

ESTIMATES COMMITTEE
(1965-66)

HUNDRED AND SECOND REPORT
(THIRD LOK SABHA)

MINISTRY OF EDUCATION
UNIVERSITY GRANTS COMMISSION



LOK SABHA SECRETARIAT
NEW DELHI

April, 1966/Chaitra, 1888 (Saka)

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C O R R I G E N D A
TO

Hundred and Second Report (Third Lok Sabha)
of Estimates Committee on the Ministry of
Education - University Grants Commission.

- Page 26, line 24, insert 'of' between 'interest'
and 'standards'
- Page 27, last line, insert 'in' between
'admission' and 'universities'.
- Page 36, line 26, add 'may be examined'
after 'importance'.
- Page 40, lines 2-3 from bottom, for
'Institution' read 'Institutions'.
- Page 41, line 13, for 'far' read 'for'
- Page 45, line 9, for 'as' read 'is'
- Page 52, line 30, for 'a' read 'as'
- Page 53, line 2, for 'tho' read 'the'
- Page 60, line 9, insert '(' between
'education' and 'i.e.'
- Page 61, Table, Total column, for '46.3'
read '46.31'
- Page 65, line 11, for '5,106,56'
read '5106.56'.
- Page 65, line 20, for 'is' read 'are'
- Page 71, line 19, for 'send' read 'spend'
- Page 72, line 1, for 'Centre' read 'Centres'.
- Page 83, line 33, for 'They' read
'The Committee'.
- Page 84, line 7 from bottom, insert 'that'
between 'stated' and 'the'

(P.T.O.)

- Page 87, Table, Last column, insert
'60,482' between '1,02,393'
and '2,00,348'.
- Page 89, line 25, for '2:88' read '2.88'.
line 31, for '6.62' read '6.62'
- Page 95, last but one line, for 'theoritcal'
read 'theoretical'.
- Page 108, line 5 from bottom, for
'Educate' read 'Education'.
- Page 114, last line, insert '.' between
'each' and 'Grants'.
- Page 120, line 4 from bottom, for
'according' read 'accordance'
- Page 146, line 8 from bottom, for 'in'
between 'cases' and 'highly'
read 'is'.
- Page 169, line 23, for 'advice' read
'advise'.
- Page 169, last but one line, for
'different to assets' read
'difficult to assess'.
- Page 177, line 9, for 'charge-over'
read 'change-over'.
- Page 177, lines 18-19, delete 'or all the
..... as the media'.
- Page 180, lines 9-10, for 'languages.Hindi'
read 'languages/Hindi'.

- Page 181, line 23, for 'Commissioning'
read 'Commission'.
- Page 182, line 4 from bottom, for '25:23'
read '25.23'.
- Page 182, line 3 from bottom, for '21:54'
read '21.54'.
- Page 186, line 30, insert 'than' between
'lower' and 'that'.
- Page 187, last line, for 'if' read 'it'.
- Page 189, line 10, for 'volve' read 'evolve'.
- Page 190, item 8, for 'Wadi' read 'Wadia'
- Page 193, lines 3-4 from bottom, insert 'to'
between 'only' and 'the'.
- Page 208, Heading, for 'develop'
read 'developed'.
- Page 267, line 6, for 'a post graduate
teaching department should es'
read 'a view to relieve
congestion and to improve the'.
- Page 267, Sl. No.18, line 14, add 'may
be examined' after 'Importance'.
- Page 269, column 2, for '52' against
Sl. No. 23 read '52-53'.

(P.T.O.)

- Page 272, Sl No. 31, line 1, for 'is'
read 'are'
- Page 280, column 2, for '108' against
serial No.48 read '103'
- Page 290, line 4, for 'Government
University' read 'Government/
University'.
- Page 290, Sl. No. 69, line 7, for 'effects'
read 'affects'.
- Page 300, Sl. No.93, line 2, for 'szechme'
read 'scheme'.

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ESTIMATES COMMITTEE
(1965-66)

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Shri B. K. Mukherjee—*Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Hundred and Second Report on the Ministry of Education—University Grants Commission.

2. The Committee took evidence of the representatives of the Ministry of Education and University Grants Commission on the 22nd, 23rd, 26th, 27th and 28th July 1965. The Committee wish to express their thanks to the Additional Secretary, Ministry of Education, Secretary, University Grants Commission and other officers of the Ministry of Education and University Grants Commission for placing before them the material and information they wanted in connection with the examination of the estimates.

3. They also wish to express their thanks to Dr. A. L. Mudaliar, Vice-Chancellor, Madras University, Dr. G. S. Mahajani, Vice-Chancellor, University of Udaipur and Shri Prasanta Kumar Bose, Principal, Bangabasi College, Calcutta for giving evidence and making valuable suggestions to the Committee.

4. The Report was considered and adopted by the Committee on the 6th, 7th and 11th April 1966.

5. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix XXIV).

NEW DELHI;
April 15, 1966.

Chaitra 25, 1888 (Saka).

ARUN CHANDRA GUHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

A. Introduction

Constitutional Provisions

A university in India to be properly so called has to be established by an Act either of the Central Government or one of the State Governments. Under the Constitution, education including university education, subject to certain restrictions, is the responsibility of the States. While deciding to include education in the State List, the Founding Fathers were anxious to safeguard the interests of higher education including research and scientific and technical education. Accordingly, the following Entries relating to education are included in the Seventh Schedule of the Constitution:—

LIST I—UNION LIST

63. The institutions known at the commencement of this Constitution as the Banaras Hindu University, the Aligarh Muslim University and the Delhi University, and any other institution declared by Parliament by law to be an institution of national importance.
64. Institutions for scientific or technical education financed by the Government of India wholly or in part and declared by Parliament by law to be institutions of national importance.
65. Union agencies and institutions for—
 - (a) professional, vocational or technical training, including the training of police officers; or
 - (b) the promotion of special studies or research; or
 - (c) scientific or technical assistance in the investigation or detection of crime.
66. Co-ordination and determination of standards in institutions for higher education or research and scientific and technical institutions.

LIST II—STATE LIST

11. Education including Universities, subject to the provisions of Entries 63, 64, 65 and 66 of List I and Entry 25 of List III.

LIST III—CONCURRENT LIST

25. Vocational and technical training of labour.

The responsibility for the co-ordination and determination of standards in institutions for higher education or research, scientific and technical institutions, has therefore been enjoined upon the Central Government by the Constitution. The responsibility as far as it relates to non-professional higher education is largely discharged by the University Grants Commission. The allocation and disbursement of the grants to universities at the Central level regarding this is done by the University Grants Commission.

B. Historical Background

Origin of University Grants Commission

2. Its beginning was made with the establishment of the University Grants Committee in 1945 in pursuance of the recommendations of the Central Advisory Board of Education on Post War Educational Development in India (Sargent's Report). It was formed with the limited purpose of dealing solely with three universities, Aligarh, Banaras and Delhi with a membership of only 4 persons. In 1946 and again in 1947, its membership was increased and it was empowered to deal with all universities. It had no funds placed at its disposal by the Government. It only made recommendations to the Education Ministry which in turn transmitted the case to the Finance Ministry, which judged for itself each recommendation for a grant recommended by the Committee. The University Education Commission 1948-49 under the Chairmanship of Dr. Radhakrishnan recommended that the Committee should be re-organised and should have power to allocate grants within total limits set by the Government instead of recommending their allocation to the Finance Ministry.

The legislative proposal for setting up a University Grants Commission on the lines of the recommendations of the University Education Commission was placed before the Parliament in 1954. Pending the finalisation of the bill, the Government of India in 1952 had set up an *interim* University Grants Commission which started functioning on the 28th December, 1953. It was established by a resolution of the Ministry of Education for the purpose of allocation and disbursement of grants to universities as well as for the purpose of co-ordination and maintenance of standards of university education in India. The constituent colleges of the University of Delhi were

brought within the purview of the Commission in 1955. Early in 1956, the University Grants Commission Act, 1956 (No. 3 of 1956) was passed by the Parliament in order to reconstitute the Commission as a statutory body. The Act was brought into operation with effect from 5th November, 1956.

C. University Grants Committee of United Kingdom

3. In United Kingdom a technique of Treasury aid to Universities has been evolved to meet the rival claims of academic autonomy and of the need for Central Planning through University Grants Committee. The University Grants Committee of Great Britain was appointed for the first time in July, 1919. Appointments to the Committee are made by the Chancellor of the Exchequer after consultation with the Ministry of Education and the Secretary of State for Scotland. The members are selected for their personal qualifications and serve in a personal capacity, and not as representatives. There are no vice-chancellors of Universities or other *ex-officio* members on the British University Grants Committee. The Committee is now composed of sixteen members. The chairmanship of the Committee is a full-time salaried job; but neither vice-chairmanship nor membership is a full-time or salaried job.

The terms of reference of the Committee are:—

“To enquire into the financial needs of University education in Great Britain; to advise the Government as to the application of any grants made by Parliament towards meeting them; to collect, examine and make available information on matters relating to University education at home and abroad; and to assist in consultation with the Universities and other bodies concerned, the preparation and execution of such plans for the development of the Universities as may from time to time be required in order to ensure that they are fully adequate to national needs.”

Till early 1964, the University Grants Committee in the United Kingdom was attached to the Treasury but now it is attached to the Ministry of Education and Science (Secretary of State for Education and Science). The University Grants Committee exercise control over the Universities in three main ways—through supervision of quinquennial requirements, through the receipt of annual returns of staff, students and expenditure and through continuous personal contact with the Universities.

D. Composition and functions of the Commission

Composition

4. According to the University Grants Commission Act, the Commission is a body corporate having perpetual succession and a common seal. It consists of nine members to be appointed by the Central Government. It further provides that the Members will be chosen as follows:—

- (a) Not more than three members from among the Vice-Chancellors of Universities;
- (b) Two members from among the officers of the Central Government to represent that Government; and
- (c) The remaining number from among persons who are educationists of repute or who have attained high academic distinctions.

Provided that not less than one half of the total number so chosen shall be from among persons who are not officers of the Central Government or of any State Government.

The appointing authority is the Central Government and members hold office for a period of six years but one third retire on the expiration of the third year in accordance with the procedure prescribed and their vacancies are filled up by first appointment. A statement showing the present composition of the University Grants Commission and also showing the details of qualifications, age etc. of the members of the University Grants Commission is enclosed as Appendix I.

The Committee note that the Committee of Members of Parliament on Higher Education (Sapru Committee) has suggested that—

“the University Grants Commission should have 15 members, of whom at least five should be full time members. It goes without saying that they should be men of the highest standing in the educational world and we, therefore, recommend that they should be persons of the status of Vice-Chancellors. We have also been forced to come to the conclusion that it is undesirable that a person who is for the time being holding full time appointment as a Vice-Chancellor should be appointed member of the Commission. We, therefore, recommend that serving Vice-Chancellors should not be appointed as members of the Commission. Our reason for making this suggestion is that it

is undesirable to place a person in a position where he may have divided loyalties. The prestige of the University Grants Commission depends upon its being an independent and impartial body. The composition of the Commission should be such as to give no impression to the public that it is not completely independent."

The Committee are informed that the suggestions made by the Sapru Committee in regard to the composition of the University Grants Commission are being taken into account in formulating the proposals for the amendment of the University Grants Commission Act, 1956.

While agreeing with the recommendation of the Sapru Committee for excluding 'serving Vice-Chancellors' from the membership of the Commission, the Committee are of the view that at least half of the members of the University Grants Commission should be non-officials with high academic distinction and sound judgment, who have an intimate knowledge of the universities. They should be appointed as individuals and not as representatives of particular institutions. The composition of the Commission should be such as not to give an impression on the public mind that it is not completely independent. The Committee also agree that besides the Chairman there should be some wholetime members or at least some members who may be available for specified periods. The Commission may divide itself into panels with such members as Conveners to look after the work allotted to the panels.

Age limit for members of U.G.C.

5. The Committee also gather from the statement showing the composition of the University Grants Commission that except the Chairman and two members from among the officers of the Central Government, all other members belong to the age group 65—80 years.

As pointed out by the Sapru Committee, "the work demanded by the existence of 55* universities and enormous number of affiliated colleges is far too heavy.....". The Committee feel that in view of the strenuous nature of the duties and responsibilities involved there should be some age limit prescribed for the appointment of members of the University Grants Commission.

Appointment for a second term of members of UGC.

6. The Committee are informed that three members of the University Grants Commission were renominated. According to Section

*At present there are 64 Universities.

6(1) of the University Grants Commission Act, a member holds office for a period of six years.

The Committee consider the period of six years as quite sufficient for a person to remain a member of the University Grants Commission and recommend that a member of the Commission should not be eligible for reappointment.

Functions

7. The Preamble of the University Grants Commission Act 1956 lays down that it is intended to make provision for the co-ordination and determination of standards in universities. Section 12 of the Act empowers the Commission to take all necessary steps for the promotion and co-ordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities. It *inter alia* authorises the Commission—

- (a) to enquire into the financial needs of universities;
- (b) to allocate and disburse, out of the Fund of the Commission, grants to universities established or incorporated by or under a Central Act for the maintenance and development of such universities or for any other general or specified purpose;
- (c) to allocate and disburse out of the Fund of the Commission such grants to other universities as it may deem necessary for the development of such universities or for any general or specified purpose, subject, however, to the condition that the Commission shall give consideration to the development of the university concerned, its financial needs, the standard attained by it and the national purposes which it may serve.

It will be seen from clauses (b) and (c) of the Act that it is the responsibility of University Grants Commission to allocate and disburse out of the Fund of the Commission to Universities—Central & State. But while the Commission can grant funds for the maintenance and development of Central Universities it can allocate and disburse funds to other Universities only for the purpose of development.

Maintenance and Development Grants

8. Asked for an interpretation of clauses (b) and (c) of Section 12 of the Act, the representative of the Ministry of Law informed the Committee that under clause (b) of Section 12, the Commission can allocate and disburse grants to universities established or incorporated by a Central Act for their maintenance and development or for any other general or special purpose. In clause (c) which

applies to other universities, that is the universities established by a Provincial or a State Act or what are called 'deemed universities' under Section 3 of the University Grants Commission Act, grants are to be given only for the development of these universities or for any other general or specified purpose. He added that the Attorney General's view is that since the word 'maintenance' has been omitted from clause (c), it is presumed that this was done by Parliament deliberately and not inadvertently. Therefore 'maintenance grant' whatever that may mean cannot be given to those universities which come under clause (c) of Section 12. He, further, stated that the use of words 'any other general or specified purpose' does not obliterate the difference between the language used in clause (b) or (c) because if it is held that maintenance grants are included in these words 'for any other general or specified purpose' occurring in clause (c), then the difference between the language of the two clauses loses all significance. A copy of the opinion of the Attorney General on the subject is enclosed as Appendix II.

The representative of the Ministry of Education has stated that for raising the pay scale of university teachers, the University Grants Commission has been giving grants to State universities for 5 years. When it was put to him that such a grant should be more in the nature of maintenance rather than development, he explained that the basis on which the University Grants Commission and Ministry in certain cases, had categorized this as a development grant was as follows:—

"It is for developing a certain activity that posts are created; for example, the one instance that was given by my colleague in the Ministry of Law. A new activity is started. It requires equipment; it requires staff in order to bring it up. Once that has established—and generally the period laid down for that purpose is 5 years—then it becomes a maintenance of a certain activity. But until it has been developed, it would be quite proper to categorise it as a development expenditure. It is on that basis that the grants given for recurring expenditure also have been included in the plan expenditure and, therefore, regarded as developmental expenditure. Even the Five Year Plans are formulated on that basis. The basis given by the Planning Commission is that for maintenance of the existing activity whatever is required is regular maintenance expenditure, but for developing certain things, further recurring expenditure is to be incurred on staff, that is a developmental expenditure.

The staff that is appointed for the purpose of developmental activities in educational institutions is naturally going to stabilise at a certain level and will continue for ever. But it has been assumed that a period of 5 years is about the time that it takes to develop an activity and stabilise it. It stabilises at a certain level. Then it becomes maintenance expenditure."

It has been admitted by the representative of the Ministry of Law during evidence that the dividing line between 'maintenance' and 'development' expenditure is very thin. The Committee feel that there may be objections that some of the grants which have so long been given by the University Grants Commission to State universities or 'institutions deemed to be universities' should be considered to be maintenance grants and not development grants. They are glad to know that the Ministry of Education propose to amend the University Grants Commission Act to avoid the legal difficulty in University Grants Commission giving such grants to State universities and 'institutions deemed to be universities'. The Committee hope that the proposed amendment will bring out the intention of Government in a clear and precise language.

Collaboration between Ministry of Education and U.G.C.

9. Another function of the University Grants Commission as provided in Section 12(g) of the University Grants Commission Act is to advise the Central Government or any State Govt. or University on any question which may be referred to the Commission by the Central Govt. or the State Govt. or the University, as the case may be. In this connection the Committee have been informed that so far as the Central Government is concerned, it has been stated that the University Grants Commission and the Ministry of Education function in close collaboration with each other and all matters of academic interest and relating to the Universities in general and Central Universities, 'deemed universities' and the Delhi Colleges in particular are referred for advice to the University Grants Commission whenever considered necessary. The advice of the Commission in all such matters is invariably accepted by the Government.

Power of inspections

10. Section 13 of the University Grants Commission Act provides that for the purpose of ascertaining the financial needs of a university or its standards of teaching, examination and research, the Commission may, after consultation with the University, cause an inspection of any department or departments thereof to be made in such manner

as may be prescribed and by such person or persons as it may direct. The Commission shall, however, communicate to the university the date on which such inspection is to be made and the university shall be entitled to be associated with the inspection in such a manner as may be prescribed. It is also provided that the Commission shall communicate to the university its views in regard to the results of any such inspection and may after ascertaining the opinion of the university recommend to the university the action to be taken as a result of such inspection.

Powers of inspection and withholding of grants not utilised

11. Section 14 of the Act authorises the Commission to withhold grants if any university fails within a reasonable time to comply with any recommendation made by the Commission.

The Committee of Members of Parliament (Sapru Committee) has stated that:

“there is no doubt that the financial powers as also those of inspection which the Commission possesses, vest it with great authority over the universities of this country. They can, if wisely utilised, help to ensure co-ordination and determination of standards such as no legislative enactment administered by a Ministerial Wing of the Government can do.”

Powers of inspection and withholding of grants not utilised

12. The representative of the University Grants Commission stated during evidence that:

“Inspection is resorted to only when there is something seriously wrong with the university. We do not want to upset the whole academic atmosphere of the university.....so many social and other factors have to be taken into account when an inspection is resorted to. It is the last resort.”

* * * * *

“We consider that it (exercise of powers conferred under Section 14 i.e., withholding of grants) is an extreme step and it will cause quite a lot of flutter and heart burning among the students and teachers.”

* * * * *

“In only one case so far the Commission told the University that if their university's certificates on the progress report was not forthcoming regularly, it would be difficult for

us to give the further instalments of grants. They were willing to send whatever material they had and so no further action was taken."

The Committee, however, regret to note that the University Grants Commission has neither so far carried out any inspection of any department or departments of any university under Section 13(1) of the U.G.C. Act, 1956, nor has the power conferred on the University Grants Commission for withholding of grants under Section 14 been exercised so far. The Committee are surprised to note the lenient attitude of the University Grants Commission in this matter. They feel certain that if the aforesaid sections had come into play, development schemes in some of the universities would not have been delayed so much as has been pointed out by the Committee in Chapter III. It is of the utmost importance that the Commission should exercise its legitimate powers effectively if standards are to be maintained and improved.

Rules and Regulations

13. Sections 25 and 26 of the University Grants Commission Act provide for making of rules and regulations to carry out the purposes of that Act and are as under:

- '25. (1) The Central Government may, by notification in the official Gazette, make rules to carry out the purposes of this Act.
- (2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—
- (a) the procedure for the retirement of members under Section 6;
 - (b) the disqualification for continuing as a member of the Commission;
 - (c) the terms and conditions of service of members of the Commission;
 - (d) the terms and conditions of service of employees appointed by the Commission;
 - (e) the additional functions which may be performed by the Commission under clause (j) of Section 12;
 - (f) the returns and information which are to be furnished by universities in respect of their financial position or

standards of teaching and examination maintained therein;

- (g) the inspection of universities;
 - (h) the form and manner in which the budget and reports are to be prepared by the Commission;
 - (i) the manner in which the accounts of the Commission are to be maintained;
 - (j) the form and manner in which returns or other information are to be furnished by the Commission to the Central Government;
 - (k) any other matter which has to be or may be prescribed.
- (3) All rules made under this section shall, as soon as possible after they are made, be laid before both Houses of Parliament.
26. (1) The Commission may make regulations consistent with this Act and the rules made thereunder:—
- (a) regulating the meeting of the Commission and the procedure for conducting business thereat;
 - (b) regulating the manner in which and the purposes for which persons may be associated with the Commission under Section 9;
 - (c) specifying the terms and conditions of service of the employees appointed by the Commission;
 - (d) specifying the institutions or class of institutions which may be recognised by the Commission under clause (f) of Section 2;
 - (e) defining the qualifications that should ordinarily be required of any person to be appointed to the teaching staff of the university, having regard to the branch of education in which he is expected to give instruction;
 - (f) defining the minimum standards of instruction for the grant of any degree by any university;
 - (g) regulating the maintenance of standards and the co-ordination of work or facilities in universities.
- (2) No regulation shall be made under clause (a) or clause (b) or clause (c) or clause (d) of sub-Section (1) except with the previous approval of the Central Government."

The Committee are informed that rules and regulations have so far been made on the following sub-section of Sections 25 and 26:

Section 25(2) (a) (b) (c) (d) (g) (h) (i) & (j).

Section 26(1) (a) and (d).

The Committee note that Rules and Regulations for other sub-Sections of Sections 25 and 26 have not been framed even though these sub-Sections relate to some important matters such as the returns and information which are to be furnished by universities in respect of their financial position or standards of teaching and examination maintained therein, defining the minimum standards of instruction for the grant of any degree by any university, regulating the maintenance of standards and the co-ordination of work or facilities in universities. The Committee consider that rules and regulations on these important sub-Sections are essential for fulfilling the main purpose of setting up the University Grants Commission, *i. e.* co-ordination and determination of standards in Universities. The Committee need hardly stress the urgency of making rules and regulations on these important sub-Sections and suggest that the Ministry of Education should ensure that such rules and regulations are framed early.

