementation to promote sports and games at the university level.\textsuperscript{116} These recommendations were to be referred to the University Grants Commission (UGC) for consideration and implementation. In order to promote sports and games in private schools and colleges, the Revised Programme of Action also suggested special schemes to encourage investment in
sports infrastructure to be introduced by providing income benefits to any investment or endowment made for sports or sports promotion.

The Department of Sports in tandem with Sports Authority of India (SAI) had undertaken a review of all the ongoing schemes in the county before chalking out of Programme of Action for the implementation of the national sports. The experiences and the views of State Governments, Members of Parliament, National Sports Federations, eminent sports persons and other non-governmental agencies were invited and scrutinized. The scrutiny of views thus conducted by Government of India's Department of Sports and Sports Authority of India, revealed a broader consensus that while objectives laid down in the National Sports Policy were comprehensive but there had been a shortfall in the area of implementation. Serious flaws were discernible in efforts at creating a sports environment, broad-basing and improving competitive standards. Though these flaws were attributed to numerous factors, yet prominent among them included the following:

- Failure to make sports an integral and compulsory part of the school curriculum;
- Proper coordination between the different Government and Non-Government agencies involved;
- Lack of investment in sports and sports promotion by both public and private sectors;
- Financially weak and poor management structure of sports bodies at various levels;
- Poor availability of good quality and reasonably priced sports goods;
- Weak structure of domestic competition;
- Inadequate media exposure to promote physical education and sports;
- Lack of infrastructure and poor utilization thereof.¹¹⁷

**National Sports Policy 2001**

The significance of sports and physical education activities as an essential component of human resource development is recognized by the National Sports Policy (NSP, 2001) in its Preamble. These activities are designed to help promote
good health, comradeship, and a spirit of friendly competition, which, in turn, has positive impact on the overall personality of the youth. It further envisages that excellence in sports enhances the sense of achievement, national pride and patriotism. Sports also provide beneficial recreation, improve productivity and foster social harmony and discipline.

The implementation of the 1984 National Sports Policy was incomplete and left much to be desired. This necessitated the urgency for reformulating the National Sports Policy in more concrete terms, spelling the specific measures required to be taken by the various ways, in promoting sports in the country, and the result was the NSP-2001. In terms of the 2001 National Sports Policy, the Central Government, in tandem with the State Governments, the Indian Olympic Association (IOA), and the National Sports Federation would concretely pursue the 'twin objectives of 'Broad-basing' of sports and 'achieving excellence in sports at the national and international levels.' It also laid emphasis on vigorous promotion of those sports activities in which India has potential strength and competitive advantage. It seeks to integrate sports and physical activities more effectively with the education curriculum. Noting that the broad-basing of sports would primarily remain a responsibility of the state governments, the NSP-2001 further emphasizes that the Union Government will actively supplement their efforts in this direction and for tapping the latent talent, including the talent available in the rural and tribal areas.

The policy document further envisages that the Union Government and the Sports Authority of India, in association with the Indian Olympic Association and the National Sports Federation, would focus specific attention on the objective of achieving excellence at the national and international levels. The policy document
also promises to pursue the question of inclusion of 'sports' in the Concurrent List of the Constitution of India and introduction of appropriate legislation for guiding all matters involving national and inter-state jurisdiction.\textsuperscript{119}

Broad-basing of sports is identified with universalization or mass participation in sports by the 2001 policy document. Broad-basing of sports assumes special significance in view of the key role of sports in national life and for inculcating national pride in younger generation. It imperatively seeks to ensure that the educational institutions, schools and colleges in both rural and urban areas, the Panchayati Raj institutions, local bodies, government machinery, the sports associations, and industrial undertakings as well as various sports and youth clubs, including those of the Nehru Yuva Kendra Sangathan (NYKS), throughout the country would remain fully associated with this programme. It also seeks to promote and encourage women's participation in sports. The Union as well as state governments along with sports federations and associations are called upon to promote a 'club culture' for the speedier development of sports in the country.