E. Method of working

Visiting and Expert Committees:

14. The Committee are given to understand that the principal objective of the Commission to co-ordinate and determine standards has been discharged mainly through Visiting Committees going to the universities and examining their present status, their needs etc. and reporting back to the Commission. The Commission on the basis of such reports makes allocations of grants in order that the universities might be developed and they should be enabled through this means to maintain the desirable standards. Visiting Committees are usually appointed at the beginning of the Five Year Plan or whenever a big developmental programme of a university has to be examined.

In addition to that, certain problems are taken up by the Commission and expert committees are appointed by the Commission to look into these problems and advise the Commission so that it might take action that might relate to several universities at the same time for bringing about the improvement of standards and also for developing certain specialised subjects in the universities which are capable of undertaking such tasks.

The Committee are further given to understand that various committees, visiting committees, expert committees and any *ad hoc* committee or even officers who visit, report to the Commission from time to time and on the basis of such reports the full body of the Commission takes the decision. While considering the reports of such committees, the Commission also discusses the question of co-ordination and determination of standards in universities. So far as co-ordination, determination of standards and promotion of other academic standards are concerned, it is certainly a matter for the whole Commission to consider and take a decision.

The Commission has no direct say in the administration of State universities and has to respect the law under which these universities have been established. However, the Commission provides assistance to the universities for setting up a unit to supply information to the University Grants Commission asked for from the universities from time to time. For this purpose the Commission is providing grant not exceeding Rs. 6000 per annum or the actual expenditure incurred by the university on the appointment of additional staff for the Third Plan period. With regard to educational standards and duration of courses, the Commission advises the State universities by drawing their attention to the reports of Expert Committees and through other communications on various academic issues referred to the University Grants Commission. It has been stated that the assistance provided to the universities for developmental programmes take care of a number of requirements involving maintenance and development of educational standards in the universities. The duration of the courses is the academic responsibility of the universities and the Commission gives advice to universities whenever it is asked for.

The Committee are of the view that the agencies and methods through which the University Grants Commission has been trying to effect co-ordination and determination of standards in the universities require improvement. They feel that regular inspections of universities under Section 13 should help both the process of co-ordination and maintenance of standards.

F. Organisation of Universities

15. The Committee are informed that the administrative set up of all the universities in India is generally of the same pattern. The pattern was set forth by the Universities of Calcutta, Bombay and Madras, hundred years ago. Certain variations developed historically

with the establishment for residential, unitary and federal universities with affiliating universities having a different pattern.

Report of the Committee on Model Act for universities:

16. It is stated that the Ministry of Education appointed in December, 1961 a committee under the chairmanship of Dr. D. S. Kothari, Chairman, University Grants Commission to consider broadly the organisational structure of the universities in India and to prepare the outline of a Model Act suited to their role and functions in the present context of our fast developing society. Report of this Committee was submitted to Government in January, 1965. This Committee indicated new pattern for the administrative set up for different universities.

It is stated that copies of the Report of the Committee on Model Act for universities were sent in April, 1965 to the State Governments and the universities for suitable action and for comments, if any. It is also contended that as Education is a State subject it is for the State Governments to consider the recommendations made in the report and implement them. So far as the Central Government is concerned, the recommendations of the Committee are stated to have been and will be taken into consideration while amending the Acts of the Central Universities and University Grants Commission.

The Committee suggest that the Central Government should give a lead by implementing the recommendations of the Model Act Committee in the Central Universities. They hope that in the case of the Banaras Hindu University and Aligarh Muslim University whose Acts are under discussion for amendment, the Model Act will be taken into consideration while finalising the amendments.

The Committee feel that the Central Government should without any further delay, take some effective steps to elicit the reactions of the universities and of the State Governments to the Model Act and then try to persuade them to give effect to the provisions of the Act with necessary local variations.

Appointment of Vice-Chancellors:

17. One of the most important recommendations made in the Report of the Committee on Model Act for Universities is with regard to the appointment of Vice-Chancellors. This is what the Committee has said:—

“Wherever may be the mode of appointment of a Vice-Chancellor, the main object should be to choose the best person

available. Ordinarily a Vice-Chancellor should be a distinguished educationist or eminent scholar in any of the academic disciplines or professions and have a high standing in his field and adequate administrative experience."

The Committee note that the Committee on Standards of University Education appointed by the University Grants Commission in August, 1961 (the report submitted to Government in 1965) has also discussed this aspect of university education. That committee has observed:—

"It is not a secret that in several States the Vice-Chancellorship of a university has become a matter of patronage or reward for services rendered or anticipated. We do not want to suggest any particular method of appointing the Vice-Chancellor as the right one, but the position has to be accepted that the first condition of ensuring the proper administration of a university is by appointing an able and academically minded Vice-Chancellor, preferably from the Universities, as the head of the university and then to see that he is given full support, authority and scope to do his work. Even when the first condition is satisfied, the second condition is not always fulfilled, as situations are created where the Vice-Chancellor is powerless to act according to his judgment, and is reduced to an ineffective and even pitiable figure head."

A list of Vice-Chancellors of various universities as in November, 1965 is given in Appendix III.

The Vice-Chancellor is the most important functionary in a university, not only on the administrative side, but also for securing the right academic atmosphere for the teachers and the students to do their work efficiently and in the right spirit. He is the chief academic and executive officer of the university. The Committee feel concerned over the present tendency of appointing more and more non-educationists as Vice-Chancellors of universities, both Central and State. They also note with regret that Government from time to time appoint Vice-Chancellors in other *ad hoc* Commissions, Committees and other assignments outside the university which take away their valuable time and create diversion for them. The Committee are strongly of the view that a Vice-Chancellor should

be a distinguished educationist or scholar with administrative experience or a person with distinguished public life and an education-oriented outlook. This key office should not be a matter of patronage.

G. State University Grants Committee/Commission etc.

Existing State University Grants Committee/Commission:

18. The Committee are informed that there is a State University Grants Committee in Uttar Pradesh and a State University Commission in Bihar. The representative of the Ministry of Education stated that the Central Government was not consulted before setting up the State University Grants Committee in Uttar Pradesh. In respect of State University Commission in Bihar, there was a reference, because in their constitution, they had suggested that a nominee of the University Grants Commission should also be there.

The representative of the University Grants Commission has informed the Committee that the nominee of the University Grants Commission nominated on the Bihar University Commission in the beginning had resigned due to some difficulties. Since then, the the University Grants Commission has communicated to the Government that it may not be necessary for the University Grants Commission to appoint another person at any rate for the present.

The Committee are informed that these State bodies are administrative devices of the State Government. Their functions are different from those of the University Grants Commission at the Centre. The representative of the University Grants Commission stated during evidence—

“to the extent the University education is a State subject, the State may think of various administrative devices for the purpose of carrying out its obligations.”

He added that—

“the University Grants Commission have not found any particular use for those institutions . . . We (University Grants Commission) are certainly entitled to give grants to the colleges and universities.”

University Service Commission in Bihar:

19. The Committee are also informed that Bihar State has set up a University Service Commission as well with effect from 1st March, 1962. The functions of the University Service Commission are to

make recommendations for appointments, dismissals, removals, termination of services or reduction in the rank of teachers of affiliated colleges other than Government colleges. All the appointments, dismissals, removals etc. are to be made by the governing body of college on the recommendation of the University Service Commission with the approval of the University excepting that for short period appointments of less than six months, consultation with the Commission is not necessary. In the matter of dismissals, removals, termination of services or reduction in rank, the recommendation of the Commission is binding on the governing body.

The University Grants Commission is stated to be not in favour of establishment of such centralised bodies for this purpose in the interest of academic freedom. It is also stated that this is a matter which lies within the exclusive jurisdiction of the University and the University Grants Commission does not interfere in such matters, except to bring to the notice of the universities that highest academic standard must be maintained while making recruitment to the teaching post.

In this respect, the Committee on 'Model Act for Universities' appointed by the Ministry of Education in 1964 has recommended as under:

"In some States, University Grants Commission|Committee have been established. If these are to make a useful and effective contribution to higher education the entire question would need careful consideration by the competent authorities, perhaps in consultation with the University Grants Commission."

The Committee are in full agreement with the above recommendation and suggest that the University Grants Commission should pursue the matter with the State Governments. The Committee further suggest that the organisation of the existing University Grants Committees in the States may be reviewed by the University Grants Commission so that necessary remedial steps may be taken.

H. Inter-University Board

Establishment of Inter-University Board:

20. The first conference of the Vice-Chancellors of Indian Universities was held in Simla in May, 1924. As a result of the recommendations of this Conference the Inter-University Board of India was set up by Resolution No. XI. At the time of its inception, India,

Ceylon and Burma were the members. Ceylon is still continuing and at the last meeting of the Board the name was changed to Inter-University Board of India and Ceylon.

The Committee are informed that 47 Indian Universities, 2 Universities in Ceylon and 5 Indian Institutes of Technology are members of the Board. Besides, 3* institutions which are "deemed to be universities" are Associate members of the Board. Its present President is Dr. C. P. Ramaswamy Iyer. There is a Standing Committee of 10 members elected by the Board. The Committee note that some of the universities are not members of the Board. In the opinion of the Committee, it will be desirable if all the universities join the Inter-University Board which provides a useful forum for exchange of notes among Vice-Chancellors and discussion of common problems.

Functions:

21. The functions assigned to the Board by Resolution No. XI adopted by the Conference of Indian Universities held in May, 1924 are given below:—

- (a) to act as an Inter-University organisation and Bureau of information;
- (b) to facilitate exchange of professors among the Universities;
- (c) to serve as an authorised channel of communication and facilitate co-ordination of university work;
- (d) to appoint or recommend, where necessary, a common representative of India at an Inter-national Conference on Higher Education;
- (e) to assist Indian Universities in obtaining recognition for their degrees diplomas and examinations in other universities;
- (f) to act as an Appointments Bureau for Indian universities; and
- (g) to fulfil such other duties as may be assigned to it from time to time by the Indian universities.

* (i) Indian Agricultural Research Institute;

(ii) Indian School of International Studies;

(iii) Birla Institute of Technology and Science, Pilani.

The Board gets an Annual Maintenance Grant of Rs. 32,000 from Govt. Admission and Membership fee are also charged by the Board from the Universities.

Some of the important decisions taken at the recent meetings of the Board are—introduction of compulsory National Cadet Corps training of University students in India, acceleration of engineering and medical courses to meet the increased demand for engineers and doctors owing to national emergency, publication of the journal 'University News' as a monthly w.e.f. January, 1966 etc.

Universities not admitted to the Board:

22. The Committee are informed that the following three Universities have not been admitted to the Board on the basis of the reports of the Visiting Committees appointed to visit the universities:

- (1) Ranchi University.
- (2) Bhagalpur University, and
- (3) Magadh University.

The resolution adopted by the Board on the question and arrived at on the basis of the Reports of the Visiting Committee, is reproduced below:—

Resolution No. 1 of the 38th annual meeting.

"Resolved that in view of certain features in the statute governing universities in Bihar which did not appear to be conducive to the efficient development of proper academic atmosphere, the Board would like to watch the working of Ranchi, Bhagalpur and Magadh universities for some more years before admitting them to the membership of the Board."

Resolution No. 2(6) of the 40th annual meeting.

"Resolved that in view of certain features in the statutes governing universities in Bihar which restrict the freedom of the universities in academic and administrative matters as well as in several other aspects as indicated in the Report of the Visiting Committee of the Board, which do not appear to be conducive to the development of proper academic atmosphere and standards, the Board would like to watch the working of Bhagalpur and Magadh universities for some more years before admitting them to the membership of the Board."

Co-ordination between UGC and Inter University Board.

23. As regards the co-ordination between the University Grants Commission and Inter-University Board, the representative of the University Grants Commission stated as under:—

“Whenever considered necessary information is exchanged between the University Grants Commission and the Inter University Board on such matters as are of mutual interest. Besides at informal talks and also at the annual conference representatives of the University Grants Commission at the senior Officer level are invited to participate in the discussions when questions relating to University Grants Commission or matters concerning University Grants Commission are raised in the conference.”

The Committee feel that though more or less an informal association, the Inter-University Board has been discharging important functions not only as a common forum for all the Universities, but also an agency to enforce some standard and code among the Universities. The Committee hope that close co-ordination between the University Grants Commission and Inter-University Board will continue to be maintained and full use will be made by the University Grants Commission of the forum provided by the Inter-University Board for exchange of notes amongst the Vice-Chancellors and for improving the standard, discipline and administration of the Universities. The Committee suggest that the feasibility of giving the Inter-University Board a formal status may be examined.

I. Conferences of Vice-Chancellors and Principals of Colleges

Conferences of Vice-Chancellors

24. The Committee are informed that the conferences of Vice-Chancellors are convened as and when found necessary. Such a conference was held in October, 1962. There was a combined conference of State Education Ministers' and Vice-Chancellors of Universities in November, 1963. No conference of Vice-Chancellors was held in 1964. Such conferences are mostly convened by the Ministry of Education. In 1962, the Chairman of the University Grants Commission and the Ministry jointly sponsored and convened a conference. There is no set pattern. It depends upon the subjects to be discussed. The representative of the Ministry of Education has informed the Committee that there is no regular body of Vice-Chancellors which can evolve some prescribed procedure for this purpose unlike the Inter-University Board.

Asked to state the necessity of convening conferences of Vice-Chancellors when Inter-University Board is there, the representative of the Ministry has stated that the Inter-University Board does not have all the Vice-Chancellors in it as members. So, some Vice-Chancellors will be precluded from participating in the discussion which will not be the case if it is a conference of Vice-Chancellors. He has added that whenever there are important problems which ought to be discussed with all the Vice-Chancellors, a conference is convened. Other matters are dealt with by the Inter-University Board, like the matters of mutual interest between the Universities.

Conferences of Principals of Colleges

25. The Committee are also informed that one conference of Principals of colleges was also convened by the University Grants Commission in May 1964 to discuss problems relating to collegiate education. In regard to the selection of principals, the University Grants Commission requested the Universities to nominate principals in relation to the number of affiliated colleges of the University. No University was to nominate more than three principals. 63 principals representing various universities attended this conference. Members of the University Grants Commission committee on colleges, some members of the Commission, representatives of the Planning Commission and the Ministry of Education also joined the deliberations. The representative of the University Grants Commission stated during evidence that there were mainly three problems that were placed before the conference of the principals. One was improvement of collegiate education which naturally involved the question of standards; the second was the welfare programmes of students and teachers and the third was in regard to the most agitating problem namely the condition of affiliation and grant-in-aid rules for colleges.

Asked to state the necessity of holding such conferences of Vice-Chancellors and principals the representative of the Ministry stated that:

“We have been lately thinking that these conferences play a useful purpose and we might have them annually or every second year to get an exchange of views.”

The Committee consider that the Conference of Vice-Chancellors has a useful role to play. They suggest that it should be convened periodically for discussing important academic problems. Besides meeting at conferences, the Vice-Chancellors may also discuss common problems through correspondence.

The Committee also consider that the Conference of Principals on regional or university or State basis may be of great use in the discussion of common problems including standard of teaching, discipline, students amenities, finance, etc. They suggest that the Conference of Principals on an all-India basis should be convened once in two years and the conferences on regional or State or university basis should be convened more frequently.

CHAPTER II

DEVELOPMENT OF HIGHER EDUCATION

A. Enrolment of Students

Rapid growth of University enrolment

26. After independence there has been a remarkable increase in higher education in the country. The number of scholars in our institutions of higher education (universities and colleges) is given below:—

Year	Total enrolment*	Increase over preceding year	Percentage increase
1953-54	5,80,218	..	..
1954-55	6,51,479	71,261	12.3
1955-56	7,12,697	61,218	9.4
1956-57	7,69,468	56,771	8.0
1957-58	8,27,341	57,873	7.5
1958-59	9,28,622	1,01,281	12.2
1959-60	9,97,137	68,515	7.4
1960-61	10,34,934	37,797	3.8
1961-62	11,55,380	1,20,446	11.6
1962-63	12,72,666	1,17,286	10.2
1963-64	13,84,697	1,12,031	8.8
1964-65	15,28,227	1,43,530	10.4

*Inclusive of the enrolment in institutions under Boards of Intermediate Education.

The Committee note that the total enrolment of students in the universities and colleges including students of Intermediate Boards has increased from 6,51,479 in 1954-55 to 15,28,227 in 1964-65. The total enrolment has more than doubled over a period of 10 years.

Faculty-wise distribution of students

27. The faculty-wise distribution of students enrolled in various universities during each of the last three years is as under:—

Faculty	1962-63	Per-centage	1963-64	Per-centage	1964-65	Per-centage
Arts	5,35,291	42·1	5,79,049	41·8	6,41,186	42·0
Science	3,90,174	30·7	4,35,925	31·5	4,78,702	31·3
Commerce	1,21,971	9·6	1,30,578	9·4	1,47,789	9·7
Education	25,638	2·0	26,727	1·9	29,528	1·9
Engineering & Technology	68,589	5·4	73,015	5·3	78,114	5·1
Medicine	49,546	3·9	54,708	4·0	61,742	4·0
Agriculture	38,837	3·0	41,116	3·0	44,228	2·9
Vet Science	5,524	0·4	5,624	0·4	5,711	0·4
Law	28,944	2·3	29,571	2·1	32,000	2·1
Other	8,152	0·6	8,384	0·6	9,227	0·6
TOTAL	12,72,666	100·0	13,84,697	100·0	15,28,227	100·0

NOTE : The figures are inclusive of enrolment in Board of Intermediate Education in Uttar Pradesh.

It is revealed from the above table that though there has been increase in the number of students enrolled in various faculties, including science and technology, the percentage enrolment in various faculties has almost remained the same. In this connection, the representative of the Ministry of Education stated during evidence—

“So far as technology is concerned, we are relating them (students to be enrolled in the Fourth Plan) to the actual personnel requirements in the Fifth Plan. We have not worked out what percentage it will be of the total. So far as Science is concerned, the overall policy is to increase the present percentage, which is about 35, to anywhere between 40 and 45, the target being 45, but the achievement will depend upon what resources are made available to us for the Fourth Plan, because science requires much more money.”

In this context, the Committee would like to quote the views of Prof. D. S. Kothari, Chairman, University Grants Commission expressed by him at the convocation address of Jadavpur University on the 4th January, 1965:—

“In our pattern of education though there has been considerable expansion in engineering and technology, yet they still have not attained, either in number and more so in quality, the level that they should reach if we are to meet properly the national needs. If we take a group of 10 students selected at random, six out of them would be in arts and commerce, three in science and only one would account for engineering, medicine and agriculture as against in the U.K. out of 10 students, four would be in arts and commerce and two each in science, technology and medicine. In spite of the fact that our demands for development in agriculture are extremely pressing, the proportion of students doing agriculture in India is not more than what it is so in the U.K.”

The Committee feel that there is an urgent need to increase the percentage enrolment in the Faculties of science, technology, medicine and agriculture in the universities and other institutions of higher learning, keeping in view the scientific manpower assessment for the 4th, 5th and 6th Plans. They hope that earnest measures will be taken to increase teaching facilities in these subjects in the universities, colleges and other research institutions so that trained manpower is available to meet the needs of the planned economic development of the country. Experience shows that only 5 or 6 years after the creation of necessary facilities, trained personnel become available.

Rate of Increase of University students

28. The Committee are given to understand that the number of students in various universities has been increasing at the rate of just over 10 per cent every year. The increase in the enrolment has not however been accompanied by commensurate enhancement of physical and other facilities in the universities. It is doubtful whether this position could be improved appreciably in the near future. The problem of increasing number has been engaging the serious attention of the University Grants Commission as such increase has a bearing on the standards of education. It is stated that the increase in the population of the country will of course be reflected to some extent in the number of students seeking admission to universities and colleges, but the rate of increase of university students is about five times that of the increase in population.

Measures to be taken to meet the rush of students

29. It is stated that only about half of the students who appear at the matriculation or equivalent examination qualify and about 50 per cent of them seek the benefits of higher education. As regards the measures to be taken to meet the rush of students in the universities, the University Grants Commission have made the following suggestion in their Annual Report 1962-63:

“It would be desirable if a reasonable proportion of these students seek other avenues of vocational education. Some of them who are keen to continue their education may be encouraged to do so at leisure through correspondence courses or in evening classes. One solution for increasing numbers appears to be diverting students to certificate and diploma courses of a variety of types in relation to the needs of trained manpower for our economy. Proper selection of students for university education and proper guidance to them in the selection of courses would also be desirable.”

The Committee learn that the University Grants Commission Committee on standards of university education in India has in its Report dealt with the policy of admission of students in universities in detail and made a number of recommendations which are summarised below:—

- “(a) In the interest standards, it is of the utmost importance to adopt a bold and imaginative policy in respect of admission of students to university courses. Current practices lead to a great many students, who are neither emotionally nor intellectually prepared for higher education, entering the universities.
- (b) There are several ways in which a more careful selection of students could be made such as approving only such students as have secured a fairly high percentage of marks at the school examinations or special weightage being given to marks in important subjects like languages and mathematics. A consideration of their cumulative record at school or a *viva voce* or written test is also desirable. Each university will have to identify by investigation over a number of years the particular method or combination of methods which is likely to yield the best results.

- (c) We should provide for alternative training programmes for those who are not admitted to the universities but possess the necessary aptitude for vocational training. Existing facilities in this regard need further expansion and improvement.
- (d) The school system should contain a number of terminal points from which students could be diverted to technical and vocational courses and removed from the passage to the university.
- (e) Another solution consists in a large scale expansion of facilities for correspondence courses, part-time courses etc. It will also be desirable to institute two streams of undergraduate education—a pass as well as an honours. Admission to the honours course will have to be limited to the intellectually abler students, with provision for shifting students from the pass to the honours courses and *vice versa* according to their aptitude and ability.
- (f) Some have commended the setting up of central institutions of higher education in different parts of the country, where admissions could be strictly controlled and based exclusively on merit.
- (g) Universities should agree on the minimum age for entrance to the degree course. It would be desirable to have 17 plus as the minimum age but as a first step, a minimum of 16 plus may be prescribed.
- (h) Universities should also agree on the core subjects required for admission to degree courses. All students who aspire to enter the university should have an adequate grounding in Science, Mathematics, History and Geography, apart from languages. Universities should further demand a fairly high standard of English for entrants."

The Committee hope that in the light of observations of the University Grants Commission and recommendations made by the Standards Committee mentioned above, a sound admission policy will be worked out and pursued.

The Committee suggest that effective steps should be taken towards diversification of courses at the secondary stage so that at least 40 per cent to 50 per cent of students could go for some vocational or technical training or on some apprenticeship schemes, thereby relieving pressure of admission universities and colleges.