Development of sports in the rural areas received high priority in the NSP-2001 with a view to harness the available talent and potential. It also aims at making efforts for tapping such potential as swimming in coastal areas and archery in tribal areas. While nourishing and actively supporting the available talent, it would extend additional support to geographically disadvantaged regions for the promotion of sports. It also contemplates to promote indigenous games through schemes related to rural sports.\textsuperscript{120} The policy documents promises to actively pursue the integration of sports and physical education with the educational curriculum, making it a
compulsory subject of learning up to the secondary school level, and incorporating the same in the elevation system of the student.

It aims at introducing National Fitness Programme in all schools throughout the country. The document states that steps have been initiated to augment the availability of infrastructure, including playfields/sports equipment, an action taken to provide physical education teachers in educational institutions, through, *inter alia*, the training of selected teachers in these disciplines. There is also a proposal to set up specialized sports schools and to introduce an appropriate inter-school and inter-college/university structure at the national, state and district levels.

The policy document proposed to involve, in addition to Union and state governments, other agencies, including Panchayati Raj institutions, local bodies, educational institutions, sports federations/associations etc., for the creation, utilization and proper maintenance of the sports infrastructure. Apart from maintaining existing playfields and stadia, both in rural and urban areas for sports purposes, there is also a proposal to introduce suitable legislation for providing open areas to promote sports activities. It also recognized the fact that the availability of adequate sports facilities throughout the country was essential for the development and broad-basing of sports. With a view to derive maximum benefits through relatively low levels of investment, it proposes to take steps to evolve low cost functional and environment-friendly designs. While making optimum utilization of the available infrastructure and manpower, the policy document proposes to organize special coaching camps, during the vacations, to provide intensive training to talented sports persons.
While reiterating the Union Government to focus attention on achieving excellence in sports at the national and international levels, the NSP—2001 envisaged that various sports disciplines would be prioritized on the basis of proven potential, popularity and international performances. Particular emphasis would be placed on the development of such priority disciplines and the prioritization reviewed from time to time. The document further stated that the Indian Olympic association (IOA) and the state governments would also accord higher priority to such disciplines. In planning the development of various disciplines, the genetic and geographical variations within the country would be taken into account so that in areas of potential, in particular disciplines, timely steps may be taken to harness the existing and emerging talent. It also proposes to setup centers of excellence in order to identify and train outstanding sports persons including sports academies where young and talented sports persons could be groomed to achieve higher levels of performance in the international sports arena.\(^{122}\)

It acknowledged the fact that the management and development of sports were the functions of the Indian Olympic association and the national sports federations, which are autonomous bodies. The state level and district level sports associations are affiliated to these federations. The union and state governments, concerned agencies and the federations / associations are called upon to work together harmoniously and in a coordinate manner to fulfil the objectives of the National Sports Policy -2001. Concomitantly, the Indian Olympic Association and the various sports federations / associations are also called upon to demonstrate orientation towards the achievement of results and ensure tangible progress in the field of sports, in view of this model bye-laws / organizational structures may be formulated.
for the national Sports Federation in consultation with them, and with due regard to the Olympic Charter, so as to make the functioning of the federations / associations transparent, professional and accountable.

Keeping in view the immense significance of national championships for developing competitive spirit and for talent-scouting, the policy document made it incumbent on the federations / associations to hold annual championships in various disciplines in all categories like seniors, juniors and sub-juniors, for both men and women, at the district, state and national levels. Each national Federation would draw-up the Annual National Calendar of these events sufficiently in advance, every year, which would be compiled and published by the Indian Olympic Association. Greater emphasis will be placed on promoting the development of sports amongst the junior and sub-juniors and the more talented amongst them identified for special training and support.¹²³

The NSP-2001 attached importance to the fact that effective participation in international events, especially the Olympics, Asian and Commonwealth games was a matter of national prestige. It further noted that participation in these events had, thus far, largely been restricted to those disciplines in which creditable performance is anticipated. It lays emphasis on the need of choosing the contingents representing the country in international events in due time, in the light of performance and promise in national championships and elsewhere. The policy document also refers to preparation of Long Term Development Plans (LTDPs) for each sports discipline, encompassing details of standard of performance, targeted levels of performance, participation in competitions at national and international levels, sports exchange, scientific support and holding of international competitions in the country. The
implementation of the LTDPs will be reviewed periodically and the same would be continued, as a Rolling Plan, year after year. The release of governmental assistance would be considered on the basis of performance relating to the LTDP in question.\textsuperscript{124}