B. New Universities

Increase in number of universities during recent years

30. The Committee are informed that alongwith the rapid growth of university enrolment in recent years the number of universities has also increased considerably. The number of universities which were functioning during the last four years is as under:—

	<i>No. of Universities</i>
1961-62	46
1962-63	54
1963-64	55
1964-65	62

The State-wise distribution of these Universities is given below:—

State	<i>No. of Universities</i>
Andhra	4
Assam	1
Bihar	6
Gujarat	3
Jammu and Kashmir	1
Kerala	1
Madhya Pradesh	8
Madras	2
Maharashtra	6
Mysore	4
Orissa	2
Punjab	4
Rajasthan	3
Uttar Pradesh	9
West Bengal	7
Delhi	1
Total	62

The Committee understand that the question of establishing new universities in the country has been engaging attention of the University Grants Commission for quite some-time. The Commission has expressed the view that before a new university is established, it would be advisable for the State Government to prepare a per-

spective Plan of 5-10 years in consultation with the University Grants Commission indicating the requirements of the area for higher education and the facilities already in existence.

It is stated that the Committee set up by the University Grants Commission for the establishment of new universities during the Third Plan in its report has pointed out that the establishment of a new university with faculties of Arts, Science and Social Sciences is likely to require a capital investment of at least Rs. 2 crores spread over a period of 3 to 5 years. This does not, however, include the cost of land, which should be about 200 to 400 acres in area. The maintenance expenditure for a university with a student population of the order of 10,000 is estimated at about Rs. 50 lakhs per year. Additional recurring and non-recurring expenditure would be required in the case of Engineering, Medical and other professional faculties. That Committee had also pointed out that generally, it would cost less to expand the existing facilities in a university than to establish a new university.

New Universities suggested by Committee on establishment of new Universities

31. The Committee on establishment of the new universities during the Third Plan set up by the University Grants Commission in 1961 in its interim report had recommended that the following six universities only might be set up during the Third Plan period:

1. Indore University in Madhya Pradesh.
2. Jodhpur University in Rajasthan.
3. Kolhapur University in Maharashtra.
4. Bangalore University in Mysore.
5. New University in Andhra Pradesh; and
6. Federal University in Madras or Madurai in Madras State.

New Universities set up during the Third Plan

32. The Committee are informed that the recommendations of the Committee were accepted by the University Grants Commission and communicated to the Government of India which in turn forwarded the report of the Committee to the State Governments. Actually, however, as many as 18 new universities have been set up during the Third Plan period as indicated below:—

- (1) K.S. Darbhanga Sanskrit Vishwavidyalaya,
Darbhanga.

(2) Punjab Agricultural University, Ludhiana.	1962
(3) Punjabi University, Patiala.	1962
(4) Orissa University of Agriculture and Technology, Bhubaneswar.	1962
(5) North Bengal University, Silliguri.	1962
(6) Rabindra Bharati, Calcutta.	1962
(7) Magadh University, Gaya.	1962
(8) Jodhpur University, Jodhpur.	1962
(9) Udaipur University.	1962
(10) Shivaji University, Kolhapur.	1962
(11) Indore University, Indore.	1964
(12) Jiwaji University, Gwalior.	1964
(13) Ravi Shankar University, Raipur.	1964
(14) University of Agricultural Sciences, Hebbal, Bangalore.	1964
(15) Andhra Pradesh Agricultural University, Hyderabad.	1964
(16) Jawahar Lal Nehru Krishi Vishwavidyalaya, Jabalpur.	1964
(17) Bangalore University.	1964
(18) Dibrugarh University, Dibrugarh.	1965

The representative of the University Grants Commission has informed the Committee that the function of the Commission in regard to setting up of new universities in the States has been defined by Section 12(f) of the University Grants Commission Act which is only to advise any authority if such advice is asked for on the establishment of a new university or any proposal connected with the expansion of activities of any university. The Commission gives advice to the States only when it is asked for.

Universities established without consulting UGC

33. He added that since the passing of the University Grants Commission Act in November, 1956, the following universities were established by the State Governments without consulting the University Grants Commission.

- (1) Varanaseya Sanskrit Vishwavidyalaya.
- (2) Marathwada University.
- (3) K. S. Darbhanga Sanskrit Vishwavidyalaya.

- (4) U.P. Agricultural University.
- (5) Udaipur University (as Agricultural University).
- (6) Andhra Pradesh Agricultural University.

The Committee learn that in the following cases, the State Governments consulted the University Grants Commission but the Commission either did not agree to the establishment of the university or the matter was under consideration of the Commission and the State Government went ahead with the establishment of the University:

- (1) Bhagalpur University.
- (2) Punjab Agricultural University, Ludhiana.
- (3) Rabindra Bharati, Calcutta.
- (4) Orissa University of Agriculture and Technology, Bhubaneswar.
- (5) University of Agricultural Sciences, Hebbal, Bangalore.
- (6) Jawahar Lal Nehru Krishi Vishvavidyalaya, Jabalpur.

Asked to state the attitude of the University Grants Commission in regard to those universities which have been established without the consultation of the University Grants Commission, the representative of the Commission stated that:

“They find it difficult to convince us; but then if they are establishing universities under the Act, they can ask for grants from the University Grants Commission because they are established by the State Legislature. To that extent we have to give grant, because, we have to think of students. They should not be at a disadvantage compared with students of other universities, so we have to think of the teachers, and salaries and standards.

* * * * *

We however tell the State Governments that since this was not included in the plan period, it will be difficult for the University Grants Commission to give any grant during the current plan period. When in the next plan the provision is made, then the grants will be given by the University Grants Commission.

Enrolment of students in universities

34. The Committee note from the following table that the enrolment of students in some of the new universities is quite meagre:

University Enrolment: 1964-65

Sl. No.	University	Total Enrolment	Enrolment U.T.D.*	Enrolment Affl. Coll.
1	2	3	4	5
1.	Agra	62,512	410	62,102
2.	Aligarh	5,298	5,298	..
3.	Allahabad	9,988	6,970	3,018
4.	Andhra	33,757	2,918	30,839
5.	Andhra Pradesh Agri. University	1,945	1,945	..
6.	Annamalai	3,928	3,928	..
7.	Banaras	8,967	8,049	918
8.	Bangalore	18,084	1,050	17,034
9.	Baroda	11,961	11,961	..
10.	Bhagalpur	22,451	5,100	17,351
11.	Bihar	31,775	7,308	24,467
12.	Bombay	58,606	2,133	56,473
13.	Burdwan	26,903	832	26,071
14.	Calcutta	1,36,243	9,403	1,26,840
15.	Delhi	30,431	6,249	24,182
16.	Gauhati	48,197	2,091	46,106
17.	Gorakhpur	17,206	3,620	13,586
18.	Gujarat	63,835	840	62,995
19.	Indira Kala Sangit Vishvavidyalaya	96	96	..
20.	Indore	11,438	..	11,438
21.	Jabalpur	12,434	253	12,181
22.	Jadavpur	4,221	4,165	56
23.	Jammu & Kashmir	13,023	572	12,451
24.	Jawaharlal Nehru Krishi Vishvavidyalaya	2,342	2,342	..
25.	Jiwaji	12,858	..	12,858
26.	Jodhpur	6,962	6,773	199
27.	Kalyani	856	856	..

*U.T.D.—University Teaching Departments/University Colleges.

1	2	3	4	5
28.	K. S. Darbhanga Sanskrit Visva- vidyalaya	No information.		
29.	Karnatak	24,755	2,941	21,814
30.	Kerala	83,452	470	82,982
31.	Kurukshetra	1,561	1,561	..
32.	Lucknow	16,326	9,514	6,812
33.	Madras	84,350	1,102	83,248
34.	Magadh	24,791	6,270	18,521
35.	Marathwada	11,990	672	11,318
36.	Mysore	28,837	2,826	26,011
37.	Nagpur	40,481	1,515	38,966
38.	North Bengal	10,175	294	9,881
39.	Orissa University of Agri- culture & Technology	1,229	1,229	..
40.	Osmania	30,122	12,482	17,640
41.	Punjab	71,746	5,231	66,515
42.	Patna	11,674	11,674	..
43.	Poona	30,638	747	29,891
44.	Panjab Agricultural	1,757	1,757	..
45.	Panjabi	4,766	225	4,541
46.	Rabindra Bharati	200	200	..
47.	Rajasthan	29,504	6,266	23,238
48.	Ranchi	23,212	5,981	17,231
49.	Ravishankar	11,911	..	11,911
50.	Roorkee	2,168	2,168	..
51.	S.V. Vidyapeeth	7,991	665	7,326
52.	Saugar	19,663	2,729	16,934
53.	S.N.D.T. Women's	4,640	2,553	2,087
54.	Shivaji	19,979	63	19,916
55.	Sri Venketeswara	12,867	1,154	11,713
56.	Udaipur	4,125	2,985	1,140
57.	Utkal	25,973	3,995	21,978
58.	U.P. Agricultural University	1,030	1,030	..
59.	Varanaseya Sanskrit Vishwa- vidyalaya	627	627	..
60.	Vikram	18,522	3,563	14,959
61.	Visva-Bharati	848	848	..
	TOTAL	13,18,227	1,90,489	11,27,738

Views of Sapru Committee

35. In this connection, the Committee of Members of Parliament on Higher Education (Sapru Committee) has stated as under:

“We have been disturbed by the fact that there have been occasions when a State Government has not consulted the Commission before setting up a University. We, therefore, recommend that the University Grants Commission Act should be so amended as to make it obligatory on the part of a State Government to consult the Commission before setting up a new University. We may point out that this change cannot be effected if education is not made a concurrent subject. Indeed, this is one of our main reasons for recommending that education should be brought on the Concurrent List. We feel that University Grants Commission Act should have specific provision which would enable the Commission to consistently refuse to give any financial aid to universities established without its prior consultation.”

The Committee feel deeply concerned at the unplanned growth of new universities—some of them with a small number of students and still smaller financial resources. The Committee regret to note that there is an unseemly competition to have new universities in every region of the States.

The Committee consider that prior approval of the University Grants Commission for the establishment of a university in a State, though at present not legally necessary, is very desirable. They suggest that the University Grants Commission should be rather strict in giving financial grant to such Universities as have been started without the consent of, or consultation with, the Commission. The Committee would also like to stress that the cause of higher education would be better served by starting well equipped and well conducted colleges and post-graduate classes than by starting ill-equipped universities.

University Centres

36. The University Grants Commission is said to be of the view that before a new University is established, it may be advisable to set up in the first instance a Centre of Postgraduate Education in a couple of colleges located around it. The intention is that a university centre should provide facilities for postgraduate education in various subjects and the centre should be located at a place where it can serve the needs of a number of colleges located around it for postgraduate education. In fact, the establishment of a centre

is a preparatory step leading to the establishment of university in due course. As indicated already, the establishment of a new university involves heavy non-recurring expenditure and other administrative paraphernalia which a centre does not need. The colleges located around the centre could be affiliated to the university of which the centre is also a part and the postgraduate work could be organised in co-operation with the complex of colleges located around the centre.

While formulating the development plan for the Fourth Plan period, the University Grants Commission has suggested the setting up of such university centres in place of new universities. However, it is stated to be difficult to say, how many such centres would be opened in the Fourth Plan as that would depend upon the allocation made for higher education for the Fourth Plan period and the priorities to be assigned to different programmes. Moreover, the establishment of such centres would be the responsibility of the Universities|State Governments. It is also pointed out that the establishment of the centres would to a considerable extent reduce the pressure on the existing post-graduate departments of the universities.

The Committee are of the view that it will greatly help the development of higher education if a perspective plan for the next 5 to 10 years as suggested by the University Grants Commission is prepared by every State Government, taking into account the available resources (including personnel) and facilities and the needs for further development and expansion of higher education. They suggest that the University Grants Commission should pursue the matter with the State Governments and help them in preparing such perspective plans. They feel that ordinarily all new universities should be made to pass through a period of gestation as university centres which may be established for providing post-graduate education in various subjects.

The Committee would also suggest that it may be examined whether big universities e.g. the Universities of Calcutta, Bombay, etc. having a post-graduate teaching department should establish regional post-graduate sections with a view to relieve congestion and to improve the standard of teaching.

One Central University in each State

37. The Committee note that the Education Ministers' Conference held in October, 1962, recommended that in the interest of emotional integration of the country as well as for setting academic standards, the Central Government should establish more Central

Universities with the objective of ultimately having one Central University in each State. Asked to state the action taken on this recommendation, the representative of the Ministry stated during evidence:

"It has not been possible to implement this recommendation because of the resources required to implement it in full. There has been some talk of having Central Universities in other regions of the country, but the latest position is that we are awaiting the report of the Education Commission on this question before taking any action on it."

The Committee of Members of Parliament on Higher Education under the chairmanship of Shri P. N. Saprú has also recommended that one way in which the Centre can play a greater part in promoting higher education is to establish at least one Central institution of the highest standard in each State to serve as an example to other educational institutions in the State.

The Committee feel that it will greatly improve the academic standards in the country if one Central University is set up in each State or one of the existing universities is converted as a Central University, though it will cost substantial amount to the Central Exchequer. They, therefore, hope that the Education Commission will consider this matter in all its aspects and arrive at a decision. Meanwhile they suggest that the feasibility of declaring the three Presidency Universities viz., Calcutta, Bombay and Madras (or at least the city portion of these Universities), which are considered to be highly developed, as Institutes of National Importance. These Universities will thus be brought under the purview of Central Government and further developed through liberal resources and broad based policies relating to recruitment and admission on an all-India basis.

C. Institutions of National Importance

Existing Institutions

38. The Committee are informed that the following institutions of national importance which do not come within the purview of University Grants Commission have been empowered to award degrees:

- (1) All India Institute of Medical Sciences, New Delhi.
- (2) Indian Institute of Technology, Bombay.
- (3) Indian Institute of Technology, Kharagpur.
- (4) Indian Institute of Technology, Kanpur.

- (5) Indian Institute of Technology, Madras.
- (6) Indian Institute of Technology, Delhi.
- (7) Indian Statistical Institute, Calcutta.
- (8) Hindi Sahitya Samelan, Allahabad.
- (9) The Dakshina Bharat Hindi Prachar Sabha, Madras.

Coordination between Institutions of National Importance and Universities.

39. In a written note furnished by the Ministry of Education it is stated that "the information in respect of the extent of co-ordination maintained between the institutions of national importance and the universities is not readily available. The degrees conferred by the Indian Institutes of Technology are recognized by the universities. However information in respect of the recognition of degrees awarded by the Hindi Sahitya Samelan and the Dakshina Bharat Hindi Prachar Sabha is not available. The Ministry has accorded recognition to some of the degrees/diplomas of these bodies as equivalent to Matric, F.A., B.A. etc., standards in Hindi of other universities in the country for the purpose of employment under the government."

The representative of the Ministry of Education stated during evidence that University Grants Commission was not consulted before conferring the authority of giving degrees upon these institutions of national importance. He added that according to the legal requirements it is not necessary to consult the Commission.

The Committee are informed that the matter regarding institutions empowered to award degrees was considered in the meeting of the University Grants Commission held on the 2nd September, 1964 and the following extracts from the Minutes of that meeting are reproduced:

"In connection with the Hindi Sahitya Samelan, Allahabad and Dakshina Bharat Hindi Prachar Sabha, Madras, the Commission regretted to note that though these institutions have been empowered to grant diplomas and degrees in proficiency in Hindi, the University Grants Commission had not been consulted by the Central Government in this regard and desired that this may be brought to the notice of the Central Government. It was further desired that the Central Government be requested to consult the University Grants Commission in all areas of higher education in such matters."

The Committee do not feel happy that the Ministry of Education has created certain educational institutions analogous to Universities but outside the scope of the University Grants Commission thereby adversely affecting the authority of the Commission in taking steps for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities.

The Committee feel that this practice is likely to create disparity in the quality and value of degrees conferred by different institutions and should have been avoided. The Committee suggest that the University Grants Commission should be consulted before any institution is empowered to confer degrees equivalent to those awarded by the universities. The Committee also suggest that proper co-ordination should be maintained between the institutions of national importance and the University Grants Commission.

D. Institutions deemed to be Universities

Existing institutions:

40. Section 3 of the University Grants Commission Act provides that "the Central Government may on the advice of the University Grants Commission declare by notification in the official gazette that any institution for higher education other than a university shall be deemed to be a university for the purpose of this Act".

The Committee are informed that the following institutions have been deemed as universities under Section 3 of the University Grants Commission Act:

- (1) Indian Institute of Science, Bangalore.
- (2) Indian Agricultural Research Institute, New Delhi.
- (3) Indian School of International Studies, New Delhi.
- (4) Kashi Vidya Pith, Varanasi.
- (5) Jamia Millia Islamia, New Delhi.
- (6) Gurukul Kangri Viswavidyalaya.
- (7) Gujarat Vidya Pith.
- (8) Tata Institute of Social Sciences, Bombay.
- (9) Birla Institute of Technology and Science, Pilani.

The Committee are given to understand that some of these institutions have been granted recognition by the University Grants

Commission for specific courses as indicated below:—

- (1) Kashi Vidya Pith Post Graduate Course in Applied Sociology (Social work), Under-Graduate Courses in Allied subjects.
- (2) Jamia Millia Islamia Courses corresponding to B.A. B.Ed. and B.Sc. and M.A. in History.
- (3) Gurukul Kangri Viswavidyalaya Courses corresponding to B.A., B.Sc. and M.A.
- (4) Gujarat Vidyapith Bachelor Degree Courses provided by the Vidyapith in Social Sciences, Tribal Welfare and Teacher Training.

The courses of study in other institutions are given below:—

- (1) I.A.R.I., New Delhi M.Sc., and Ph.D. in Agriculture.
- (2) Birla Institute of Technology and Science, Pilani. B. Engg., M. Engg., B. Sc., Ph. D., B.Com., M.Com., B.Pharm. B.A., M.A.
- (3) Indian School of International Studies, New Delhi. Ph.D.
- (4) Indian Institute of Science, Bangalore. M.Sc., Ph.D., B.Engg., M. Engg.
- (5) Tata Institute of Social Sciences, Bombay. Post-graduate course in Social Work.

Maintenance and development grants to deemed universities:

41. It is stated that grants through the University Grants Commission are paid to six of these nine institutions both for maintenance and development. Of the remaining three "deemed universities, the Jamia Millia receives maintenance grants from the Ministry of Education on a cover—the deficit basis and development grants from the University Grants Commission. The other two, viz. the Indian Agricultural Research Institute, New Delhi and the Tata Institute of Social Sciences, Bombay are at present receiving grants from the concerned Ministries.

It is further stated that except for Indian School of International Studies and the Indian Institute of Science, Bangalore, the development grants are paid to other institutions as for State universities for similar projects. The question as to the source from which matching grants, if any, be provided is under consideration.

The Committee have dealt with the question of maintenance grants being given to 'institutions deemed to be universities' in paras 7 and 8 of Chapter I of this Report. They note that according to the opinion given by the Attorney General, the University Grants Commission is not empowered under its Act to give maintenance grants to State universities and 'institutions deemed to be universities'. It is stated that the entire question as to which agency, whether the University Grants Commission or the Central Government, should pay maintenance grants to 'institutions deemed to be universities' is under consideration.

The Committee hope that a decision in the matter will be reached at an early date. They further hope that a decision on the question as to the source from which matching grants should be provided for development schemes of 'institutions deemed to be universities' will also be arrived at an early date.

Proper Utilisation of grants:

42. Asked to state the checks exercised to ensure that grants given to institutions deemed to be universities are properly spent, the representative of the Ministry of Education stated:

"The expenditure is reviewed in the following years. The audit conditions etc. are there. Then, the Finance Committee, where the governmental representatives are there reviews the expenditure statements and see that the purpose for which the grant was given is the purpose on which it has been spent."

The Study Group of the Estimates Committee which visited the Indian School of International Studies were informed that the auditing of the annual accounts of the School is being carried out by a firm of Chartered Accountants. It was also revealed during the visit of Study Group of Estimates Committee to Jamia Millia Islamia that no internal auditor had so far been appointed in that Institute.

The Committee feel that the audit of the institutions deemed to be universities which are given maintenance grants by the University Grants Commission/Central Government should be done by the Comptroller and Auditor General. It should also be ensured that proper internal auditing system is introduced in all these institutions.

43. The Committee propose to examine the working of the 'Institutions deemed to be Universities' in greater detail and submit a separate report thereon later.

CHAPTER III

FUNDS OF THE COMMISSION

A. Introductory

Statutory Provisions:

44. The Central Government is required by the University Grants Commission Act to pay to the Commission such sums as may be considered necessary for the purpose of its functions. Sec. 16 of the University Grants Commission Act says that the Commission shall have its own Fund to which will be carried all sums paid to it by Central Government or State Government or any other authority or person. Under Sec. 12 of the University Grants Commission Act the Commission has been authorised to allocate and disburse grants to Central and State Universities for development or for any other general or specified purpose in pursuance of its statutory responsibility for the promotion and coordination of university research and for the determination and maintenance of standards of teaching, examinations and research in Universities.

Paucity of Funds:

45. The Committee are informed that the real difficulty in raising standards and implementing the approved schemes effectively is the paucity of funds. The Commission feels that there is an urgent need for more and better teachers in our universities so that the teacher-pupil ratio, may be improved from 1 : 17.9 to at least 1 : 10. There is also a pressing need for massive assistance for the improvement of library and laboratory facilities and for the residential accommodation for students and teachers. For the attainment of international standards, it is necessary to provide adequate facilities in terms of personnel, equipment and other amenities which may be comparable with the conditions prevailing in some of the advanced countries. It is stated that in view of the magnitude and importance of these problems, considerably larger funds than those made available to the University Grants Commission so far will have to be found.

B. Grants provided to the University Grants Commission

Second Plan

46. The Committee are informed that the amount placed at the disposal of University Grants Commission for the period of the

Second Five Year Plan was originally Rs. 27 crores. This was later reduced to Rs. 19 crores. With the transfer of responsibility to the Commission for the payment of grants to the Indian Institute of Science, Bangalore, with effect from 1959-60, the allocation for the **Second Five Year Plan** was raised to Rs. 19·27 crores. The actual expenditure incurred by the Commission for the period covered by **Second Five Year Plan** i.e. from 1956-57 to 1960-61 has been as under:—

	(Rs. in crores)
1956-57	2·143
1957-58	1·794
1958-59	4·396
1959-60	5·440
1960-61	5·506
	<hr/>
	19·279

The above figures do not include the expenditure incurred by the University Grants Commission on account of the Central Government's share of grants paid to the universities for the three-year degree course which amounted to Rs. 118·55 lakhs or the loans sanctioned and paid by the Ministry of Education to universities on Commission's recommendation.

Third Plan:

47. The Committee are informed that an amount of Rs. 37 crores was allocated to the University Grants Commission for the Third Plan period for plan projects other than engineering and technology. For the plan projects relating to engineering and technology, the allocation made to the Commission for the Third Plan period is Rs. 6·50 crores—Rs. 6 crores for universities and university colleges and Rs. 50 lakhs for Indian Institute of Science, Bangalore. Against these allocations, the amount released to the University Grants Commission during the first four years of the Third Plan and the budget provision agreed to by the Government of India for 1965-66 are given below:

	Rs.
1961-62	8,40,68,000
1962-63	7,91,33,620
1963-64	7,80,00,000
1964-65	9,76,00,000
1965-66	11,05,00,000
	<hr/>
(Budget provisional)	44,93,01,620

The year-wise amount indicated above includes the grants released for both General and Engineering and Technological projects.

A statement indicating the distribution of the allocations of Rs. 37 crores for Plan projects other than engineering and technology for the various development programmes approved by the Commission is enclosed as Appendix IV. The statement also indicates the actual expenditure incurred on these development projects during the first four years of the Plan and the amount allocated to the various programmes against the budget provision agreed to by the Government of India for 1965-66.

The reviews of the development programmes of the Commission for the Third Plan period undertaken as well as the actual progress of expenditure indicated in the statement above and the requirements for the current financial year show that the allocation made to the University Grants Commission is not enough to meet the demands of the universities and colleges for implementation of the programmes of the Commission. Against the allocation of Rs. 43.5 crores (Rs. 37 crores for general education and Rs. 6.5 crores for engineering and technology), the expenditure in the first four years of the Plan amounts to Rs. 33.79 crores both for general education and engineering and technology. The requirements of the Commission for the current year amount to Rs. 13.05 crores (against the budget provision of Rs. 11.05 crores agreed to by the Government of India). Against these requirements the total funds placed at the disposal of the University Grants Commission during the Third Plan amounted to Rs. 46.43 crores including funds for engineering and technology. In this connection it has been stated that while working out the requirements for the financial year ending on the 31st March, 1966, the demand has been reduced to the minimum keeping in view the progress achieved in the implementation of the projects already taken in hand and the need for their completion at a very early date so that the tempo of the progress attained in the Third Plan period may not be retarded.

Fourth Plan:

48. The allocation to the University Grants Commission for plan projects for the Fourth Plan period is stated to have not yet been communicated to the Commission. The Committee are, however, given to understand that the Planning Commission has tentatively allocated an amount of Rs. 58.25 crores for Plan projects other than engineering and technology for the Fourth Plan period out of the total ceiling of Rs. 1,260 crores for 'Education'. The tentative allocation for Plan projects relating to engineering and technology for the Fourth Plan period is not yet known.

It is stated that in case the allocation of Rs. 58.25 crores for Plan projects other than engineering and technology for the Fourth Plan period is finally decided, this will be very much short of the requirements of the Commission for the development of higher education. According to the estimates worked out by the University Grants Commission, a minimum outlay of Rs. 225 crores for higher education other than engineering and technology (Rs. 150 crores for University Grants Commission and Rs. 75 crores for the States) would be the minimum requirement for the development of this sector in the Fourth Plan period.

Views of the Sapru Committee and Ministry of Education.

49. The Committee of Members of Parliament have discussed the position of higher education in India in their Report and have said:—

“We have endeavoured to survey the existing situation in higher education in our States. The total expenditure on higher education in India during the previous years is given below:—

Year	Rs.
1957-58	36,32,33,945
1958-59	41,82,59,468
1959-60	47,70,06,230
1960-61	54,46,93,590
1961-62	*61,22,43,246

These figures, however, represent the expenditure on higher education met from all sources, viz. public grants, fees, endowments and other sources. In 1963-64, the Central Government spent 0.50 per cent of its budget on universities and arts colleges. During the same year, this percentage for the Central and State Governments taken together was 0.84.

The number of scholars in our institutions of higher education including the universities within the last five years is given below:

Year	No. of scholars
1957-58	8,62,075
1958-59	9,57,651
1959-60	10,44,918
1960-61	10,94,991
1961-62	*11,77,245

*Figure is provisional.

It will be apparent that the number of scholars totalled 10,94,991 in a population of 430 million in 1961 or 2499 students per million of the population. It cannot, therefore, be said that the output of qualified persons is adequate for this vast Sub-Continent. Obviously, higher education is not only necessary for enabling us to hold our own place among the advanced nations of the world, but it is also the most important requisition for the formation, growth and sustenance of developnig socialistic democracy like ours. A more strenuous effort that has been forthcoming so far as needed for increasing both our educational output and its efficiency.

A comparison of the figures of the receipts of higher education in our country to those in certain other parts of the world may be helpful to us to estimate the importance that is placed upon higher education in more advanced countries like the U.S.A. the U.K., the U.S.S.R., France, Canada and Japan.

Enrolment per thousand of population
(Higher Education Stage—1958)

Name of the country	Total enrolment (ooo's)	Enrolment per thousand of popu- lation
U.S.A.	3,236	19
U.K.	103	2
U.S.S.R.	2,179	10
France	226	5
Canada	95	5
Japan	636	7
India	833	2

Our position in higher education, is as the tables given above will show, much less favourable than that of the more advanced countries of the world. We may also mention that our output in research is comparatively poor. It is obviously imperative for us to attach importance to the development of research and research facilities in our country. Our total expenditure on higher education and research was Rs. 54,46,93,590 in 1960-61. Compared to the corresponding expenditure of £219.6 millions in the U.K. and \$5,529 millions in the U.S.A., it is low."

Views of Sapru Committee and Ministry of Education:

50. The Committee of Members of Parliament (Sapru Committee) has, therefore, recommended that:

"We have emphasised the imortance of university education and research. They are vital for our national development.

No country can afford to neglect them. Our considered opinion is that the grant for allotment for university education and research placed at the disposal of the University Grants Commission is very meagre, as was emphasised by Dr. Kothari, Chairman of the University Grants Commission in his statement before us. Without committing ourselves to any figure we are strongly of the opinion that in the Fourth Five Year Plan, a very much larger amount should be placed at the disposal of the Commission."

The representative of the Ministry of Education stated as under in this respect:

"We consider that the amounts made available for various educational activities are really not adequate not only for the universities but at all levels. But within the resources available with the Government which have got to be recognised—one has to recognise that there is a limitation on the resources,—the amount allotted to the university sector in our view was a proper one. Otherwise, I agree with the Commission that the amount is not adequate."

Financial outlay on Education:

51. The total financial outlay on education (excluding engineering and technology) is stated to be Rs. 133 crores in the First Plan and Rs. 208 crores in the Second Plan. The total for the Third Plan is Rs. 418 crores. The relative allocations for the different stages of education are given in the following table:

Distribution of Outlay

Sub-head	Amount (in crores of Rs.)			Percentage		
	First Plan	Second Plan	Third Plan	First Plan	Second Plan	Third Plan
1	2	3	4	5	6	7
Elementary Education	85	87	209	63.9	41.9	50.0
Secondary Education	20	48	88	15.1	23.1	21.1
University Education	14	45	82	10.5	21.6	19.6

1	2	3	4	5	6	7
<i>Other Programmes</i>						
Social Education . . . . .	..	4	6	..	1.9	1.4
Physical Education and Youth Education	14	10	12	10.5	4.8	2.9
Others . . . . .	..	10	11	..	4.8	2.6
TOTAL	133	204	408	100.0	98.1	97.6
Cultural Programmes* . . . . .	..	4	10	..	1.9	2.4
GRAND TOTAL	133	208	418	100.0	100.0	100.0

The following table gives the National Income *per capita* of total population and the percentage of national income spent for public education in some of the advanced countries of the world.

[National Prosperity and Educational Expenditure (1962)]

National Income *Per Capita* of Total Population and the Percentage of National Income spent for Public Education

Percentage of National Income spent for Public Education	National Income <i>Per Capita</i>				
	900 Dollars and over	500—899 Dollars	200—499 Dollars	100—199 Dollars	Less than 100 Dollars
5% and over	U.K. Norway	U.S.S.R. Finland Belgium Netherlands	Japan		
4—5%	U.S.A. Canada	German Federal Republic Venezuela		Ceylon Korea	

*The outlay on cultural programmes in the First Plan was included under 'other programmes'.

National Income Per Capita

Percentage of National Income spent for Public Education	900 Dollars and over	500—899 Dollars	200—499 Dollars	100—199 Dollars	Less than 100 Dollars
3—4%	New Zealand Sweden. France	Austria Italy Israel		Philippines	Burma
2—3%			Yugoslavia Chile Turkey Portugal	Peru Thailand	
Less than 2%			Spain Mexico	Ghana	India Pakistan Indonesia

SOURCE—Japan's Growth and Education, Ministry of Education, Japan, 1963.

The Committee note that the expenditure on education as a whole in India is very low as compared to other advanced and developing countries. They no doubt agree that other subjects such as defence, food etc., also claim the attention of Government and have to be taken care of. Nevertheless they would emphasise that there is a direct link between education and national development and prosperity. The Committee, therefore, suggest that the feasibility of levying an education cess to finance educational programmes at all levels may be considered. The Committee are glad to note that the Gujarat Government has already made a beginning in this respect and increased the education cess on lands and buildings in urban areas. While appreciating the views of the Ministry of Education that the grants to be made for university education have to be adjusted within the resources available for education, the Committee cannot help feeling that such low investment in education is likely to create a generation of young men lacking in a sense of good citizenship or even lacking in basic human virtues. The Committee apprehend that that may make all our developmental expenditure infructuous. They strongly recommend that for the Fourth Plan sufficient funds should be placed at the disposal of the Commission if it is to discharge its functions effectively.

C. Procedure for Allotment of Grants

Planned Projects:

52. The Committee are informed that the needs of the universities are assessed by a Visiting Committee set up by the Commission for each university and the grants are sanctioned on the recommendations of the Visiting Committee in suitable instalments on an approved pattern ensuring through their progress reports that money in excess is not released in any case. On receipt of progress reports, further instalments of grants are released. Final instalment is released on the receipt of completion certificate in the prescribed form duly signed by the Registrar of the University. On the receipt of Audited Accounts, Utilisation Certificates are issued and, if necessary, suitable adjustments are made.

Utilisation Certificates issued by the Commission:

53. The following table gives year-wise details of the grants disbursed by the Commission and the amounts for which utilisation certificates have not been issued by the Commission (up to 27th January, 1965):—

Year	Grants paid		Utilisation Certificates not issued		Percentage of the grants for which the utilisation certificates are yet to be issued
	No. of cases	Amount (in lakhs of Rupees)	No. of cases	Amount (in lakhs of Rupees)	
1955-56	341	265.75	191	141.16	53%
1956-57	405	334.00	200	127.39	28%
1957-58	390	346.58	220	138.56	40%
1958-59	807	592.02	516	308.82	52%
1959-60	1580	798.24	1016	466.25	58%
1960-61	2365	808.96	1481	483.50	60%
1961-62	2981	1054.50	1991	830.19	79%
1962-63	3539	1056.33	2987	931.98	88%
TOTAL	12408	5256.38	8605	3427.85	65%

The Committee note that utilisation certificates have not so far (upto 27th January, 1965) been issued for 605 cases which amount to 65 per cent of the total cases. They are surprised to learn that utilisation certificates have not been issued in respect of 53 per cent of cases relating to as far back as 1955-56. The representative of the University Grants Commission stated during the evidence as under:

“I will explain regarding the utilisation certificates. It is certainly one of the steps we have to take. The University has to submit the last certificate. But it has difficulties because the local audit must certify that. It takes a lot of time. Now we have to satisfy ourselves that the money which was given for a particular purpose has been utilised for that purpose. There are other methods of satisfying ourselves. Submission of utilisation certificates is only a technical point.”

The representative of the University Grants Commission also stated that:

“Utilisation certificate is a formal business.... If we are satisfied that the amount has been utilised on the basis of the certificate of the Executive Engineer of PWD, a responsible officer, we certainly give further instalments, because otherwise the whole academic work will suffer.”

The representative of the Ministry of Finance, however, stated:

“We do not think that it (utilisation certificate) is a formality. It is a necessity. We do insist on it.”

The representative of the Ministry of Education in this respect stated as under:

“So far as the utilisation certificates are concerned, that is also an important matter that has come before the Ministry in the form of Audit Reports and so on and action is now being taken to streamline the procedure and to see that the Commission is given the necessary Secretariat assistance on the financial side so that this does not occur.”

The Committee are inclined to take a serious view of the casual treatment given by University Grants Commission to the issuance of utilisation certificates. They also regret that the Ministry of Education which are empowered to issue directions to

the University Grants Commission under Section 20 of the U.G.C. Act, have not issued any direction even though large amounts have been given by the Commission for which utilisation certificates have not been issued. They suggest that the whole matter should be considered at a high level and suitable measures taken so that such financial irregularities do not occur in future.

Non-Plan Projects

54. The grants under non-Plan projects by the U.G.C. cover the following items:—

- (i) Block Grants to Central Universities;
- (ii) Block Grants to institutions deemed to be universities;
- (iii) Maintenance Grants to constituent/affiliated Colleges of Delhi University;
- (iv) Grants to Central Universities for schemes not covered under the Block Grants.

For determining Block Grants to Central Universities their budgets and audited accounts are examined and the grants to them on these bases are paid. In respect of maintenance grants to Constituent Colleges of Delhi University, the grant is determined on the basis of an approved expenditure after deducting the approved income. The grants are paid on 90 per cent of the approved deficit in the case of day classes and 100 per cent in the case of evening classes.

The amount made available to the University Grants Commission for non-Plan projects during the Third Five Year Plan period is indicated below year-wise:

	Rs.
1961-62	2,85,00,000
1962-63	2,88,20,000
1963-64	3,97,88,374
1964-65	4,30,00,000
1965-66	4,58,36,000

D. Allocations to the Universities

Allocations made and Grants Released to Universities

55. The statement at Appendix V shows the allocation made to various universities and institutions deemed to be universities dur-

ing the Third Plan period on the basis of the recommendations made by the Visiting Committees for projects relating to Science subjects, humanities and those of general nature like hostels, staff quarters, guest houses, non-resident students' centres, hobby workshops, health centres and printing presses. The statement also indicates the grants released to the universities/institutions against these allocations upto 31st July, 1965. It is stated to be difficult to indicate the expenditure actually incurred by the universities out of these grants because the grants have been released for a number of projects at different stages. However, since the Commission releases grants to universities in instalments after receiving a report on the progress of expenditure incurred and keeping in view the requirements of the universities for the next few months, it is stated that the grants released to the universities may be considered to have been utilised.

Slow Progress in Utilisation of Grants Released to Universities

56. The Committee note that against the allocation of Rs. 29.82 crores to universities and institutions deemed to be universities for the Third Plan period on the recommendations of the Visiting Committee, the grants released upto 31st July, 1965 amount to Rs. 14.43 crores, i.e. about 50 per cent of the allocation. A number of factors are stated to have contributed to the slow progress of the utilisation of grants allocated to the universities for the Third Plan period. The non-availability of building material, matching share, qualified staff and the limited funds placed at the disposal of the University Grants Commission are some of the important factors contributing to the slow progress in this behalf.

It is also stated that the universities are being requested to expedite the completion of the projects before the close of the Third Plan so that there is a little of spill over to the Fourth Plan as possible. But because of the difficulty with regard to the availability of building material, it is felt that some spill over would be there during the Fourth Plan. Another reason for the likely spill over during the Fourth Plan is stated to be the late initiation of certain projects during the Third Plan.

57. The Committee are informed that the Commission had suggested to the universities in 1962-63 that 70 per cent of the allocations made to them during the Third Plan period would for the time being be available to them. After reviewing the pace of development in the various universities and the expenditure incurred by them upto 1962-63 the Commission decided to permit the universities to incur expenditure beyond the 70 per cent limit, as and

when necessary, but within the approved allocations. The representatives of the University Grants Commission explained during evidence that:

“The demands of the universities were 100 per cent and the amount was available only for 70 per cent; so we told all the universities in the first two years that we could not really accept all the demands of the universities which were even recommended by the Visiting Committees. We said that the financial allocation was very small. Then, in the third year, about the Mid-Plan Appraisal, when we found that certain programmes in some universities were going slow, particularly the building programmes, we told them that now it was possible to adjust those amounts within the ceiling provided by the Planning Commission and the Government of India through the budgetary process. Therefore, we thought that those universities which were progressing ahead must be helped because their performance was greater. Wherever the achievements and performance of a university was satisfactory, it was no use putting the limit because what was saved on other accounts could be transferred to the progress of that particular university. So, every university was told that now they could go ahead with their programmes. The idea was that the total spill over for the Fourth Plan would be very much less. That is our actual experience. But in this process again we found during the current year that we had not only spent all the Rs. 37 crores but we wanted to have Rs. 4 crores more which the Government has kindly provided. The programmes are going ahead. This we thought was a very reasonable programme to encourage the development in different universities.”

53. The Committee note from the statement enclosed as Appendix V that only four universities have in actual practice been able to utilise 70 per cent of the allocations made to them. They are also informed that there was heavy spill over to the extent of Rs. 9.94 crores from the Second Plan to the Third Plan. As regards spill over from the Third Plan to the Fourth Plan, the representative of the University Grants Commission explained:

“I will explain the Planning Commission’s language about spill-over and the general idea of spill-over which is often assumed by certain educational bodies. Spill-over is related to that incomplete construction which could

not be finished. For example, if there are nine arches of a bridge and you complete only seven of them, the two are spill-over for the next Plan. If it is related to capital project of this kind, the spill-over amount is very much less. But, suppose a university wanted to appoint five professors and have appointed only two professors, the balance of three chairs which they wanted to appoint cannot in these terms be considered as spill-over. It has to be absorbed in the next total development programme. If we work that way, the spill-over amounts are less. We are applying this test in the Fourth Plan."

The Committee are not happy over the very slow progress achieved by various universities in utilising the grants allocated by the University Grants Commission on the basis of the recommendations made by the Visiting Committees for projects relating to science subjects, humanities and those of general nature like hostels, staff quarters, guest houses, non-resident students' centres, hobby workshops, health centres and printing presses. They in particular regret that some of the universities such as Bombay, Bhagalpur, Magadh, Nagpur, Ranchi, etc. have not utilised even 20 per cent of such allocations. The Committee feel that the University Grants Commission should not only allocate more funds to those universities which show progress but they should also analyse the causes of slow progress in other universities so as to devise remedial measures for smooth functioning of development schemes sponsored by them. They are also of the view that the expenditure on plan projects should be so worked out that there is an even distribution of such expenditure in various years of the Plan to avoid hasty and unscrutinised disbursement of amounts in the last year of the Plan period.

Matching Contribution

59. The Committee are informed that the grants of the University Grants Commission are paid to the Universities on the following basis:

- (i) For the development of facilities in an established department engaged in post-graduate teaching and research only, recurring and non-recurring grants may be provided on cent per cent basis.
- (ii) For a department largely doing post-graduate work though also engaged in undergraduate teaching, the

Commission may share the recurring and non-recurring expenditure to the extent of 50 per cent and 66 2/3 per cent of the approved cost respectively.

- (iii) In the case of a department largely engaged in undergraduate instruction though doing some postgraduate work also, the Commission may share the recurring and non-recurring expenditure on development up to 50 per cent of the cost.
- (iv) For the establishment of a new department either entirely for postgraduate or for postgraduate and undergraduate work each case is considered on merits.
- (v) In the case of new universities with postgraduate departments only or with postgraduate and undergraduate departments, the Commission may share the developmental expenditure (recurring and non-recurring) to an extent not exceeding 50 per cent.
- (vi) The Commission shares 2/3 of the approved expenditure on library buildings. The entire approved expenditure on the purchase of books and journals may be provided by the Commission.
- (vii) Norms and standards have been suggested for the construction of libraries, hostels, staff quarters, non-resident students' centres, etc.

It is also stated that for the development of engineering* technological institutions or departments maintained by the universities, recurring and non-recurring grants are provided upto 100 per cent of the approved expenditure for postgraduate courses and 50 per cent for undergraduate studies. Specific matching contributions for various other development programmes of the University Grants Commission have also been laid down.

60. The Committee note that the system of matching grants was considered by the State Education Ministers' Conference held at New Delhi on the 25th and 26th April, 1964 and the Conference arrived at the following conclusion:

"The present system of matching grants has not worked very well. It is therefore suggested that the expenditure on higher education should be divided into two categories—Central and State. With regard to items included in the the Central category, the entire expenditure would be given as a grant-in-aid by the University Grants Com-

mission, and with regard to items included in the State sector, all expenditure would be borne by the State Governments. Probably such a system may work more smoothly."

The University Grants Commission considered this recommendation of State Education Ministers at their meeting held on the 2nd September, 1964 and felt that "the present procedure of matching grants was not satisfactory in some ways and it needed examination and modification to make it more effective in operation."

The Committee are also informed that the Commission's schemes of assistance to the universities involving matching contribution by the State Governments have at times got into difficulties on account of the non-availability of matching assistance from the State Governments. One of the reasons for delay in the implementation of the programmes in State universities and the universities not being able to utilise even 70 per cent of the allocation made to them for the Third Plan period is that in many cases the State's share was either not available or made available to the universities after considerable delay. A statement indicating some of the instances where on account of the non-availability of matching assistance, the projects could not be completed or had to be postponed is enclosed as Appendix VI.

61. Asked to narrate the steps taken by the University Grants Commission when any university fails to provide a matching grant the representative of the University Grants Commission stated during evidence that:

"We often have three-party discussions to which normally senior officers of the University Grants Commission and, if necessary, the Chairman himself, are invited. We have had such discussions, for example, in Madras, West Bengal, Gujarat and Maharashtra. Sometimes the discussions are taken up to the level of the Minister of Education, the Secretary, Education, and the Vice-Chancellor of the University concerned. In Gujarat, for example, all the three Vice-Chancellors, the Minister of Education and Secretary—and I had myself gone there—were present when we discussed about the necessity for making a provision. They had their financial problems. But they said that it was possible and they would consider all this. So, first this reasonable and moral pressure is placed on the State Governments as well as on the universities. We have succeeded very often, but in certain

States in regard to certain programmes there are difficulties. For example, in Calcutta there have been difficulties because the programmes were very heavy—the whole programme of breaking up the big colleges of Calcutta and providing necessary funds for that purpose. The commitment for the State Government was heavier than perhaps was estimated in the beginning; so, there have been certain difficulties. But we are sure that the State Governments are quite sympathetic on the whole. When we go in this way, we have found that the State Governments respond. They find that there are savings in some other sectors which can be transferred to university education and we have succeeded. In some cases there are difficulties which, we hope to overcome by discussion in the first place and impressing upon them the importance of this programme.”