The policy document, taking note of the significance of scientific back-up to sports, envisaged that action would be initiated to strengthen this area in accordance with international standards. Experts would be associated with each sports discipline or group of sports disciplines, on a continuing basis, to provide the requisite support in terms of nutrition, psychology, medicine, pharmacology, physiology, bio-mechanic, and anthropometry as well as other branches of sports sciences. Suitable mechanisms would be introduced to achieve coordination between the coaches and the sports scientists, and particular care taken to ensure nutritional support to talented sports persons and to sustain their mental health and competitive spirit.

It also incorporated provisions for appropriate research and development measures to be initiated for the promotion of sports and to impart special skills to promising sports persons so that they could give their best performance in international and other prestigious competitions. The Sports Authority of India (SAI) and other public and private organizations will be involved in such research and development programmes. The SAI along with sports federations would take coordinated steps towards the modernization of the infrastructure required for the training of sports persons and to provide them with scientific support for achieving excellence in sports.\textsuperscript{125}

Provision for initiating suitable measures was envisaged in the NSP - 2001 in order to ensure access to sports equipment of high quality. While recognizing the
need for upgrading the standards of coaching and scientific back-up in the country and those pertaining to umpires, judges and referees, the policy document emphasizes that concerted steps would be taken to train coaches, sports scientists, judges, referees and umpires in line with international standards, acknowledging the value of incentives to provide recognition and financial security to distinguished sports persons, during and after their sporting careers and also motivated the youth in the serious pursuit of sports activities, the document provides for extension of adequate assistance for insurance cover and medical treatment. Social recognition, the conferment of awards and honours at the national, state and district levels, incentives in the form of cash awards and avenues of employment are the salient features of the National Sports Policy-2001. It also provides for suitable incentives, alongside sports persons, for coaches, judges and referees for developing skills and enriching their experiences.

The policy document acknowledged the fact that insufficiency or paucity of financial resources has been a major constraint in promoting sports in India. Noting the fact that the Union and State Governments would be required to mobilize higher budgetary provisions, it laid emphasis on special efforts for mobilizing corporate funds for the development of sports in the country. Accordingly, the corporate houses in the country would be approached and encouraged to adopt and support particular disciplines as well as sports persons, in the longer term, for this purpose.

While referring to the policy of economic liberalization, the NSP-2001 suggested that the private/corporate sectors would be more closely involved with the promotion of sports in general and to build and maintain sports infrastructure, in particular, with requisite emphasis on the latest technologies. It suggested a
tripartite agreement' between the Government and concerned Sports Federation and the Corporate Houses to be entered into for different sports disciplines. It also contemplated to encourage eminent sports persons of proven merit to set up and manage sports academies.

As per suggestion contained in the NSP-2001, a National Sports Development Fund (NSDF) was created with initial contribution of the Union Government. All contributions, from within and without, to NSDF have been extended hundred percent exemption from Income Tax. The policy document asserts that the mobilization of resources for the Fund would be strenuously pursued and the feasibility of exempting the incomes of sports federations and sports persons from payment of Income Tax would also be explored. It also stipulates sharing of revenues generated by the sale of broadcasting television rights of sports events between the concerned sports federation/association and the broadcasting/telecasting agency, public or private, on mutually agreed terms, through appropriate revenue sharing arrangements.129

While laying emphasis on pursuing sports exchange programmes with all friendly countries, the policy document laid stress, on the one hand, on advance training for sports persons and coaches, scientific support, the latest research aids and development of infrastructure, and earning laurels for the country in sports and games, on the other. It further asserted that as a resurgent India confidently entered the new Millennium, sports and sports-related activities would be increasingly utilized as a medium of promoting cooperation and friendship in the region, as also globally. While acknowledging the role of media as being central to the popularization of sports among the people at large, the policy document lays
down that the electronic media, including the national broadcasting network, the private channels and the print media would be adequately mobilized for strengthening a sports culture in the country. Finally, it provided for periodic review of the National Sports Policy, in order, to incorporate changes/modifications which could be necessitated by technological and advancements in the sphere of sports.