The Committee find that the Committee of Members of Parliament on Higher Education (Sapru Committee) has stated as under in this matter:

“Our enquiry has disclosed that the system of matching grants has not worked satisfactorily. Both State Governments and universities find it difficult to provide matching funds. We, therefore, do not favour the system of matching grants and feel that depending on the merits of the case, the conditions of grant should be liberalized.”

As concluded by the Education Ministers' Conference and admitted by the University Grants Commission, the present procedure of matching grants is not satisfactory in some ways and it needs examination and modification so as to make it more effective in operation. The Committee would like the Government/University Grants Commission to assess the working of the system and take suitable corrective measures.

Schemes introduced on the basis of UGC Grants but not continued

62. The University Grants Commission provides recurring grants to the universities for development projects, e.g. revision of salary scales, appointment of staff, etc. for a specified period starting from the year in which the scheme has been sanctioned. But before the Commission's assistance is actually released, an undertaking is taken from the university that the project would be continued after the period of assistance of the Commission is over. All the development programmes of the Commission involving recurring grants are operated on this basis.

The representative of the University Grants Commission informed the Committee that some cases had come to their notice when the recurring assistance has not been provided by the State Government to the University after cessation of grant by the University Grants Commission after the stipulated period. The Ministry of Education were requested to furnish details of cases where such schemes have been discontinued after the grants from University Grants Commission have been stopped which are still awaited.

The Committee are of the view that it is a serious matter if the schemes sponsored by the University Grants Commission are discontinued after the recurring assistance is stopped by the Commission after a stipulated period. If a university has to discontinue a scheme after some time the whole money spent by the Commission, State Government and the University concerned over the scheme may become infructuous. The Committee suggest that the whole problem should be examined thoroughly and steps taken to ensure that no scheme sponsored by the University Grants Commission is discontinued by any university after the grants from University Grants Commission for that purpose are stopped after a stipulated period. The Committee also suggest that an assurance from the State Governments may be sought that they will arrange the necessary money for continuing the scheme even after the stoppage of the grant from the University Grants Commission.

Grants for technological and professional education:

63. The Committee are informed that grants for the development of higher education in arts, science and commerce are being provided by the Commission. Development programmes in the field of medicine, agriculture, engineering and technology are being promoted by the different Union Ministries and State Departments concerned. It is stated that out of 118 institutions in the country conducting courses in engineering and technology, only 30 institutions/departments run and maintained by the universities come under the purview of the University Grants Commission. The Commission provides limited grants only to a few universities in some sectors of professional education as detailed below:—

- (i) Development of higher education in engineering and technology only in departments and institutions maintained by the universities;
- (ii) Limited grants for the development of higher education in agriculture in Central Universities;

- (iii) Higher education in medicine in Central Universities, e.g. medical colleges of Aligarh and Banaras. Limited grants for studies in basic medical sciences have been sanctioned to the Universities of Bombay, Calcutta, Madras and Punjab. A similar proposal of the Patna University has been accepted in principle. The proposals of Andhra and Delhi Universities are under consideration.
- (iv) Assistance for students aid fund is provided to all affiliated colleges under Section 2(f) of the U.G.C. Act. Grants for the exchange of teachers and travel grants are also provided to Agricultural Universities.
- (v) Limited grants for books have been sanctioned to a few medical colleges.

64. The Committee are given to understand that so far as Engineering and technology are concerned, the Chairman, University Grants Commission and an other officer of the University Grants Commission are members of the All India Council for Technical Education and in all matters of development in the fields of Engineering and technology the Commission obtains the advice of the All India Council of Technical Education. With regard to medicine and agriculture, the University Grants Commission consults the Ministries of Health and Food & Agriculture and Community Development generally in regard to the medical and agricultural colleges of Aligarh and Banaras Universities which are institutions of the Central Universities being maintained by the Commission.

It is stated that under section 12 of the University Grants Commission Act, the Commission has been authorised to allocate and disburse grants to Central and State Universities for development or for any other general or specified purpose in pursuance of its statutory responsibility for the promotion and co-ordination of university education and for the determination and maintenance of standards of teaching, examination and research in the universities. It is stated to be obvious that the Commission could be concerned with all aspects and sectors of university education. The Committee also note that the Committee of Members of Parliament on Higher Education (Sapru Committee) has recommended that "professional education including Medical (Basic), Agricultural Engineering and Law should also come within the purview of the University Grants Commission."

The Committee are of the view that fragmentation in the field of higher education and the division of responsibility among various agencies is not desirable for academic reasons. They consider that

the problems in various sectors of education are closely inter-related and require an overall consideration.

In this connection, the Committee would like to reiterate the recommendation made in para 8 of their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi wherein they considered it desirable that grants to all institutions of higher education should be regulated through the University Grants Commission. The Committee further consider that in the interest of higher education i.e. post-secondary education), it should be the responsibility of the University Grants Commission to effect promotion and co-ordination of all higher education and not university education only. The Committee hope that this matter will be examined and a decision taken thereon early. They at the same time suggest that pending a decision on this matter, the Ministries/other agencies giving grants to institutions of higher education admitted to the privileges of a University should canalise the grants through or consult the University Grants Commission before grants are paid and before any developmental activities are undertaken by them in relation to those institutions.

Foreign Exchange:

65. The Committee are informed that the Commission provides foreign exchange to universities and colleges for the purchase of scientific equipment, library books and journals required for teaching and research. Allocations are made out of the exchange provided to the Commission by the Government of India during each licensing period i.e. April-September and October-March. The exchange is then made available to the universities as under:

- (i) The allocations of foreign exchange made to universities are communicated to them during each licensing period.**
- (ii) The institutions concerned are required to send the requisite import licence applications in the actual users' form along with copies of the list of equipment and a letter of authority. The institutions have to indicate the order of priority in which foreign exchange should be released.**
- (iii) The lists of equipment are forwarded by the Commission to the Directorate of Technical Development for obtaining a clearance to the effect that equipment proposed to be imported is not manufactured in India.**
- (iv) After the requisite clearances are obtained the applications are forwarded to the Chief Controller of Imports and Exports for the issue of import licences, subject to the**

allocation of foreign exchange made to the university or institution concerned.

The Committee are informed that the total requirements of foreign exchange asked for from the Government of India and made available to the University Grants Commission for use by Universities/Colleges for the import of scientific equipment/library books etc., during the last three years are as below:

Year	Total foreign exchange asked for	Amount allocated		Total
		General Area	Rupee Area	
1962-63 . . .	110	20.35	10.00	40.35
1963-64 . . .	110	25.50	10.00	35.50
1964-65 . . .	110	31.22	15.09	46.3
TOTAL	330	77.07	35.09	122.16

66. The following difficulties are stated to have been experienced by the University Grants Commission in obtaining import licences for Universities/Colleges for the import of scientific equipment and library books etc.:-

"The allocation of foreign exchange is made by the Ministry of Finance when already two to three months of the six monthly licensing period are over. No progress therefore is possible during the early months of a licensing period towards the import of equipment. In the licensing period April, 1964 to September, 1964 an *ad hoc* quota had been allocated by the Ministry of Finance pending the final allocation but no such *ad hoc* allocation has been made in the subsequent licensing periods i.e. October, 1964 to March, 1965 and April, 1965 to September, 1965."

"The procedure of obtaining two clearances, i.e. indigenous clearance from the Directorate General of Technical Development and Rupee Area Clearance from the Ministry of Finance through the Ministry of Education is time-consuming and has made the import from Rupee Area more difficult than that from General Area."

"Import licences are not issued expeditiously by the Chief Controller of Imports and Exports. Sometimes, when the

applications are recommended by the University Grants Commission to the Chief Controller of Imports and Exports regarding import from general area, the parties are asked by the Chief Controller of Imports and Exports to contact Rupee Area countries instead, thus delaying the import by another six months or more."

"Even the Customs Clearance permits, where no foreign exchange is involved, are not issued expeditiously by the Chief Controller of Imports and Exports. Even in the case of gifts of equipment, the Chief Controller of Imports and Exports now insists upon getting the indigenous clearance from the Director General of Technical Development and a "No Objection Certificate" from the Reserve Bank of India."

"The powers delegated to the University Grants Commission by the Ministry of Finance to recommend the import licence applications of Universities/Colleges direct to the Chief Controller of Imports and Exports within the University Grants Commission ceiling fixed by the Ministry of Finance have been withdrawn since March, 1965 by the Ministry of Finance. The approval of the Ministry of Finance has now to be obtained before a case for the issue of imports licence can be recommended by the University Grants Commission to the Chief Controller of Imports and Exports. This has led to further delays in obtaining the import licence for University."

It is further stated that the procedure of imports from Rupee payment Area has been recently made more difficult. In this case, in addition to the clearance from the Directorate General of Technical Development, the Rupee Area Clearance is also to be obtained from the Ministry of Finance.

The Committee are given to understand that for want of the requisite amount of foreign exchange the universities are not in a position to import essential equipment which are useful for teaching and research and also the import of desirable literature has been affected. The teaching and research work in the universities and colleges could have progressed much more if the requisite amount of foreign exchange had been available to the universities.

The Committee would like to reiterate the recommendation made in para 31 of their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi that a Committee consisting of the representatives of the Ministries of Education, Finance and Commerce and University Grants Commission should be set up to

thoroughly examine the difficulties in obtaining foreign exchange for universities as also the procedural difficulties in regard to issue of import licences and customs clearance permits.

Small items of foreign exchange:

67. The Committee are informed that the Commission authorises the universities during each licensing period to utilise foreign exchange directly up to Rs. 500 for the import of each item of equipment urgently required for research, subject to the overall foreign exchange ceiling for each university fixed by the Commission. For such small items of foreign exchange, the university concerned need not go through the elaborate procedure of obtaining foreign exchange sanctions and clearances. Under the authorisation issued to the universities, they can apply to the port licensing authorities for blanket licences up to the extent of the authorisation. The universities and other institutions concerned are, however, required to send the particulars of the items imported against the blanket licences to the Directorate of Technical Development.

The following amount of foreign exchange was allotted to the universities and colleges during 1963-64 and 1964-65 for the import of small items of equipment costing Rs. 500 or less against blanket licences:—

1963-64	..	Rs. 5,00,000
1964-65	..	Rs. 2,66,537

It is stated that it is difficult to indicate as to how much foreign exchange has actually been utilised as the import of equipment takes a sufficiently long time. However, since the allocation is only for the import of spare parts, chemical and small equipment, the allocation could be treated as having been utilised.

The Committee are given to understand that the procedure of obtaining import licences under this scheme has been streamlined. The representative of the Ministry has stated during evidence that "this scheme helps a great deal to effect some small replacements where some equipment is lying idle for want of some small items; also for items such as some rare chemicals."

The representative of the University Grants Commission has also stated that "this is a most useful scheme for universities because it does away with bottlenecks. Without all that, they can get equipment and some journals or books."

The Committee note that the foreign exchange allocated under this scheme has been much less during 1964-65 as compared to the amount allocated during 1963-64. The representatives of the Ministry of Education and University Grants Commission have admitted that this scheme has been most useful for the universities. The Committee therefore suggest that the feasibility of providing more foreign exchange to universities under this scheme may be examined.

The Committee would also like to suggest that in the interest of quality of higher education and in view of the foreign exchange difficulty, which is likely to continue for some time, Government should try to get some *ad hoc* grant or loans from some international organisations, specifically for meeting the needs of education and scientific research.

Building Projects:

68. The Committee are informed that one of the main reasons contributing to the slow progress of the utilisation of grants allocated to the universities for the Third Plan period is the non-availability of building material. It is stated that as the main executive agency in respect of the building programmes is the university itself, the University Grants Commission cannot be of very substantial help to the universities in completing the building programmes in time. However, every assistance is provided to the universities for the procurement of cement and other material required for the building projects. It is further stated that the plans and estimates furnished by the universities are examined with the utmost urgency and the minimum time necessary is taken to convey the acceptance or otherwise of the University Grants Commission to the plans and estimates.

The representative of the Ministry stated during evidence that all universities send their requirements of building material for the projects approved by the University Grants Commission quarterly. The Government allot certain quotas which are normally about 40 per cent or some times even less than the requirements of the universities by the Ministry of Education in consultation with the University Grants Commission. Even after receiving the quota certificates the universities have to wait for priority allotments.

The Committee would like to reiterate the recommendation made in para 12 of their 82nd Report on the Ministry of Education—University of Delhi that the needs of the universities in regard to supply of building materials, especially cement, should have received high priority commensurate with their high purpose. Now that cement

has been decontrolled and there is an assurance of larger production and regular supply, the Committee hope that the Government would ensure that there is no difficulty in procuring requisite quantity of cement for universities.

Per capita expenditure:

69. Two statements showing the average annual cost per pupil in Indian Universities (University-wise and State-wise) in 1960-61 are enclosed as Appendices VII and VIII. It is noted therefrom that there are wide variations in the average annual costs per pupil in Indian universities. Such cost varies from Rs. 329.48 in Bhagalpur University to Rs. 5,106.56 in Visva Bharati University. State-wise cost per pupil in Indian Universities also varies substantially. It is stated that the average annual cost per pupil in a university depends upon the enrolment in the university and the total annual recurring expenditure during that particular year. The recurring expenditure is dependent on the salaries of the staff, the type of the courses for which instructions are provided and contingent expenditure, etc. Since expenditure on these items varies from university to university, the average cost per pupil is also different.

The Committee quite appreciate that there is bound to be slight differences in average annual cost per pupil in Indian universities depending upon the recurring expenditure incurred by them. They, however, regret to note the wide variations in such expenditure. They suggest that efforts should be made to bring as much uniformity as possible in the average annual cost per pupil in different universities.

Centenary Grants to universities:

70. The Committee are informed that in 1956-57, the University Grants Commission sanctioned a sum of Rs. one crore to each of the three universities of Bombay, Calcutta and Madras which had completed their centenary in the year 1957. These grants were to be utilised for any development programme of permanent nature in consultation with the University Grants Commission. The amounts released to these three universities out of the centenary grants are as under:

	Amount provided	Amount released
	(Rs. in lakhs)	
Madras University	100	100
Bombay University	100	70.7
Calcutta University	100	40.7

Centenary Grants to Colleges

71. It is stated that centenary grant of Rs. 1 lakh is also sanctioned by the University Grants Commission to colleges for various projects such as the construction of college buildings, hostels, staff quarters, libraries, laboratories, auditorium etc. Fifty-two colleges have so far been sanctioned centenary grants and payments made to these colleges upto 31st March, 1965 amounted to Rs. 28,13,162.29.

The Committee appreciate the idea of giving centenary grants to the universities and colleges. They are, however, distressed to note that centenary grants made in the year 1956-57 have not yet been fully utilised by Bombay and Calcutta Universities. They suggest that steps should be taken to ensure that centenary grants are utilised within a fixed period by the universities and colleges concerned.

CHAPTER IV

IMPROVEMENT OF STANDARDS OF TEACHING AND RESEARCH

72. One of the important functions of the University Grants Commission is to take such steps as it deems fit for the co-ordination and improvement of standard of teaching and research in our universities. It is stated that the Commission has taken concrete steps and initiated several schemes in pursuance of these objectives. Some of the important schemes initiated by the Commission are described and discussed in the ensuing paragraphs.

A. Centres of Advanced Study

Need for strengthening of Postgraduate teaching and research.

73. An urgent need in the field of higher education in India is the strengthening of postgraduate teaching and research and channelling the existing rather limited resources effectively for the purpose. The University Grants Commission has therefore undertaken in consultation with the universities a scheme for developing a limited number of university departments for advanced training and research in certain selected fields. The Commission gives special assistance to some promising departments in the universities, carefully selected on the basis of their work, reputation, existing facilities, and potentiality for further development to function as centres of advanced study. On the advice of a committee, under the chairmanship of Prof. A. R. Wadia consisting of eminent educationists and scientists, 26 university departments were selected, in the first instance, for development as centres of advanced study in specific fields during the Third Plan period. These centres are intended to encourage the pursuit of excellence, and to improve quality and raise standards at the postgraduate and research levels. They will provide adequate facilities to scholars of outstanding ability for advanced study and research and function on an all-India basis, and wherever practicable, in close collaboration with the national laboratories and other similar institutions. In addition to a nucleus of permanent staff they will have a substantial number of outstanding workers on deputation from other universities and some visiting scholars from abroad. Each such department or centre will be a part of the university where it is located. A note detailing the subjects and the major fields to be intensively developed in various centres of

advanced study alongwith the dates of issue of the sanction letters by the University Grants Commission is enclosed as Appendix IX.

Selection of Centres of Advanced Study

74. As regards the criteria for selection of centres of advanced study, the representative of the University Grants Commission stated as under:—

“Selection is made on the quality and extent of work already done in the various departments of the universities, the reputation of the scholar and contribution to research and potentiality for further development and the general recognition on the basis of international standards. Selection is made on the advice of a special expert committee, consisting of eminent scientists and educationists. The Committee is appointed by the University Grants Commission. There is no specific number of advanced centres prescribed but the selection of advanced centres is recommended by the expert committee on the basis of the work that is there in the various departments of the universities.”

As regards opening more centres of advanced study the representative of the University Grants Commission stated as under:

“We have got pressures from universities for opening advanced centres. But the Commission is rather jealously preserving the limited number. We want to see how far the grant which has been given to the centres is being properly utilised before we go on expanding. It is a very selective process and we do not want to squander away the limited resources and spread them over thinly in different centres.”

The Committee note from the statement giving details of centres of advanced study started so far that no such centre has been selected for the study of Psychology and Sociology. Further, while there is only one advanced centre each in History and Sanskrit, there are three advanced centres in Economics. They also note that while some universities have three to five centres of advanced study, some other universities do not have even a single centre of advanced study. The Committee no doubt agree that the establishment of centres of advanced study is a very selective process and the limited resources available should not be thinly spread over on different centres; yet the Committee would suggest that while selecting the location

of these centres at least some consideration of regional necessity should be kept in view, so that promising students of each region may have almost equal opportunities. They also suggest that the subjects for which centres are to be developed should be decided in advance after assessing the total requirements of the country and as far as possible one university should not initially have more than two centres of advanced study. The Committee also feel that if a composite culture is to be developed in India, there should be composite and integrated course including History and Psychology. Psychology is a developing subject with great social implications, and History has both cultural and applied importance.

The Committee, therefore, suggest that the feasibility of developing centres of advanced study for Psychology and History should be examined by the Commission.

The Committee are glad to note that the selection of centres of advanced study is made on the basis of the quality and extent of work done in the various departments of the universities and their contribution to research and potentiality for further development, and they hope that this policy will be scrupulously followed.

Grants allocated and released during the Third Plan

75. The Committee are informed that the University Grants Commission provides the entire approved expenditure on the development of university departments selected as Centres of Advanced Study. Rupees twenty million have been provided for the establishment of such centres during the Third Five Year Plan. A statement showing the grants allocated to each centre during the Third Plan and grants released upto the 20th July, 1965 is enclosed as Appendix X. It is noted therefrom that out of Rs. 206.10 lakhs allocated to these Centres during the Third Plan, the amount released upto 20th July, 1965 amounted to only Rs. 64.29 lakhs.

The Committee are given to understand that these centres have started working since only two years ago. It is also stated that a few of the posts sanctioned by the University Grants Commission in the Centres of Advanced Study have not yet been filled up.

While the Committee agree with the view of the University Grants Commission that this scheme is a very important one, they nevertheless consider it essential that utmost care should have been taken for the growth of the centres which have been started, so that they could enhance the reputation of India as having the highest standard of higher education and could thereby attract foreign scholars also for research and higher studies. The Committee recommend that adequate financial provision should be made for these

centres and the amount provided for this scheme should be properly and fully utilised. Besides, every effort should be made to recruit qualified personnel for these centres. The Committee hope that in due course the centres will pave the way for raising standards of teaching and research in Indian Universities.

Assistance under Foreign Aid Programmes

76. The Committee are informed that the University Grants Commission has obtained considerable assistance from UNESCO for purposes of obtaining services of experts, training of Indian scientists in the U.S.S.R. and for obtaining scientific equipment and other materials required by the Centres of Advanced Study in addition to the funds made available from the University Grants Commission to the Centres of Advanced Study. A programme of assistance and collaboration from the Government of United Kingdom and the British Council to the Centres of Advanced Study has also been finalised. Similarly negotiations have been completed for obtaining an assistance of \$30,000 from the Asia Foundation for three Centres of Advanced Study in Humanities and Social Sciences during the current year.

The Committee are glad to learn that considerable assistance under foreign aid programmes has been procured for the development of Centres of Advanced Study. They hope that such aid will be utilised fully and purposefully. The Committee further suggest that apart from financial help the Government may also seek more extensive academic collaboration, e.g. exchange of professors, exchange of publications, etc.

Assessment of work done in Centres of Advanced Study

77. The Committee are informed that although there is no regular system of the inspection of the Centres of Advanced Study, each Centre has an Advisory Committee appointed by the University which generally advises the centre on various problems to be taken up during the course of a particular year. In addition the officers of the University Grants Commission during their visits to the universities also visit the Centres concerned and have discussions about the work in progress and other related matters concerning the centres.

The Committee are further informed that an Assessment Committee under the Chairmanship of Prof. A. R. Wadia, has been appointed by the University Grants Commission in May, 1965 to make evaluation of the work of these Centres of Advanced Study and to suggest what improvements in organisation, staffing procedure and related matters should be introduced to promote the development

of the Centres. It is stated that this Committee would be able to complete the visits to all the Centres before the end of the current year and thereafter make a consolidated report.

Basis for functioning of the Centres of Advanced Study.

78. The Committee are given to understand that the Centres of Advanced Study were required to function on the following basis:

- (1) These Centres will function on an all-India basis and are expected to provide conditions and facilities that would attract men of outstanding ability and qualifications;
- (2) Such Centres may work in effective collaboration with the national laboratories and similar institutions.

It is stated that the Centres of Advanced Study over the past two years of their existence have generally functioned on an all-India basis in the matter of recruitment of staff to the various posts sanctioned, appointment of persons to the different fellowships and scholarships allocated to the Centres. They have also organised seminars on all-India basis. In addition, the provision of visiting fellows have enabled the Centres to invite scholars from other universities to send short or long periods at the Centres for purposes of doing research work. The Advisory Committee appointed by the Centres consist of members drawn from other universities and national laboratories also. For example, the three Centres of Advanced Study in Philosophy at the universities of Madras, Banaras and Viswa-Bharati have drawn up a co-ordinated programme of research work in different disciplines so that the contribution made individually by each of the Centres, together, made an impact on the advancement of the teaching and research in Philosophy in the country as a whole. The Centres of Advanced Study in Linguistics, Poona University, similarly collaborates with the Centre of Advanced Study in Linguistics in Annamalai University in the matter of organisation of seminars on an all-India basis and with the Linguistics Society of India for the publication of its journal. The Centre of Advanced Study in Linguistics in Annamalai University has held symposia on 'Grammatical Interpretations of South Indian Languages' at places other than its own campus, such as Osmania, Mysore and Kerala so that the scholars in the languages concerned from that area would be able to participate and make definite contributions. The Centre also proposes to organise an all-India Seminar at the conclusion of the regional seminars in the different university Centres. The Centres are also stated to have invited distinguished scholars and scientists from different universities to

deliver lectures on specialised topics at the Centre of Advanced Study.

It is further stated that the Centres of Advanced Study have been closely collaborating in the research programmes with national laboratories and other research institutions engaged in research work on the subject in which the Centre is interested. The Centre of Advanced Study in Mathematics at Bombay University has a close collaboration with the Tata Institute of Fundamental Research, Bombay, and in fact, two of their staff members have been working at the Centre for more than a year. The Centre of Advanced Study in Physics, Delhi University, has close collaboration with the National Physical Laboratory in its research programmes in the fields of Solid State Physics and Low Temperature Physics. Similarly, the Centre of Advanced Study in Radio Physics and Electronics, Calcutta University Collaborates with the Central Electronics Research Institute, Pilani. Apart from the collaboration with the laboratories within the country, several of the Centres are stated to have undertaken programmes through international collaboration with research institutes in other countries either on their own or through a foreign aid programme.

The Committee consider that the two aspects of Centres of Advanced Study, viz., (i) their functioning on an all-India basis and (ii) collaboration with the national laboratories are of considerable importance. They hope that the Committee appointed under the Chairmanship of Prof. A. R. Wadia to evaluate the working of these Centres will specifically look into these aspects.

Development of Centres of Advanced Study in Specific Fields

79. The representative of the University Grants Commission stated during evidence that the establishment of Centres of Advanced Study is a special device employed in this country. He added that in foreign countries, the departments themselves are much advanced. As the departments in Indian universities are generally low in their standard, the Government have to select some departments for advanced study in particular subjects.

The Committee feel that in the field of philosophy, India has got old traditions and therefore offers great potentiality for further development. They particularly stress that the Centres of Advanced Study in Philosophy should lay equal, if not more, emphasis on the Indian School of Thought and Culture. In this connection they would like to mention among other schools, Sankaracharya's philosophy which could well be the subject of further research and study.

The Committee would also like to reiterate the following recommendation made in para 41 of their 83rd Report on the Ministry of Education—Visva-Bharati University:—

“In view of the fact that there are different schools of Indian philosophy, the Committee suggest that facilities may be created in certain selected universities for specialised study and research of different Indian philosophies. The Committee feel that Jain Philosophy has not received due attention in any university for special study. They also feel that either the Banaras Hindu University or the Visva-Bharati University each having a Centre of Advanced Study in Philosophy may be eminently suited for studies in Jain philosophy.”

The Committee expect that Centres of Advanced Study in Mathematics in the Universities of Bombay, Calcutta, Jadavpur and Punjab would make valuable contributions to the advance and improvement in the study of Mathematics particularly at the post-graduate stage. India has a great tradition in Mathematics and Astronomy and has produced geniuses like Varaha Mihir, Khana, Bhaskaracharya, Aryabhata, and Brahma Dutta. India is also reported to have invented the Zero notation and the decimal system. In the recent times, the names of Ramanujam and Narlikar easily come to mind. The Committee hope that by their contributions the Centres will restore to India the glory that was hers in this field.

B. Review Committees

80. The Committee are informed that a number of Review Committees consisting of eminent university teachers have been constituted by the University Grants Commission to examine the existing facilities for training and research and the current syllabi in various subjects of study and to make the necessary suggestions for their improvement and modernisation in order to raise the general level of academic attainment in the university. The Review Committees appointed so far and the position about the reports of these Committees is indicated below:—

(1) *Humanities and Social Sciences*

- (1) English (printed)
- (2) Education (under print)
- (3) Social Work (under print)
- (4) Library Science (printed)
- (5) Political Science (work completed; ready for press)
- (6) Sociology (under print)

- (7) Economics (in progress)
- (8) Philosophy (in progress)
- (9) Psychology (in progress)
- (10) History (in progress)
- (11) Military Science (in progress)
- (12) Arabic and Persian Studies (work in progress)

(ii) *Science*

- (1) Biochemistry (Printed)
- (2) Botany (Printed)
- (3) Chemistry (Printed)
- (4) Mathematics (Printed) (Another expert committee is considering revision of some of the courses).
- (5) Physics (Work in progress)
- (6) Anthropology (Committee appointed)
- (7) Agricultural Education (Work in progress)
- (8) Zoology (Nearly completed)
- (9) Geography (Work in progress).

81. These Committees have recommended model syllabi for undergraduate and post-graduate studies and have made other suggestions. Some of the main recommendations of these committees are:—

- (i) Recognition should be given to sessional tests in assessing the ability of students, and dependence on one comprehensive annual examination at the end of the course should be reduced. 40 per cent of the total marks may be allotted to sessional tests.
- (ii) Symposia and summer schools may be organised for discussion of teaching methods and the system of examination, and for the promotion of research.
- (iii) There should be a compulsory *viva voce* examination for the Ph.D. degree.
- (iv) Candidates for the Ph.D. degree should attend and conduct seminars and also teach for a minimum period of one year in university department.
- (v) Active research centres in the universities should receive appropriate grants for development.
- (vi) The teacher-pupil ratio should be improved, and there should be suitable provision for administrative assistance to heads of departments.

(vii) More time should be available for field and experimental work.

(viii) Publication grants should be provided by the Commission without a matching basis. Research bulletins and journals ought to be published regularly.

82. It is stated that the normal procedure is to send the reports of the Review Committees to the universities for consideration of their Boards of Studies and other academic bodies. A suggestion for the organisation of Seminars and Conferences to discuss the recommendations of the Review Committees is stated to be under the consideration of the Commission.

The representative of the University Grants Commission stated during evidence as under:—

“The follow-up action is, of course, a matter for the universities and the Boards of Studies, The Review Committees cannot do all the work of the Boards of Studies. Some Boards of Studies are very conservative, particularly in the older universities. The main action here is to convey to them generally the expert views of the review committees and in terms of the recommendations of the review committees they reorganise the courses of undergraduate study. We also propose to hold seminars of teachers in the different subjects in order to give them an idea of the recommendations of the review committees and their general thinking and difficulties about the implementation of the review committee reports.”

The Committee attach great importance to the problem of formulating suitable courses of study in the universities. They agree with the Committee on Standards of University Education that ‘unless the courses are geared to the dynamic changes taking place in different areas of knowledge, our students are likely to lag behind those of other countries where constant efforts are made in this direction’. They hope that the Universities will reorganise their courses of study in the light of the suggestions, made in the reports of the Review Committees. The Committee however, regret to note that no serious action has been taken by the University Grants Commission to follow up the recommendations of the Review Committees. They suggest that besides implementing the suggestion of organising seminars and conferences to discuss the recommendations of the

Review Committees, the University Grants Commission should persuade various universities to implement the recommendations of Review Committees.

Review Committees on Science

83. The Committee learn that the Review Committees on Science have clearly stated that the curricula and courses in our universities and colleges have not evolved at a pace commensurate with the rapid growth of scientific knowledge characteristic of the present century. Contemporary Science in a dynamic enterprise that flourishes because new questions are asked and new leads sought in experimentation. The introduction of new courses of study in Science will no doubt require additional facilities to be provided by way of laboratory space, equipment, special aids to teaching new processes, examination reform and efficient planning.

The Committee suggest that the curricula and courses for the under-graduate and post-graduate courses in Science should be constantly kept under review to ensure that these are based on the latest knowledge of the subject and do not lag behind those of other foreign countries advanced in science and technology. They also recommend that the University Grants Commission may consider the feasibility of having a standing review committee for continuous study of science courses in the light of latest developments, so that the attention of the universities may be drawn to them. The Committee also feel that it would be desirable for the universities themselves to appoint review committees periodically to carry out a critical assessment of their courses in science.

Review Committee on Mathematics

84 The Committee are given to understand that the Review Committee appointed by the Commission on Mathematics which submitted its report in 1962-63, "had not gone as far as it should in the light of the large scale improvements which are being made in USSR, USA, UK etc. in the syllabus of mathematics". Another expert committee has therefore been appointed by the Commission, to draw out short term and long term programmes for improving teaching and research in mathematics. The report of this Committee is expected to be available by April, 1966.

The Committee regret to note a general decline in interest and consequently in standard in the teaching of Mathematics and they feel that the improvement of teaching in Mathematics is essential for advanced training in basic sciences and technology as well as

some of the subjects in Humanities. They therefore recommend that earnest measures should be taken to implement the recommendations of the expert committee appointed to draw up short term and long term programmes for improving teaching and research in Mathematics.

C. Committee on Standards

Appointment of the Committee

85. The University Grants Commission appointed a committee in August, 1961 to undertake a systematic and objective investigation of problems relating to the standards of higher education in the Indian Universities. The various aspects of the problem which this committee was required to consider and the general standard of higher education in the country have been briefly summed up in the following letter written by Dr. D. S. Kothari, Chairman, University Grants Commission to the Members of the Committee on 3rd August, 1961.

“Criticism, sometimes informed and sometimes uninformed, is often made of our standards of education. It is often said that during the last few years university standards in teaching and research have generally been going down noticeably largely as a consequence of the rapid increase in the number of students without a corresponding expansion in the number of teachers and laboratory and other facilities. As against this, we have to recognise that in a number of subjects in some of our universities the present standards of teaching and research compare favourably with the best in the advanced countries. It is apparent that the question of evaluation of standards of teaching and research has many aspects and is a very complex subject. It has been considered desirable that an objective assessment of the position should be made and measures adopted for raising standards wherever they have deteriorated.”

It is stated that the report of the Committee was considered by the University Grants Commission in its meeting held on the 5th May, 1965. The Committee desired that the report be printed and circulated to the universities for their views and comments. The report is stated to have just been printed and is being sent to the universities.

The Committee on Standards has made a thorough and exhaustive study of the problem and has given a useful Report. The Committee are convinced that if the suggestions and recommendations

contained in the Standards Committee Report are implemented, it will go a long way to effect proper co-ordination among the universities and maintenance of their standards of teaching. They, however, find that the action usually taken by the University Grants Commission on the reports of the experts committees has been simply to forward it to the universities and State Governments for their views and comments or for suitable action. The Committee realize that State Governments are required to take necessary action for implementing the recommendations of various expert committees in State universities; nevertheless they feel that the University Grants Commission should pursue the recommendations of these expert committees with the State universities and keep a record as to how many recommendations of each expert committee have been implemented. The powers given to the University Grants Commission under Sections 12, 13, and 14 of the University Grants Commission Act may also be invoked when necessary to get these recommendations implemented.

The Committee consider that it will be a useful and interesting study to find out how many recommendations of expert committees appointed during each of the last three years have been implemented by the State Governments/Universities. It will be futile to appoint expert committees if their recommendations are not implemented within a specific period and if the University Grants Commission does not pursue the matter with the Universities/States.

D. Three-Year Degree Course

Introduction of Three-Year Degree Course

86. The Committee are informed that one of the significant changes that have taken place in India in recent years in the field of higher education is the introduction of the three-year degree course in the place of the two-year degree course following a two-year intermediate course. The Secondary Education Commission 1952-53 recommended the abolition of the intermediate stage to increase the period of secondary education by one year and to plan the three-year degree course at the university stage. The suggestions made by the Secondary Education Commission were examined at the meetings of the Central Advisory Board of Education of which all State Ministers of Education are members. The Board accepted the findings of the Commission's Report and on that basis the Ministry of Education

advised the State Governments in 1954 to adopt the following pattern:

- (a) 8 years of integrated elementary (Basic) education;
- (b) 3 or 4 years of secondary education with diversification of courses; and
- (c) 3 years of university education, after the higher secondary school, leading to the first degree.

Pattern of Assistance under Three-Year Degree Course Scheme:

87. A committee, Three-Year Degree Course, Estimates Committee was appointed in October, 1956 under the chairmanship of Dr. C. D. Deshmukh, then Chairman of the University Grants Commission; to work out the estimates of expenditure that would need to be incurred on the introduction of the three-year degree course. The recommendations of this committee were accepted by the Ministry of Education as the basis for assisting universities and colleges towards the introduction of the three-year degree course. In accordance with the principles and procedure enunciated by the three-year degree course estimates committee, the Commission is providing 50 per cent of the recurring and non-recurring expenditure within the prescribed ceiling incurred by the universities/colleges concerned on approved items. These grants are intended to enable the institutions concerned to provide the physical and academic facilities for the three-year degree course and to bring about an improvement in the quality of undergraduate education. In the case of Central Universities and Government Colleges of centrally administered areas grants are paid on a cent per cent basis.

The Committee are given to understand that upto 1963-64, the Commission approved an expenditure of Rs. 23.41 crores for the implementation of the three-year-degree course scheme in 36 universities and 723 colleges. The Commission's share of this expenditure is estimated to be Rs. 11.91 crores (Rs. 6.60 crores, non-recurring and Rs. 5.31 crores—recurring).

It is stated that the three-year degree course is now the accepted pattern of collegiate education everywhere except in the University of Bombay and the 4 State Universities in U.P., viz. Agra, Allahabad, Gorakhpur and Lucknow. The University of Bombay has declined to introduce the new pattern on academic grounds. The representative of the University Grants Commission stated during evidence that—

“In the Bombay University, the Academic Council has questioned the wisdom of this course. They are autonomous and they

can question this. I saw the proceedings of the Academic Council. They said that if they were to implement the recommendations of Radhakrishnan Commission that would have been a wise course, that is, having three-year degree course after the intermediate stage. In Bombay University they yet continue with Intermediate course and after that they are having two-year course."

The representative of the University Grants Commission admitted during evidence that—

"The old two plus two year has been split up into one plus three. First year is PUC (Pre-University Course). Of course there is not much variation in the course at all except that there is some kind of continuity in the three year degree course. If you have a three year course as recommended by the Commission after you have put intermediate course, then that would mean an improvement in standards. Otherwise there is not much improvement in higher standard."

Assessment of the Three-Year Degree Course Scheme:

88. The Committee are informed that since the introduction of the three-year degree course scheme, no assessment has been made as to the utility of this pattern. A statement of the observations made by the Universities regarding the general assessment of the impact of the three-year degree course is, however, enclosed as *Appendix XI*. It is also stated that the conferences of Vice-Chancellors and the Standards Committee of the University Grants Commission have also looked into this problem.

The Committee find that the Standards Committee of the University Grants Commission have suggested as under:

"In recent years there is a general agreement on the total duration of school and university education being 15 years."

"The period of 15 years may be split up in a convenient way. It does not seem possible to have a 12-year school education except in exceptionally good schools. The pattern of having 10 years of school education followed by 2 years in an intermediate or junior college and 3 years in a degree college deserves serious consideration. The junior college could provide an opportunity to a large number of students to acquire a university degree without having to proceed further, besides being a point for dispersal to vocational and technical courses."

The Committee are informed that the Education Commission appointed by the Government is also seized of the problem.

The Committee are unhappy to note that Rs. 23.41 crores have been spent upto 1963-64 for implementation of three-year degree course scheme which even in the opinion of the representative of the University Grants Commission has not brought in much improvement in standard. They cannot help feeling that the curricula for the 11 years pre-university course is rather too heavy for the students. The observations of the universities also widely differ in their assessment about the utility of this scheme. The Committee also note that this problem has been discussed in the conferences of Vice-Chancellors and also by the Standards Committee and that it is again being considered afresh by the Education Commission.

The Committee are surprised to find that the three-year degree course scheme has not been accepted as a uniform pattern throughout the country and that it is still in more or less a trial stage. They, however, hope that a sound educational pattern will be devised by the Education Commission for implementation by all the universities/States. The Committee also find that some suggestions are being considered of making the graduate course into 15 years course instead of 14 years as at present by breaking it up in 12 years pre-university course and then 3 years for degree course or alternatively 10 years for school education, 2 years for Intermediate and 3 years for degree classes. They hope that this suggestion which has also considerable support of the educationists will be examined by the Education Commission.

E. Examination Reform

Disadvantages in the present system:

89. It is generally recognized that there are serious disadvantages in the present system of examinations and that it is necessary to make the process of testing students relevant to the study undertaken by them and as accurate as can be made. The University Education Commission (1948-49) has stated as under about the problem of examination in Indian Universities.

“For nearly half a century, examinations, as they have been functioning have been recognized as one of the worst feature of Indian Education. Commissions and Committees have expressed their alarm at their pernicious domination over the whole system of education in India. While the magnitude of the problem has been growing at an alarming rate, nothing constructive in the way of reform has happened.”

Committee on Examination Reform

90. The Committee are informed that the University Grants Commission appointed in September 1957, an expert committee to advise the Commission on the steps that may be taken for improving the system of examinations. The report of this committee was submitted to Government in 1962. As regards action taken on the report of this committee the representative of the University Grants Commission has stated as under:—

“It (Report of the Committee on Examination Reform) has been circulated to universities. There have been seminars and discussions. Most of the universities have agreed with the recommendations, but many of them find it difficult to implement the programme.”

Internal Assessment

91. The Committee find that the University Grants Commission Committee Report on “Examination Reform” emphasised the need for holding periodical tests which may reveal to the student his progress in studies and also make examination a worthwhile and educative process. The present system of one examination at the end of the academic course does not provide any inducement either to the teacher or to the taught to improve his work. It is therefore, stated to be necessary to have some form of continuing assessment of the work done by the students during the session which should be taken into account in determining the final result.

It is stated that a number of universities e.g. Agra, Panjab, Andhra, Annamalai, Banaras, Baroda, Delhi, Jadavpur, Patna, Poona, Rajasthan, S. V. Tripathi, Vikram and Visva-Bharati have introduced sessional work and some of them take this into account in the final examination. The practice in this regard, however, lacks uniformity. A statement showing the weightage allowed to tutorials in final assessment by various universities is enclosed as Appendix XII. One or two universities abandoned the experiment as the award of credit for class work was being abused. The Standards Committee of the University Grants Commission has pointed out that one way of making internal assessment more reliable is to award to each student along with his university diploma a separate record of the internal tests and other relevant information without adding these marks to the score in the final examination. Another alternative pointed out by the Committee is to introduce objective tests in so far as internal assessment is concerned.

The representative of the Ministry of Education during evidence stated his views as under:

"We are not satisfied with the present system of examination . . . Reforms are needed and this matter is continuously under consideration. It is hoped that as a result of the findings of the Education Commission something will be attempted in universities."

The Committee are also informed that the University Grants Commission is convening a Conference of University and College teachers and educationists to consider ways in which the existing system of examination can be improved.

The Committee are constrained to observe that examinations even at present are mainly test of memory and do not satisfactorily measure the critical power and intellectual development of students. A sound system of internal assessment can play a vital role in improving the system of examinations. The Committee realise that the system of introducing internal assessment is not free from difficulties particularly if an examination covers over 20,000 to over 150,000 students and if there is no properly conducted tutorial system. The Committee note that the Education Commission is already seized of the problem and hope that a workable solution will be evolved in the light of their recommendations and on the basis of the realistic assessment of the teaching facilities, teacher-student ratio, etc. Meanwhile, they suggest that steps may be taken with proper caution to improve the present system of examination at the post-graduate stage where reforms can be effected more easily in view of the smaller number of students involved. The Committee would also like to emphasise that no hasty action in this direction may be taken so as to leave wide scope for undesirable practices.

Examination Results:

92. A statement showing the university-wise pass percentage in various courses of study for the years 1961, 1962 and 1963 is enclosed as Appendix XIII. They note therefrom that overall pass percentages in various subjects are as under: —

	1961	1962	1963
B.A. Pass	46·0	46·1	47·2
B.Sc.	46·1	45·6	43·9
B.Com.	46·4	48·1	49·9
M.A.	82·2	83·3	81·2
M.Sc.	77·7	77·2	78·2
M.Com.	82·7	74·9	78·9

The Committee regret to note that in undergraduate courses, the overall number of failures is more than 50 per cent. In some universities, the number of failures is as high as 70 per cent as in the case of Andhra University for B.A. (Pass) and Mysore University for B.Sc. The Committee note that the figures of failures in Indian universities is very alarming. They suggest that an intensive study of the problem should be made by the University Grants Commission and steps taken to improve pass percentages in undergraduate courses by improving the standard of teaching.

The Committee are also of the view that there is wide difference between the standards of examinations in different universities. Some of the universities can be termed as liberal in awarding First Class to their students, a practice that tends to lower the standard of education and as such, is harmful for the country. While conceding that the universities are autonomous bodies, the Committee feel that it is obligatory on the part of the universities, University Grants Commission and the Government to ensure that there is some uniformity of standards.

Mutual Recognition of Degrees awarded by Universities:

93. The Committee in their 82nd Report on University of Delhi have referred to the problem of some of the degrees awarded by other universities not recognised by Delhi University. In this respect, the representative of the University Grants Commission stated as under:—

“There are many such cases. For example, Bombay University does not recognise the B.Com. degree of the Calcutta University. Because of that, Calcutta University does not recognise the LL.B. degree of the Bombay University. Some of the Delhi University degrees are not recognised by Bombay University. Bombay University is very proud of its B.Com. degree. It says that if the other university does not have the same number of papers and the same subjects, it will not recognise that degree.”

The Committee desired to have a statement showing the degrees awarded by various universities which are not recognised by other universities. It is stated the requisite information is not readily available with the Ministry of Education/University Grants Commission.

The Committee consider it almost imperative that there should be some uniformity of standards in Indian universities. They are of the view that University Grants Commission should collect information regarding the standard maintained by different

universities in their curricula, holding of examinations and in awarding degrees—particularly of those degrees which are not recognised by other universities. The Committee would also urge that the University Grants Commission/Ministry of Education may use their good offices to persuade the various universities to maintain more or less uniform standard in teaching and awarding degrees so that mutual recognition to degrees awarded by them may be made possible. They also suggest that services of the Inter-University Board may be invoked for this purpose.