**National Sports Policy 2007**

The underlying objective of the draft Comprehensive Sports Policy-2007 is based on what the Prime Minister of India had said on 28 April 2007 while inaugurating the Indian Olympic Bhawan at Delhi. Referring to India as ‘as a young country of young people’, which entailed great potential in the world of sports and games, Prime Minister added that India was yet to fully harness the talent of its youth in that vast field. To this end, he proposed “a new social compact involving all stakeholders to launch a nationwide movement of youth in sports ... and unleash a new wave of sports consciousness and sports development.”

It is noteworthy that the Parliament Standing Committee on Human Resource Development studied a wide range of issues concerning Sports in 1998 and emphasized the need for bringing about reforms in sports management and governance in order to make it more dynamic, responsive, responsible and result-oriented. Some of the major problems identified by the Committee, *inter alia*, include:

- the lack of sports culture in the country;
- the non-integration of sports with the formal education system;
- the lack of coordination between all stakeholders;
- the inadequacy of sports infrastructure;
- the inadequate participation of women in sports; and
the lack of effective sports systems for talent identification and training and fair selection of teams.\textsuperscript{132}

Notwithstanding some progress in filling these lacunae, the draft National Sports Policy-2007 or NPS-2007 notes that validity of these observations has remained and much more needs to be done towards fulfilling these objectives.

The same point was elaborated upon by the Working Group on Youth Affairs and Sports for the Formulation of the XIth Five Year Plan which emphasized the need to strengthen the institutional framework for the development of sports in the country.

It, \textit{inter alia}, stated:

In order to develop a comprehensive framework for the development of sports in a holistic manner, it would need to be seen in a three fold perspective – the development of sports and physical education as an essential ingredient of youth development and the promotion of a sports culture in the country; broad-basing of sports in the context of the new dimensions that sports as an activity, \textit{per se}, has acquired and the opportunities that it would provide for our youth; and promotion of excellence, particularly with reference to competitive sports at the international level.\textsuperscript{133}

With the avowed objective of making the framework for sports in India more effective and inclusive with the full ownership and involvement of all stakeholders, the NPS-2007 aims at adopting a holistic approach to sports development taking into account the health, recreation, educational, socioeconomic benefits and source of national pride that it offers. This would require a realignment of responsibilities between the Union and State Governments, on the one hand, and, on the other, between Government and the Indian Olympics Association, the Sports Authority of India, the National Sports Federations and their affiliated bodies at the state and district level, and corporate bodies.

This in turn might require Constitutional changes and the elaboration of a suitable legal framework. The draft Policy contemplates to achieve a shared vision
amongst all stakeholders that would be realized through convergence of their efforts. Special emphasis will be laid on mobilizing corporate support in the field of sports. The participant/athlete shall occupy centre-stage in the Comprehensive National Sports Policy, with all other stakeholders playing a promotional, supportive and convergent role towards achieving the goals of mass participation, expansion of the talent pool, enhanced performance in competitive sports, and the emergence of India as a vibrant leading-edge sporting nation in the world through transparent and effective sports systems. In other words, the policy would provide a conducive framework within which sports can develop and thrive.

The draft policy document has a vision of making India a vibrant, leading-edge sporting nation in the world within the next decade in the conviction that promoting a nation-wide, all-embracing sports culture is not only desirable in itself but critical to securing accelerated, inclusive and sustainable growth through building our stock of young human capital by equitable, balanced and widespread investment in sports, besides promoting national integration, national harmony and national pride through excellence in sporting achievement. To this end, the NPS-2007 dedicates the nation to:

- creating an enabling policy environment that encourages and assures mass participation in sports and physical education for health and well-being, personality development and recreation; and
- achieving excellence in sports by exponentially increasing the numbers of sportspersons and athletes who perform consistently well and excel in competitive sports at the highest national and international levels.\textsuperscript{134}

According to the draft document, the Union Government will adopt a more direct and proactive role to address the issue of inequality in access and opportunity in sports and games, and encourage State governments to do the same in association with Panchayati Raj Institutions, Municipalities and Metropolitan Corporations.
Besides, the Union Government, in association with State governments, the Indian Olympics Association and the National Sports Federations, as well as the Sports Authority of India, will aim at securing excellence in sports while ensuring that the autonomy of sport in the spirit of the Olympic movement is respected, safeguarded and reinforced. Apart from these, the Union Government and State Governments, in association with the National Anti-Doping Authority, the Sports Authority of India and the National Sports Federations, will effectively counter the national disgrace of doping and corruption in sports.