F. General Education

Importance:

94. The courses in general education for undergraduate students were recommended as far back as 1948-49 by the University Education Commission which suggested that "without unnecessary delay, the principles and practice of general education be introduced so as to correct the extreme specialisation which now is common in our intermediate and degree programmes." The University Grants Commission also agrees that the programme of general education is helpful in making undergraduate courses of study more meaningful, balanced and effective. It is desirable that students should have a clear understanding of a wide range of problems relating to modern life and conditions and should have adequate acquaintance with important areas of knowledge outside the field of their special studies. General Education is not an additional subject of study, it necessitates a reorientation and modernisation of the existing undergraduate studies. General education is in no way opposed to specialisation as is sometimes supposed and should on the contrary, be complementary to it. It is a necessary corrective to compartmentalisation of knowledge and promotes a better understanding of specialised studies by placing them in the proper perspective.

Introduction of Courses in General Education:

95. The Committee are informed that General Education Programmes are in operation in one form or another in the following universities:—

- | | |
|--------------|------------------------|
| (1) Aligarh | (11) Panjab |
| (2) Andhra | (12) Poona |
| (3) Banaras | (13) Panjabi |
| (4) Baroda | (14) Rabindra Bharati |
| (5) Gujarat | (15) Rajasthan |
| (6) Jadavpur | (16) Roorkhee |
| (7) Jodhpur | (17) S.N.D.T. |
| (8) Kerala | (18) Sri Venkateswara |
| (9) Mysore | (19) U.P. Agricultural |
| (10) Osmania | (20) Utakal |

The representative of the University Grants Commission stated during evidence that:—

“Dr. Radhakrishnan Commission report recommended that the General Education Course should start at the Intermediate level. There is a whole chapter on General Education which said that our Intermediate Courses should be broad-based and so strongly broad-based that they must be a proper basis for the Degree Course. Later it said that the present day scientists should not be narrow scientists. But certain colleges are finding great difficulties in introducing this General Education course in a three-year Degree course after the PUC (Pre-University Course). What little they know at the PUC stage is hardly adequate for the stage for preparing the students from the school to the University Course. The programme is so intensive in the subject matter and in any specialisation that is taken by the student that this general education course is difficult for integration in short span. The real reply could be that the 14 year course should be extended to 15 years. These are the different ideas.”

Committee on General Education:

96. The Committee are informed that the University Grants Commission set up a Committee in December, 1958 to examine the concept and principles of general education and the ways in which these could help in making the undergraduate courses more meaningful and significant. The recommendations of this expert committee on general education have been generally accepted by the University Grants Commission and an advisory committee has been constituted to help the universities in the proper implementation of the scheme and for making recommendations to the Commission. The report of the expert committee is also stated to have been circulated to the universities and colleges and also to a large number of individual teachers.

It is stated that the **standing advisory committee on general education** appointed by the University Grants Commission for reviewing applications for assistance and the progress of significant experiments in general education was re-constituted. On the recommendation of the committee, universities were requested to designate senior members of their staff as co-ordinators for liaison between the universities and the advisory committee in all matters pertaining to general education. Co-ordinators in general education have been

designated by 42 universities. In 1964, the Commission called a conference of co-ordinators of General Courses in the Universities. This conference also emphasised the role of General Education in the promotion of good education at the undergraduate level and suggested that its objectives could be achieved to a large extent by liberalising, modernising and rationalising the existing first degree courses.

Amount Provided and Actually Spent

97. The Committee are informed that the following amount was provided and actually spent by the University Grants Commission for General Education during each of the last three years:—

	Budget Provision	Actual Expendi- ture
	Rs.	Rs.
1962-63	1,00,000	37,473
1963-64	6,43,000	1,02,393
1964-65	1,00,000	2
TOTAL	8,43,000	2,00,348

The representative of the University Grants Commission stated as under during evidence:—

“An assessment of the general education programmes in Indian Universities is also being made from time to time and I can mention this that the University Grants Commission have thought now that there should be a division in the University Grants Commission dealing with the General Education and College Education programme so that we can really deal with this with certain expert knowledge on the subject because it is not merely reading of a number of books on the subject. We have to enrich the libraries of colleges. We have to introduce new courses such as this new approach to studies, building up of the character of the student. All these are some aspects of general education.”

Although the University Education Commission had made the recommendation about introduction of general education in the universities as far back as 1948-49, the Committee regret to state that

no significant progress has been made in introducing general education in various universities and that only Rs. 2 lakha could be utilized for this purpose out of the provision of Rs. 8.43 lakha during the last three years. The Committee suggest that the University Grants Commission may review the general education facilities available in various universities with a view to suggest improvements and adoption in other universities where it does not exist at present.

G. Standard of Technical Education in Indian Universities

Rapid increase in Engineering Colleges

98. The Committee are informed that there has been a rapid increase in the number of engineering colleges in the different States. It is stated that there are about 120 institutions in the country conducting courses in engineering and technology for the first degree. Of these 30 institutions|departments run and maintained by the universities are under the purview of the Commission.

A provision of Rs. 650 crores has been made in the Third Plan for the development of engineering and technological education in the universities and the institutions maintained by them. The Commission sanctions development grants for buildings, equipment, books etc., and for staff and maintenance.

Grants actually released to the universities for the development of engineering and technological education during the first three years of the current Plan period were as follows:—

Year	Grants paid
	Rs.
1961-62	1,17,72,399
1962-63	97,44,744
1963-64	1,13,89,631
TOTAL	3,29,06,774

The release of grants sanctioned is phased according to the progress in the implementation of approved projects. Grants are provided by the Commission for the development of engineering and

technological education to the extent of 50 per cent of the approved expenditure for undergraduate courses and on a cent per cent basis for postgraduate studies.

99. Several steps are stated to have been taken in these institutions and departments to meet the emergency needs of the country for graduate engineers. At 9 university institutions the intake in the existing undergraduate courses was increased by 517 from 1,423 to 1,940. New undergraduate courses were started in metallurgy and chemical engineering at Roorkee University, in pharmacy at Jadavpur University and in chemical engineering at M. S. University, Baroda. Special degree courses of 2½ to 3 years' duration for science graduates were started in civil and telecommunication engineering at Osmania University with a total intake of 30. A part-time degree course of 4½ years duration has been started at Osmania University for the benefit of diploma holders in engineering. The present intake of this course is 80.

As a result of the recommendations of the Committee on Postgraduate Engineering Education and Research appointed in 1959 under the Chairmanship of Prof. M. S. Thacker, postgraduate courses of two years duration have been introduced at various universities.

The Commission extended assistance to the engineering|technological institutions and departments maintained by universities for the provision of essential amenities for students such as water coolers, canteens, common rooms, dispensaries, cycle sheds, etc. Grants amounting to Rs. 2.88 lakhs were sanctioned for this purpose during 1963-64. The Commission also decided to give grants to the universities concerned for the construction of staff quarters.

During 1963-64 the Commission awarded 378 junior fellowships each of the value of Rs. 250 per month to students of various postgraduate courses in engineering and technology. An amount of Rs. 6.62 lakhs was paid on this account. Thirty fellowships, each of the value of Rs. 400 per month, were awarded during the year for advanced study and research in engineering and technology beyond the postgraduate degree.

Quality of Education imparted at engineering colleges

100. With regard to the phenomenal increase of Engineering Colleges an eminent educationist and Vice-Chancellor of a university has stated as under in his memorandum to the Committee:—

“I am glad at the number of Colleges that have been started but I regret that it cannot be said with equal happiness

that the quality of the education imparted is being maintained—not at a higher level but even at the minimum level necessary for efficiency.”

Besides the engineering and technological education imparted by the university departments and colleges, the Government of India have set up five Institutes of Technology at Bombay, Kharagpur, Kanpur, Madras and Delhi. Asked to state as to how the standard of engineering and technological education in universities compared with that of the Indian Institutes of Technology, the representative of the Ministry of Education stated as under:—

“The comparisons, as you know, are always odious. The position is this: at the under-graduate level, the scope and standard of the courses is suggested by the All-India Council for Technical Education and most universities and institutions have adopted that. Whereas some institutions have introduced the new things like the study of Humanities and social sciences, others have not been able to do so. I do not think that one could say that universities are in one group and the rest of the institutes are in other group. There are some universities which have made some headway in this respect and there are others which have not. The attempt in respect of all institutes, whether they are functioning as university departments or otherwise, has been to lay the greatest stress on science in the technological courses—to have a strong base of science.”

“When you have in a country as large as ours, 120 institutions providing courses which are almost the same on paper, there are bound to be differences in the standards actually attained by the various institutions. All aim at the same thing, but some do it better than the others. It is inevitable in a country as large as ours and with so many institutions.”

The representative of the Ministry also stated that—

“Except for the Indian Institutes of Technology, which confer their own degree and a few other institutions like the Indian Institute of Science, Bangalore, and the Birla Institute of Technology at Pilani—and the latter has been recently deemed to be a university—the rest of the institutions, whether they are affiliated or whether they form part of the universities, provide instruction according to the syllabuses laid down by the universities. Some institutions have been able to fulfil the tasks better than others; for

example, the Bengal Engineering College; although it is a college which provides courses of the Calcutta University and is not a part of the Calcutta University, it can be classified as one of the best institutions in the country. We cannot generalise and say that all affiliated institutions are good or bad or all university departments are very good or very bad and so on."

101. The Committee are informed that the All-India Council for Technical Education is responsible for co-ordinating technical education and looking after the standards. The representative of the Ministry of Education stated that:

"The All India Council is a big body, meeting only once annually and deciding on what policies should be adopted in the field of technical education. It functions through much smaller committees and boards. It has got Boards of Technical Studies which consist of persons in the educational field who get together to suggest model courses in various fields for the consideration of universities. Then there are Regional Committees. These are the ones which send out teams to various colleges. There are four such Committees. They appoint a number of visiting teams for the purpose of determining the needs of institutions. On an average, the visiting committees would be visiting institutions once in three years or so."

The Committee do not like to accept that there are bound to be differences in the standards actually attained by various institutions even though they agree that rigid uniformity of standard is not possible. They are however of the view that when the courses of study are the same in both the Indian Institutes of Technology and University Departments and Colleges imparting technical education, efforts should be made to provide more or less equal facilities for teaching and research. These include provision of good teachers in more or less equal scales of pay, good workshops, etc. The Committee therefore suggest that efforts should be made to reduce the differences in the standard of education in the university departments and colleges on the one hand and Institutes of Technology on the other. Alternatively, the Committee would like the Government to examine the feasibility of the Indian Institutes of Technology undertaking only post-graduate and higher technological teaching and research. The Committee suggest that an assessment of the laboratory and workshop facilities available with the various

engineering colleges should be made and remedial measures taken as may be necessary.

Capitation fees charged by Engineering Colleges

102. While on the subject, the Committee would like to deal with the capitation fees charged by some of the engineering colleges in the private sector for admission. It is stated that these colleges are located in Mysore State. The Central Government is not favourably disposed towards the continuance of the practice. The All-India Council for Technical Education also considered this problem and at the instance of the Council, a small Committee consisting of the Education Minister, Member (Education) of the Planning Commission and the Chairman of the University Grants Commission examined the problem in greater detail. The Committee was of the view that private institutions should not be encouraged to charge capitation fees. However, the Committee noted that in some cases engineering colleges sponsored by private bodies sprung up without the approval of the Central Government or the All-India Council, because the State Government and/or the Universities concerned granted them recognition and affiliation. In the circumstances, the Committee expressed the view that so long as the private institutions utilised all moneys collected by way of donation fees or capitation fees for the full development of the institution and as long as they are run on correct lines approved by the All-India Council, they should be allowed to continue. In any case, it is stated to be essential to ensure that proper standards are maintained in these institutions and that they do not degenerate into commercial enterprises.

The Committee are given to understand that Minister of Education has also expressed himself strongly in public against capitation fees. He stated that this practice amounts to "black-marketing in Education". An Inspection Committee was therefore appointed in consultation with the University Grants Commission to visit some colleges charging capitation fees in Mysore in 1964 to consider the problem in detail. That Committee visited six such colleges in Mysore and submitted a report. The Committee was not satisfied with the available physical and instructional facilities at these institutions. They recommended that some of these colleges should not be allowed to start higher classes unless the necessary facilities are provided by the management. If they failed to do so, the Committee was of the view that the universities concerned should not grant them recognition or affiliation. The report of this Committee was brought to the notice of the Universities in Mysore and also the State Government of Mysore in February 1965. The reactions of

all Universities to the report are not yet available. It is proposed that after the Universities have considered the report, suitable steps should be devised to implement the recommendations made therein in consultation with the Universities and the State Government. The Ministry is stated to be vigorously following up the matter.

Capitation fees charged by Medical Colleges

103. The Committee are informed that it has been in the notice of the Government of India (Ministry of Health) for some time that certain Medical Colleges in the country started under the auspices of Private Management have been charging high capitation fees ranging between Rs. 3,000 and Rs. 10,000. The evil practice of charging high capitation tuition fee donation was considered by the Central Council of Health at its Eleventh Meeting. The Central Council of Health had recommended the setting up of a High Power Committee consisting of the Health Ministers of the States concerned. Accordingly a Committee was appointed by the Government of India to go into the whole question of private medical colleges charging capitation fees. The recommendations of the Committee were again discussed by the Central Council of Health at its 12th Meeting held in Srinagar in October, 1964. In this connection the resolutions passed by the Central Council of Health and action taken thereon are reproduced below:—

- (1) The Medical Council of India should carry out an inspection of all such colleges and submit their report to the Government for necessary follow-up action for the removal of defects if any, so brought to light.
- (2) The State Governments should take over such private colleges during the Fourth Plan. The Government of India may give assistance for carrying out improvements only if the authorities running those colleges agree to hand them over to the Government as and when asked to do so.
- (3) The legal implications of Government taking over such colleges where the authorities may not be willing to hand them over, may be examined.
- (4) In regard to the future, the Council is of the opinion that commercial type of private medical colleges depending for their existence on high capitation fees and/or high tuition fees, should not be allowed to be set up under any circumstances.

- (5) Subject to these recommendations, the other recommendations of the Committee are approved by the Council.
- (6) In the light of the recommendations of the Central Council of Health the Government of India addressed to all State Governments and the Universities requesting them to decline permission for starting any more new medical college under private management charging unduly high fees and capitation money. They were also requested to refer any exceptional cases where financial soundness was assured to the Government of India for prior approval in consultation with the Medical Council of India. They have carried out some inspections of the private medical colleges pointing out their deficiencies.
- (7) The Government of Andhra Pradesh are considering the question of taking over the two private medical colleges in that State *viz.* Rangaray Medical College, Kakinada and Kakatiya Medical College, Warangal. In view of the steps taken it is hoped that the situation would improve in the coming years.

It is stated that the T.D. Medical College, Alleppey, a private institution was charging a capitation fee of Rs. 6,000 per pupil for admission into the Institution. The Government of Kerala conducted an enquiry into the matter in consultation with the University of Kerala. As a result of the findings of the Enquiry Committee the Medical College in question was prohibited from charging any capitation fee but was permitted to collect an enhanced tuition fee of Rs. 2,500 per annum (to be collected in three instalments) and a special fee of Rs. 250. Under no circumstances capitation fee or any other special admission fee is to be levied by the institution.

The Committee feel that the practice of charging capitation fee by the Engineering and Medical Colleges is fundamentally wrong. They also note that the Minister of Education has described this practice as "blackmarketing in education". But the Committee feel constrained to remind the Government of their own responsibility for this practice as they have failed to provide adequate money for those colleges whose need in those regions cannot be ignored. The Committee would also like to point out that it is Government's inaction that has made these institutions continue this practice which could have been stopped by withdrawing recognition accorded to them. They find that even after an enquiry by the Government of Kerala, the T.D. Medical College, Alleppey has been allowed to

collect an enhanced tuition fee of Rs. 2,500 per annum and a special fee of Rs. 250. The Committee are surprised that this exorbitant tuition fee has been allowed to be charged by the Government and they feel that this is only an *alibi* for capitation fee. The Committee recommend that suitable action should be taken by the Government to put an end to the practice of charging capitation fee, enhanced fee etc. by the engineering and medical colleges or by any other colleges. Till this is effectively stopped, the Committee hope that the university/Government concerned would see that the money thus acquired is properly accounted for by such colleges and proper receipts are issued by them as donation for the institute so that there may not be any room for misappropriation of the money for private benefits.

H. Scientific Research in Universities

104. The importance of scientific research in the context of the multifarious schemes of development of our country at the present time cannot be too much stressed. If it is indispensable in the developed economies, it should be considered paramount in a developing economy like ours. Investment in research brings about an increase in the level of productivity and national prosperity. It is generally recognised and borne out by statistics that the higher the expenditure on research and development, the higher is the gross national product of a country.

The Committee note that steps have already been taken by the Government of India to encourage scientific research and investigations by bringing into being the Council of Scientific and Industrial Research and setting up under its auspices a large number of National Laboratories. Mention may also be made of the Tata Institute of Fundamental Research, Bombay, which was established in 1945 and has since been recognised by Government of India as a centre for advanced study and research in nuclear physics and mathematics. There are also a number of other agencies like the Geological Survey of India, the Geographical Survey of India, the Botanical Survey of India etc. which are carrying out intensive studies in their respective fields. It is, nevertheless, necessary to emphasize that while the above institutions may be concerned with particular area of research, universities should be free to take up any work of their choice. In fact universities have to cast their net over a wide area of research of both theoretical value and practical utility. i.e. both pure and applied research. In this context the following words of

Professor Herbert Butterfield of Cambridge who describes the place of research in a University are illuminating:

"It is clear, in any case, that research is one of the important functions of a university; and a good deal of the money that is spent on the universities must be regarded as devoted to research, not merely to the teaching of the young. Most of all it is the function of the university to promote research in the fundamental aspects of the various sciences. We have learnt not to regard the basic things as 'useless', but to value them all the more from the very fact that their ultimate utility is so unpredictable. The university is important precisely because here, most of all, truth can be pursued for its own sake—science pushed forward on impulses that come from the heart of science itself. . . . Universities are better adapted than any other institutions for keeping the course of science free and its development flexible and, here, where so many different kinds of science and of scholarly enquiry are hoarded together, there is more chance of cross-fertilisation, more opportunity for men in different fields to knock sparks off one another. In the realm of ideas the best kind of organisation is the one that is most conducive to elasticity of mind. The evil to be dreaded is the hardening of the arteries."

The Universities however also play an important role in conducting researches in science. The importance of universities has been emphasized by Professor D. S. Kothari in this age of science and technology:

"It is important to recognise that in an age of science and technology, universities in advanced as also in developing countries, have acquired a new role and a new significance. Through the invigorating and symbiotic combination of teaching and research, knowledge and discovery, youth and age, universities make a contribution to fundamental science as no other organisation or agency can or does. In fact, the state of science in the universities provides a reasonably good barometer to the standard and health of science and technology in a country generally. The experience of more than a century, beginning with the great German universities has clearly demonstrated that teaching and research flourish best in combination. In isolation they both wither. The best of either is achieved in an atmosphere where both are cultivated; and in this

combination of teaching and research, learning and discoveries, lies the real strength of the universities.”

In his convocation address to the Jodhpur University in Jan. 1965, Dr. Kothari said:—

“It is now widely recognised in countries such as the U.S.A. and the U.K. that the promotion and strengthening of postgraduate schemes in the universities is of fundamental importance in relation to the entire programme of development in science and technology. This applies to us even far more strongly and acutely. The improvement and extension of postgraduate courses and schools, in fact the strengthening of universities generally, should receive the highest priority and treated as a fundamental national goal. If the universities are weak, as several of them are, they cannot and do not absolve themselves of their share of responsibility. This does not mean, however, that the Govt. and the public and other agencies concerned are less responsible for the unhappy situation. A national goal can only be achieved on a national basis and through the active collaboration and participation of all the elements concerned. The attainment of a national objective has to be conceived as a national responsibility.”

The Committee feel that one of the most important factors in scientific research which needs to be vigorously promoted relates to research in pure and applied science in the universities and institutions of higher education. Every endeavour should therefore be made to strengthen the facilities for research in the universities by way of provision of financial resources including adequate foreign exchange laboratory facilities, books and qualified personnel.

Co-ordination between Universities and laboratories.

105. The Committee are informed that at present there is no formal machinery for effecting co-ordination in research between the universities and the laboratories of the Council of Scientific and Industrial Research. However, a certain degree of co-ordination at informal level exists which may be mentioned below:—

- (i) The Vice-Chancellors of the Universities made recommendations which were later approved by the inter-University Board whereby most of the national laboratories have been recognised as centres for postgraduate research.
- (ii) The conference of the Directors of National Laboratories held on July, 13, 1962 at Hyderabad made recommenda-

tions for further collaboration with the universities and this was approved by the BSIR (Board of Scientific and Industrial Research) and the Governing Body of the CSIR in their meetings held on October 24 and 25, 1963.

In this respect the representative of the University Grants Commission stated as under during evidence:

“Both the University Grants Commission and the Council of Scientific and Industrial Research agree that there should be co-operation between the universities and the national laboratories in the field of research. They also agree that there should be exchange of personnel between the two. The real point is how to bring about this co-operation between the two bodies. We had some meetings and discussions about this. The Council of Scientific and Industrial Research has been thinking in terms of establishing some kind of central committee for the purpose of having collaboration on a more systematic basis. This was considered by the University Grants Commission recently in one of their meetings and they thought that a beginning should be made with local committees in places where there is both a national laboratory and a university like Delhi, Poona, Madras or Hyderabad. Further action in this regard is being contemplated.”

The representative of the Ministry of Education however stated that:

“May I submit that a formal machinery for this purpose will be not of much use really for, after all, the main purpose of the university departments is to promote fundamental research and to advance the frontiers of knowledge. On the other hand, the defined function of the laboratories is to undertake applied research and to solve the problems of industry in the various spheres. All the same, there is need for the two sides to know what is happening at the other end.

106. Asked to state whether the University research departments have been fully utilised by the Council of Scientific and Industrial Research and its laboratories, the representative of the Ministry stated:

“My impression is that they have not been fully utilised. Secondly, there is this difference if we compare it with USA. USA does not have a chain of national laboratories or central institutions and that is why almost everything that the USA has developed in science has grown out of

the university laboratories. But in U.K. the position is very much akin to that of ours. We have gone further. We have many more laboratories than what U.K. has got. Therefore, if we compare U.K. with USA, we shall see that the use that is made of the universities and other laboratories in educational institutions is not as much as that is made of in the USA. But I dare say that one could make greater use of the university laboratories in India for the solution of many problems."