The NPS-2007 draft document has given a call for ‘Sports for All’ and this objective is to be realized by following undertaking policy measures:

- Universalizing sports facilities in educational institutions;
- Providing sports facilities in rural areas;
- Making available sports facilities in urban areas;
- Encouraging mass participation for sports culture and competitions;
- Fostering a sports club culture;
- Promoting sports competitions;
- Youth development through sports;
- Advocacy of benefits of sports;
- Linking sports with health and well-being;
- Linkages between education and sports;
- Leadership and team work;
- Building inclusive communities;
- Promotion of indigenous sports;
- Promotion of sports among young girls and women;
- Sports for persons with disability, and
- National physical fitness programmes.

In order to achieve the objective of excellence in sports, the NPS-2007, inter alia, notes that international competitive sports have become extremely expensive owing to investments required in equipment, participation in competitive events throughout the year, costly coaching and training services etc. In India, the Central government has been supporting high performing national sportspersons to represent the country and participate in recognized international competitions. In
order to achieve the highest levels of performance at the highest levels of international competition, the policy document would adopt a well-formulated, target-oriented and need-based approach incorporating the following elements:

(i) ensuring fair and reasonable opportunities to all talented young sportspersons, irrespective of economic background, social origin, gender or regional location, to fully realize their potential, and win laurels for themselves and glory for the nation;

(ii) promoting a competitive sports culture by harnessing sports development to youth development and youth development to national development so that the culture of sports acts a critical engine of accelerated and inclusive economic growth;

(iii) providing for a sufficient number of sports competitions at all levels, from the village/urban neighbourhood level through the block/district level to the state level, to create a culture of mass participation in competitive sports, including indigenous games and sports, and extending to both genders as well as paraolympic events. This would also enable sport administrators to cast their net wide enough to spot talented young persons of both genders in different age groups in different games and sports from all over the country;

(iv) Excellence in the performance of the top sportspersons who win international honours for the country is largely the outcome of the following three factors:
   a. Breath and depth at the base of the talent pyramid,
   b. Rigour of the selection process to move up the pyramid,
   c. Quality of coaching and training facilities at the top.\textsuperscript{135}

Based on these three factors, the Comprehensive Sports Policy proposes to put in place the following structure for talent search and development, an endeavour shared between the Central and State governments, supplemented by the National Sports Federations and the Sports Authority of India and the State sports authorities, as well as the corporate sector, both public and private: (a) talent scouting pool; (b) sports nurseries; (c) sports schools and academies; (d) centres of excellence in sports; (e) coaches and other technical supporting staff; (f) setting up national sports grid; and (g) making available quality sports goods and equipment.

While dealing with the issue of doping in sports, the NPS-2007 draft envisages that high priority must be accorded to capping, reversing and eventually ending the
scourge of doping in Indian athletics and other sports. It is expected that with
international accreditation likely to be awarded shortly to the National Dope Testing
laboratory and the inauguration of the National Anti-Doping Agency as the apex
body charged with test planning, result management, education, and the athlete
outreach programme, India will emerge as a leader nation in the sincerity and
effectiveness of its adherence to WADA norms and practices as embodied in the
Copenhagen Declaration and the UNESCO Convention. To this end, the Government
shall take strong measures to prevent doping in sport, which would include:

- funding of anti-doping activities;
- putting in place a suitable legal or administrative framework for dope control;
- carrying out large-scale awareness programmes for athletes and their entourage
  on the harmful effects of doping and the need and desirability of promoting clean
  sport;
- regulating the availability and use in sport of prohibited substances and methods
  by athletes, unless the use is based on therapeutic use exemption (TUE);
- regulating the quality of multi-nutrition supplements;
- assisting in setting up a WADA-accredited Dope Testing Laboratory;
- if required, forging collaborations on a regional basis to set up a Regional Anti-
  Doping Organization;
- withholding sport-related financial support from individual athletes or athlete
  support personnel who have been suspended following an anti-doping rule
  violation, during the period of their suspension; and
- withholding financial support to sport organizations not compliant with the WADA
  Code.\textsuperscript{136}

Realizing the crucial role Union Government can play in promoting sports, the
draft policy document refers to a Bill that has been under consideration in Parliament
since the Twelfth Lok Sabha aiming at transferring the subject of ‘sports’ from the
State List to the Concurrent List in the Seventh Schedule. Consensus has been
eluding this endeavour in the absence of a comprehensive and holistic approach to a
national policy on sports. It is the intention of this Comprehensive Sports Policy to
provide such a holistic and comprehensive approach. It is, therefore, proposed to
pursue in Parliament the need to shift the emphasis on sports from its present
Constitutional position where it is clubbed with “entertainments” and “amusements” to treating sports as a key instrument of youth development for accelerated and inclusive national development, the overarching goal of the Approach to Eleventh Five-Year Plan endorsed by the National Development Council, a goal that clearly requires a concurrent effort by the Centre and the States.

Conclusion

The foregoing analysis makes it apparent that sports and physical education in India remained the part and parcel of overall education policy and did not receive proper attention which it should have received during the early decades of the post-independence period. Paucity of financial resources was attributed as the main cause for the slow development of sports in the country. It becomes further discernible that there was also lack of proper perspective on sports. It is equally interesting to observe that Tarachand Committee (1948) and University Education Commission (1948-49) mainly dealt with the education policy and whatever little attention it could pay was focused on physical education with minimal emphasis on sports as such.

The foregoing analysis also reveals that many Members of the Parliament (MPs) were not satisfied with the functioning of the All India Council of Sports (AICS) established in 1954. A detailed analysis of the views of the MPs articulated by them in the Lok Sabha on 27 September 1955 is also provided. It also takes into account the attitude of the Government of India in this regard. The Ad-Hoc Enquiry Committee on Games and Sports, constituted in 1958, had recommended for making available more facilities and better opportunities for training in sports in the country.
This chapter also deals with the concern expressed by the MPs in the Lok Sabha in February 1959 with regard to deterioration in the standards of sports in India.

An examination of the detailed deliberations on the motion of sports in India that occurred in the Lok Sabha on 21 November and 8 December 1960 reveals a growing sense of awareness among the parliamentarians as well as the Government of India. The Union Government seemed to be aware of the drawbacks like lack of trained sports personnel, inadequate playfields and stadia etc., in the country. As sports federations/associations were autonomous, hence government could not interfere in their day-to-day functioning. The Union Government declined the demand for taking over sports federations. However, paucity of financial resources was considered to be the main impediment in the development of sports in India at that juncture.

An analysis of the debate on sports policy that took place in the Lok Sabha on 8 December 1970 is also provided in the chapter. During the course of this debate, majority of the MPs expressed serious concern about deteriorating standards in the country. Lack of financial resources, in adequate sports facilities like proper playfields and stadia etc.; frequent political interference, induction of non-sports persons in national sports organizations, indiscipline and nepotism were seen as drawbacks from which sports in India suffered.

The analysis proceeds further to deal with the draft National Sports Policy formulated by the All India Council of Sports in 1980 which had laid emphasis on mass participation in sports, raising the standards of sports and the need for providing necessary facilities and infrastructure for sports in the country. While dealing with the fact of establishment of a separate Department of Sports under the
charge of a Minister of State, in 1982, the chapter also delves into the salient points of the National Sports Policy-1984. Highlights of this policy inter alia included priority by the Union as well as state governments to sports and physical education in the process of overall development, promotion of traditional sports, availability of sports facilities, incentives to sports persons etc.

An appraisal of the provisions in the National Education Policy-1986 relating to sports shows that the recommendations made in the new policy were mainly based on National Sports Policy-1984 and the Revised Programme of Action for the National Policy of Education-1986, made public in 1992 contained some concrete suggestions for effective implementation of the objectives of the sports policy.

The analysis further proceeds to deal with the objectives of the National Sports Policy-2001 or NSP-2001, which aimed at broad-basing of sports and achieving excellence in sports at the national and international levels. It is revealed that the NSP-2001 tried to overcome the shortcomings and snags found in the implementation of NSP-1984 over the years. The new policy had come out with more concrete and pragmatic measures.

In its final analysis, the chapter deals with the draft National Sports Policy-2007, which, while taking into account the snags in previous Sports related policies, outlines a sports vision and strategies for achieving the two-fold objectives of ‘Sports for All’ and ‘Excellence in Sports’. It provides various ambitious programmes and policy measures to realize these twin objectives. However, the success of these new sports policy measures depends on implementing the provisions of the policy in letter and spirit with sincerity and dedication.
Notes


6. Ibid., Col. 1822.


10. Ibid., p. 255.

11. Ibid., p. 362

12. Ibid.

13. Ibid., pp. 358-359.


19. Ibid., p. 539.


23. Ibid., Col. 15517.

24. Ibid.

25. Ibid., Col. 15520.

26. Ibid., Cols. 15521-15522.
27 Ibid., Col. 15524.
28 Ibid., Col. 15526.
29 Ibid., Cols. 15528-5530.
35 Ibid.
36 Ibid., p. 140.
37 Lok Sabha Debates, 20 February 1959, Col. 2118.
38 Ibid., Col. 2184.
39 Ibid., Col. 2188.
40 Adapted from Ibid., Col. 2190.
41 Ibid., Col. 2192.
42 Ibid., Col. 2208.
43 Ibid., Col. 2214.
44 Ibid., Cols. 2231-2233.
45 Ibid., Col. 2235.
46 Ibid.
47 Ibid., Col. 2237.
48 For more details see, Government of India, Ministry of Education, Committee for Coordination and Integration of Schemes Operating in the Field of Physical Education, Recreation, and Youth Welfare (New Delhi: 1964).
49 Lok Sabha Debates, 21 November 1960, Col. 1249.
50 Bhakat Darshan, Member of Lok Sabha, had raised the question in the House as to whether the Government had received any complaint regarding partiality or leniency in selecting the sports persons. The Union Minister of Education had replied in negative in this regard. See Lok Sabha Debates, 21 November 1960, Col. 1250.
51 Ibid., Col. 1251.
52 "Motion regarding Sports in India", Lok Sabha Debates, 8 December 1960, Col. 4659.
53 Ibid., Col. 4660.
54 Ibid., Cols. 4661-4662.
55 Ibid., Col. 4669.
56 Ibid. Col. 4670.
57 Ibid.
58 Ibid., Col. 4672.
59 Mrs. Ila Pal Choudhuri, Member of the Lok Sabha, while laying emphasis on tapping the young talent in sports, said: "That is the time - in the universities, schools, and colleges - we must catch them young and train them so that we have the best elements in sports." See Lok Sabha Debates, 8 December 1960, Col. 4679.
60 For Jaipal Singh's views see ibid., Cols. 4685-4687.
61 Lok Sabha Debates, 8 December 1960, Col. 4711.
62 The Wolfender Committee had been appointed by the government of the United Kingdom to go into the question of prevailing state of affairs in the realm of sports in UK.
63 Lok Sabha Debates, 8 December 1960, Col. 4713.
64 Ibid., Col. 4716.
65 Ibid., Col. 4717.
66 Ibid., Col. 4718.
68 Lok Sabha Debates, 26 April 1962, Cols. 1052-1054.
69 Wakherker, n. 7, p. 35.
70 Adapted from ibid., pp. 47-48.
72 Adapted from Wakherker, n. 7, p. 51.
73 Ibid., p. 37.
74 Dr. Karni Singh, M. P.'s speech in Lok Sabha on 8 December 1970, see Lok Sabha Debates, 8 December 1970, Col. 345.
75 Ibid.
76 Ibid., Col. 352.
77 For full text of Prof. H. N. Mukerjee's speech in Lok Sabha on 8 December 1970 see, Lok Sabha Debates, 8 December 1970, Cols. 352-355.
78 Ibid., Col. 354.
79 K. P. Singh Deo's speech in Lok Sabha on 8 December 1970, Lok Sabha Debates, 8 December 1970, Col. 357.
80 The Sarin Committee which had four famous captains and hockey internationals - Major Dhyan Chand, Balbir Singh, K.D. Singh and Charanjit Singh - had been constituted to enquire into Indian hockey team's performance at Mexico Olympics.
Balraj Madhok, Member of Lok Sabha, taking part in the debate, stated that the importance of sports was not only because of international competition but also because sports played significant part in improving health of the people as well as in generating spirit of sportsmanship in the country. He strongly pleaded the cause of making playgrounds available in schools and colleges and suggested that of the total amount allocated for construction of a school/college building, 15 to 20 per cent of that amount could be earmarked for the preparation and subsequent maintenance of playgrounds within the premises of that building. He also deplored the tendency of laying over-emphasis on cricket and pleaded for popularizing other sports like hockey, volleyball and football, etc. He also cautioned against prevailing practices of favouritism, nepotism, and political interference in selecting sports teams for international competitions. For the text of the speech of Balraj Madhok in Lok Sabha on 8 December 1970, see *Lok Sabha Debates*, Cols. 363-367.

For A. Shreedharan’s views expressed in Lok Sabha, see *Lok Sabha Debates*, 8 December 1970, Cols. 369-371.

S. M. Banerjee said: "If the Government is sincere they can improve the things. Political hat trick should not be there. I fully support that there should be a sports minister. Let us free sports from politics, if at all there is politics...", *Lok Sabha Debates*, 8 December 1970, Cols. 274-375.


Adapted from Wakherker, n. 7, pp. 38-39.


Ibid., Cols. 391-396.
Lamenting the sad state of affairs in the realm of sports, R. Ramakrishnan said: "The reason is that today there is more politics in sports rather than sports in politics." Making a pointed reference to growing political interference and factionalism in sports federations and associations, he called upon the government to do something in that regard. He suggested that sports should be introduced as a compulsory subject in all schools. Referring to Sports Minister's announcement in Lok Sabha the other day that his government was contemplating to take sports from the States List to the Concurrent List of the Constitution, Ramakrishnan expressed his opposition to this move. See, Rajya Sabha Debates, 20 March 1984, Cols. 398-399.

Laying emphasis on providing more sports facilities in schools and colleges in the country, Shridhar Wasdeo Dhaba, another member of Rajya Sabha, called upon the Sports Minister to see that a cell on sports was created in the Planning Commission. He also wanted to know as to what steps the government was going to take in the Seventh Plan to see that sports got adequate funds. He was also in favour of incorporating guidelines for developing sports during the Seventh Five-Year Plan. He also laid stress on the development of indigenous games in the country. See, Rajya Sabha Debates, 20 March 1984, Cols. 401-402.

Ibid., Col. 406.

"Resolution on National Sports Policy", in Programme of Action, n. 105, p. IV.

Ibid.

Ibid., p. 13.

Ibid., Annexure-1, p. IV.

Ibid.

Ibid., pp. III & IV.

Ibid., p. V.

Ibid., p. VI.

Ibid., p. VII.

"Extract from the National Policy on Education (NPE) 1986", Programme of Action, n. 105, Annexure-II, p. IX.

"Extract from the Revised Programme of Action for the National Policy on Education (NPE) 1986", Programme of Action, n. 105, p. XI.

Ibid., p. XII.

Ibid., pp. XII-XIII.

Ibid., p. XIV.

Programme of Action, n. 105, pp. 7-8.


Ibid.

Ibid., p. 3.
122 Ibid.
123 Ibid., p. 4.
124 Ibid.
125 Ibid., pp. 4-5.
126 Ibid., p. 5.
127 Ibid.
128 Ibid., p. 6.
129 Ibid., p. 7.
130 Ibid.
131 Hindustan Times, 30 April 2007.
133 Ibid, p. 10.
134 Ibid, p. 23.
135 Ibid, pp. 25-35.
136 Ibid, pp. 50-51.