The Committee on Standards of University Education have also dealt with the need for close coordination of university and non-university sectors in the matter of scientific research. This is what that Committee have said:

"It would be of great advantage to the progress of scientific research in the country if ways of bringing about fruitful coordination and cooperation between the two could be worked out. Since our resources and personnel are limited, unless they are utilised most advantageously, it will be impossible to obtain the best results. It will also be necessary to bring to our universities a number of distinguished research scholars from the national laboratories and other scientific institutions so that the student population may have the benefit of direct contacts with them. It will not also be difficult to arrange for guidance of research of university students in the National Laboratories. In other words, we envisage a programme of close cooperation and interaction between the two sectors. Unfortunately there seems to be a tendency to plough lonely furrows in the scientific field. We need hardly add that constant exchange of ideas and consultation would contribute towards maximum utilisation of existing facilities. We also commend to the universities exploration of the possibilities of undertaking research projects on a co-operative basis, the different parts of the project being assigned to departments in different universities dealing with similar fields of study."

The Committee entirely agree with the observations of the Standards Committee. They, however, regret that at present there is no proper co-ordination between the research departments of universities and national laboratories. They feel that in an age of science and technology universities have acquired a new role and a new significance. Interlinking of research in the universities (mostly of pure, basic and fundamental character) and the laboratories of the

Council of Scientific and Industrial Research (mostly of applied nature) would be of great mutual benefit. Therefore for proper development of research in the country, there should be complete co-ordination between the national laboratories and universities. A procedure should be devised to have exchange of notes or some mutual discussions among the Directors of National Laboratories and the Heads of the departments of the universities. The Committee also suggest that the feasibility of effecting institutional co-ordination between the University Grants Commission and the Council of Scientific and Industrial Research may be examined.

Defence Research and Development:

107. The Committee are given to understand that similar to the position prevailing between National Laboratories and universities, there is no formal machinery for co-ordination between the universities and Defence Research Institutes. The representative of the University Grants Commission stated during evidence that:

“The universities supplied the trained personnel to all these laboratories and to that extent at the professor level there is always contact. But the Defence Laboratories work in a sort of atmosphere of secrecy and confidence and they cannot do all their programmes in an open way, in the same way as the university departments are doing. But at the level of learned personnel or scholarship there is always a close contact and co-ordination.”

* * * *

“The Defence organisation and their laboratories also consult our experts in the various departments of the universities. They are members of their committees; or, their expert advice is taken. So, there is always co-ordination at that level. On our files or in our records it is not there. We have not got the facts about the various ways in which the consultation is carried on from day to day.”

In connection with the examination of the estimates relating to Defence Electronics Research Laboratory, Hyderabad, the representative of the Ministry of Defence stated as under regarding co-ordination maintained between the Laboratory and Universities:—

“I have initiated a course of action by which the Director of this laboratory visits the universities and quite a number

of problems are given to the universities. but I would like to mention that it is not only my personal experience but also the experience reflected by the visits which these officers who deal with electronics now make to universities, that in this field, where increasing sophistication and new and modern equipment becomes necessary, the universities are being gradually depleted because they have no money, no foreign exchange, and with a few exceptions, their laboratories are poorly equipped, and they want to utilise the money given by Defence to equip themselves."

Asked to state whether this matter has been taken up with the University Grants Commission the representative of the Ministry of Defence stated that:

"I have no formal channel of taking it up with University Grants Commission, but certainly the present chairman of University Grants Commission himself was occupying the same position which I am occupying at the present, and I certainly discuss with him, and draw the attention of the universities through personal contacts. Generally in common committees which are formed either of universities or Council of Scientific and Industrial Research, these matters are discussed. I cannot say that I can take any positive action to rectify this defect."

The Committee are unhappy to learn that with a few exceptions the university laboratories are ill-equipped. They would like to stress that a well-equipped laboratory is essential for raising the standard of science teaching. They suggest that earnest measures should be taken to equip the university laboratories properly. The Committee also reiterate the recommendation made in para 31 of their 82nd Report on the Ministry of Education—University of Delhi that the question of financing equipment for university laboratories from UNESCO and other aid funds for the Fourth Five Year Plan may be examined early.

They consider that the universities can play a vital role in development of defence research. A major defence problem can be broken into sub-problems and such of those as are of a basic nature can be handled by the universities. The representative of the Ministry of Defence has admitted this possibility. For this purpose, the Committee suggest, that there should be necessary co-ordination between the universities and Defence Research Laboratories.

I. Laboratories

Importance:

108. It is universally recognised that modern teaching and research in scientific subjects require adequate and well-equipped laboratories. The representative of the University Grants Commission stated during evidence that liberal grants were given during the three Plans, for construction and extension of laboratories, for purchasing equipment, for setting up workshops, for appointing technicians such as workshop superintendents, Foremen, Electricians, Artists etc. Such grants were also recommended by the Visiting Committees. He added that the Commission has also been assisting the post-graduate departments of affiliated colleges and about 300 colleges have been assisted subject to a normal overall ceiling of Rs. 1.5 lakhs per college from the University Grants Commission which they have utilised for expansion of laboratories, libraries etc.

The following grants were paid by the University Grants Commission to Universities/institutions deemed to be universities and colleges for development and improvement of laboratories during each of the last three years:

	1962-63	1963-64	1964-65
	Rs.	Rs.	Rs.
Universities/ Institutions deemed to be universities.	1,27,05,363	1,20,21,853	1,59,83,582
Colleges	4,29,907	13,21,206	17,44,733

109. The Committee are informed that the following newly established Universities/"Institutions-deemed-to-be-universities" do not have adequate laboratory facilities for undergraduate and postgraduate courses in science subjects:

- (1) Jiwaji
- (2) Jodhpur
- (3) Kalyani
- (4) Marathwada
- (5) North Bengal
- (6) Panjabi
- (7) Shivaji

- (8) Udaipur
- (9) Jamia Millia Islamia
- (10) Gurukul Kangri Visva Vidyalaya

It is stated that since these universities/"institutions-deemed-to-be-universities" are newly established, it will take some time for them to provide facilities to the extent available in established universities. However, efforts are being made to provide requisite assistance to these universities/institutions as far as possible for improvement of laboratory facilities.

The Committee are constrained to observe that the resources available to the universities for the development of science departments have not been commensurate with their requirements. They learn that during the Second Plan period, the University Grants Commission paid grants totalling Rs. 4.02 crores to the universities for buildings, laboratories, workshops, equipments, apparatus, library books and additional supply for scientific studies. The amount provided for these schemes during the Third Plan is Rs. 7.92 crores. The above provision for scientific research is not at all adequate considering the great need that exists to improve standards and to enable science to play its full part in the development of the country. Science education makes heavier demands than general ducation in respect of accommodation and equipment. As the teaching of science necessarily involves practical work in laboratories, the teacher-pupil ratio on the science side has also to be higher. The Committee hope that Government will make ample provision for equipping the laboratories on which depends the standard of scientific education and research.

J. Libraries

110. The Library is the heart of the university's work, directly so, as regards its research work and somewhat indirectly as regards its education work. Scientific research needs a library as well as its laboratories while for humanistic research the library is both library and laboratory in one.

The Committee are informed that University Grants Commission gives non-recurring grants to the universities for the purchase of library books periodically on the basis of their requirements.

The following grants were paid by the University Grants Commission to universities and colleges during the last three years:

	1962-63	1963-64	1964-65
<i>Universities</i>			
	Rs.	Rs.	Rs.
(i) Purchase of Library books on science subjects	11,64,667	17,51,213	28,00,250
ii) Construction of Library buildings and purchase of furniture and equipment	23,78,567	22,17,500	27,92,047
(iii) Purchase of library books and journals	8,92,472	17,50,070	19,26,650
<i>Colleges</i>			
(i) Development of library facilities	7,64,387	6,68,483	6,74,744

The Committee are informed that the following newly established universities/"institutions-deemed-to-be-universities" do not have adequate library facilities:

- (1) Bangalore
- (2) Jivaji
- (3) Jodhpur
- (4) Kalyani
- (5) North Bengal
- (6) Marathwada
- (7) Panjabi
- (8) Shivaji
- (9) Jamia Millia Islamia
- (10) Gurukul Kangri Visva Vidyalaya

Library is the storehouse of knowledge accumulated through ages in all the countries and as such the Committee need hardly stress the desirability of encouraging the students to cultivate the habit of utilising the library facilities to the maximum extent. For that purpose, the library environments should be made attractive by providing adequate library facilities including reading space in each university and college. The Committee feel that the

University Grants Commission should not be content simply by making adequate provision for a good library but should also try to see that the library facilities are properly utilised by the students as also by the teachers.

Reading Room Facilities in Colleges:

111. The Committee are informed that the University Grants Commission has a scheme of providing assistance to colleges for the improvement of library services (construction of library building, purchase of library books and furniture). Under this scheme assistance has been provided to 185 colleges of 33 universities up to 31st March, 1965. The Commission's share in this behalf is estimated to be about Rs. 69 lakhs against which a sum of Rs. 49 lakhs approximately had been released up to the end of March, 1965. While working out the assistance to be provided to the colleges under this scheme, the Commission allows an area of 18 sq. ft. per student for 10 per cent of the number of students in degree and post graduate classes in addition to the existing library facilities available in the college.

It is stated that the Committee on Collegiate Education had *inter alia* recommended in 1963 that every college should aim at providing reading room facilities for about 25 per cent of the students on its rolls. The Commission considered the recommendations of the Committee and decided that the question of implementing this recommendation may be taken up during the Fourth Plan period.

The Committee regret to learn that the information regarding the number of colleges which provide reading room facilities for at least 25 per cent of the students on its rolls is stated to be not available at present. The Committee feel that until basic statistics are in possession of the University Grants Commission, it will not be possible to chalk out a scheme and assess its financial implications.

The Committee further suggest that the recommendations of expert committees should be properly analysed by the University Grants Commission, so as to assess the magnitude of every problem for taking suitable measures as and when funds are available.

Text Book Libraries:

112. The Committee are given to understand that in view of the fact that good text books are generally expensive and beyond the means of a large majority of the students and that the assistance provided to needy students from the students aid fund scheme is not

sufficient to enable them to buy the necessary text books, the Commission decided to sanction grants with effect from 1963-64 on a cent per cent basis to selected Arts, Science and Commerce Colleges having the prescribed minimum enrolment for establishing text book libraries and enabling the students to obtain text books for study on long term loans. Under the scheme, a grant of Rs. 10,000 is given to a college providing under-graduate education and Rs. 15,000 to a college running Post Graduate courses.

It is stated that grants amounting to Rs. 56,72,500 have so far been paid under this scheme to the various colleges. An year-wise break up of the amount paid is as under:

	Rs.
1963-64	1,57,500
1964-65	40,10,000
1965-66 (up to 20-11-65)	15,05,000
	56,72,500

It is further stated that although the Commission has agreed in principle to extend assistance under the scheme to all colleges (including the professional colleges) which are approved under section 2(F) of the University Grants Commission Act, 1956, irrespective of the number of students on rolls, it has, however, actually not been possible to do so for the present due to the paucity of funds.

Book Bank Scheme:

113. In this context, the Committee would like to refer to para 27 of their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi wherein they have mentioned the operation of Book Bank Scheme in the University of Delhi. Under this scheme students who take their degrees and leave the University donate some of their text-books to the University or the Colleges. Teachers also may donate some of their books to respective libraries. These books would then be kept separately and loaned out to needy and deserving students freshly admitted to the University or the College.

The Committee suggest that the feasibility of starting Book Bank Scheme in various universities and colleges on the lines of University of Delhi may be examined. The assistance given by the University Grants Commission for text-book libraries can be utilised to enrich the Book Bank Scheme. Efforts should also be made by the

universities and colleges and their Students' Unions to raise voluntary donations particularly from the ex-students for enriching this scheme.

K. Scheme for area Studies

Recommendations of Committee on Area Studies:

114. The Committee are informed that the University Grants Commission attaches great importance to studies in respect of history, culture, language etc. of different countries and regions. A Committee was appointed under the chairmanship of Shri B. Shiva Rao to examine the question of the development of area studies, i.e., studies in respect of the history, culture, language etc. of different countries and regions particularly far Eastern, Middle Asian, African and Latin American countries. That Committee has recommended—

- “(i) It is desirable to introduce regional studies of different parts of the world at the university stage and there is need for a large number of Indian scholars who are adequately acquainted with the history, social and economic background of particular regions.
- (ii) Centres of area studies might be set up in a few selected universities to start with, and members of the teaching staff of appropriate departments might participate in the programme.
- (iii) Scholars might be selected for deputation to specific areas for a limited period to undertake intensive studies of the problems of the regions concerned.
- (iv) Priority might be given in the first instance to regions which India is more actively concerned, such as China, Japan, South-Eastern Asia, Africa and the Middle East.”

It is stated that the recommendations made by the Committee have generally been accepted and an Advisory Committee has been set up to suggest the steps to be taken to implement the recommendations.

The Committee realise the importance of area studies which has been commended by the Shiva Rao Committee and hope that in course of time there would develop specialised institutions for specialised studies enjoying international reputation like the London School of Oriental Studies. But at the same time, the Committee are conscious of the limitation of funds available with Government to take

up such ambitious schemes. Hence the Committee suggest that the University Grants Commission may select some universities or institutions for intensive studies on particular areas relevant for India's political, cultural and commercial interests so that with the maximum utilisation of our meagre funds, a nucleus of such studies may gradually develop. For the present, particular emphasis may be given to the South-East Asian countries, Ceylon and Iran along with the studies of their languages. The Committee also suggest that these centres should be open to students coming from all over the country and also from abroad and as a matter of fact suitable incentives should be given to attract students to those courses.

L. Tutorials

115. The object of the tutorial is to achieve effective supervision of the individual student's work and progress. Tutorials help in training the students within the context of a study programme in the use of sources (e.g. texts), reaching conclusions by independent thinking and competent communication.

Study made by U.G.C.:

116. The Committee are informed that the University Grants Commission conducted a study some five years ago about the working of the tutorial system in the Universities and it was found that tutorial system existed in some form or another in almost all the Universities and in about 60 per cent of the colleges. But it also revealed that these tutorials had no relationship except in name with the system as understood in the best universities. Some colleges had tutorial classes of every 80 students.

Recommendations of the Committee on Collegiate Education:

117. The Standards Committee of the University Grants Commission and the Committee on collegiate education set up by University Grants Commission in their reports have emphasized the important role of the tutorial system as an ally of good education. The Committee on Collegiate Education has made the following recommendations in this regard:—

- (1) The success of any system of tutorials cannot be guaranteed merely by providing additional staff, additional rooms and other facilities.

- (2) A system of tutorials should provide to the student personal contact with the teacher both in and outside the class room for discussion of individual and personal problems, for planning and executing a good programme of studies and for stimulating the student to a pursuit of meaningful goals and intellectual attainments.
- (3) A system of tutorials like that of Oxford tutorial arrangements forms at least some of the provisions which a system of tutorial implies. This would be done within the existing resources and facilities by drastically cutting down the number of lecture periods.
- (4) It is recommended that all colleges should make an attempt to evolve a system of supervision for stimulating the motivation of students to take full advantage of university life.
- (5) It would be a great advantage if the University Grants Commission could start a pilot project for tutorials and give suitable assistance in the first instance to those colleges in which the pupil-teacher ratio is 10:1 and 20:1. Colleges with a pupil-teacher ratio of less than 10:1 could, perhaps, introduce the scheme with less assistance from the Commission. This would cover about 60 per cent of the Colleges.
- (6) It should not be difficult to make institutional arrangements for at least some of the provisions which a system of tutorial implies. This could be done within the existing resources and facilities by drastically cutting down the number of lecture periods.

It is understood that the Report of the Committee on Collegiate Education is under the consideration of the University Grants Commission.

The representative of the University Grants Commission admitted during evidence that there is no proper system of tutorials either in colleges or in the universities. He stated that "even in Delhi University where tutorials have been introduced, we have found, not by any scientific study but from the reports received that it is not satisfactory." He added that "the organisation of tutorials adds to the expenditure of the institution inasmuch as more teachers may have to be appointed and accommodation provided for holding the tutorials. The proper organisation of tutorials in the colleges could be considered in the Fourth Plan, if requisite funds are allotted to the Commission".

The Committee attach great importance to the tutorials as they play an important role in improving the standards of education in colleges and universities. They hope that adequate financial provision will be made in the Fourth Plan to enable proper organisation of tutorials in universities/colleges. The Committee suggest that in the meantime consistent with the financial resources and limited staff and accommodation available, every effort should be made to introduce tutorials in universities and colleges and organise them on sound lines.

M. Seminars and Summer Schools

Types of Summer Schools and Seminars:

118. The Committee are informed that in order to provide opportunities to teachers to acquaint themselves with current developments in their respective fields of knowledge and modern curricula and techniques of instructions the Commission decided in November 1961 to assist the universities in organising summer schools and seminars. The following types of summer schools and seminars are sponsored by the Commission:

(a) *Research Seminars, Symposia and Conferences:*

These are meant for college and university teachers and research workers, and are intended to deal with the recent advances in particular areas of Science or Arts, and are generally of less than 4 weeks' duration. The following number of seminars and symposia were held during the last three years:

1962-63	. . . . .	27
1963-64	. . . . .	46
1964-65	. . . . .	106
		<hr/>
		179

(b) *Summer Institutes for College Teachers:*

These are intended to provide specialised training in various fields of study to college teachers. The duration of such institutes is generally 4 to 8 weeks. 16 and 29 summer institutes for college teachers were held during 1964 and 1965 respectively.

(c) *Summer Institutes for High School Teachers:*

These may also be 4 to 8 weeks duration and are meant for the benefit of teachers in high schools. These are expected to improve the quality of instruction in selected schools. The following num-

ber of summer institutes for school teachers were held during the last three years:

1963	.	.	.	4
1964	.	.	.	16
1965	.	.	.	49

(d) *Summer Schools for Students:*

These are for giving instruction to talented post-graduate students and junior lecturers in their respective fields of interest, and for providing opportunities to bring them into contact with senior professors and research workers. No summer school for talented students was held during the years 1962—65. But two Institutes have been organised during the year 1965-66.

(e) *Summer Institutes for Curriculum Reform:*

The aim of these seminars is to revise text-books and prepare new experimental material in order to modernise instruction. No such summer institute has been held so far.

The Committee are informed that the average attendance at the Summer Institute for college and school teachers was 40 per institute. The number of participants varied from 30 to 50 in the case of summer schools, seminars and symposia organised by the universities with the assistance from the University Grants Commission.

Working of the Summer Institutes & Seminars:

119. It is stated that the response for the summer institutes and seminars and conferences etc. has been very encouraging and the Commission has received over 300 proposals from the universities for organising summer schools and seminars during the fiscal year 1965-66. These seminars and summer schools are also stated to have proved very fruitful in giving a stimulus to the participants to improve their professional competence. These summer schools and institutes, seminars and conferences have evoked an enthusiastic response in the academic world and have yielded gratifying results. The University Grants Commission would be expanding this programme considerably in collaboration with the Agency for International Development. Further a beginning has been made in the summer of 1965 to start four summer institutes for college teachers of English and it is proposed to organise such institutes in the important disciplines of social sciences like Economics, Politics etc. Seminars in linguistics and other subjects are resulting in supplying stimulus to research-minded teachers for discovering new areas of research and strengthening the various departments for the purpose.

The Committee are given to understand that during the year 1966 the Commission proposes to organise 40 institutes for school teachers and 46 for college teachers. It is proposed to expand this programme so that by the end of 1970 there would be 300 institutes which will train nearly 15,000 teachers per year.

The Committee are glad to note that the seminars and summer schools organised with the assistance of University Grants Commission have proved fruitful in giving a stimulus to the participants to improve their professional competence. They hope that earnest measures will be taken for expansion of the programme which envisages to have 300 institutes by 1970 and to train 15000 teachers every year. At the same time they would suggest that more summer schools for students and summer institutes for curriculum reform may be organised as these also call for equal attention.

N. Correspondence Courses and Evening Colleges

120. Correspondence Courses and Evening Colleges provide additional opportunities of higher education to students who wish to continue their education beyond the secondary level, but are denied the facilities either because of non-availability of seats in the regular day colleges or in view of financial circumstances which make it obligatory for them to start earning at a very early stage in life.

Although a very large number of universities and colleges have come into being to meet the increasing rush for admission into colleges and institutions of higher education, it is not possible to provide facilities, for higher education to all the students who aspire for it in view of certain obvious limiting factors, e.g. lack of adequate finances, physical resources etc. Even advanced countries like USA, USSR, U.K., Sweden, Japan, etc. with larger *per capita* resources than India in its present stage of development, are unable to provide opportunities for higher education to all their students through regular day colleges and institutions. Correspondence Courses and all other non-formal educational techniques which have been used in other countries are therefore required to be applied to Indian condition, if the growing problem of meeting the demand for higher education is to be fulfilled.

It is stated that the idea of introducing Correspondence Courses and Evening Colleges was considered by the Central Advisory Board of Education on the 16th and 17th January, 1961. Before taking a firm decision, the Board recommended that a committee should be appointed to consider the matter in detail. Accordingly an Expert Committee was set up in March, 1961 under the Chairmanship of

Dr. D. S. Kothari, Chairman, University Grants Commission. In its Report, the Committee recommended that the system of Correspondence Courses and Evening Colleges should constitute an important element in the educational plans of the country (as in most of the developing and advanced countries); and that without some form of correspondence system and Evening Colleges, it would be difficult, if not possible, to meet the large-scale educational needs of an expanding economy and demand for higher education to a large number of students.

Correspondence Courses

121. The Committee are informed that the Scheme of Correspondence Courses has so far been introduced only in the University of Delhi. The working of this scheme in that university has been dealt with by the Committee in their 82nd Report (Third Lok Sabha). It is proposed to introduce correspondence courses in Arts and Science (first degree stage in the first instance) in three or four other selected universities located in different regions of the country during the Fourth Plan period.

The Committee note that it has not been possible for the Government to provide accommodation in colleges for all the students seeking admission. The Committee are of the opinion that organised courses through correspondence can have great advantages in a big but poor country like India. By this means opportunities for education and training can be made available very widely at a comparatively low cost. This will also relieve, to some extent, the pressure of number on universities and colleges. The Committee understand that more than a million persons receive instruction through correspondence courses at the junior technical and higher educational level in the USSR. In the USA at least a million and a half undertake home study courses through correspondence. The Committee consider that the scheme of correspondence courses may be expanded so as to include also science courses and technical courses at various levels. The schemes can be used very effectively for the teaching of languages and for the improvement of education in Mathematics.

The Committee would also like to reiterate the recommendation made in their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi that in selecting universities for opening these courses, preference should be given to such universities as allow large number of private students to appear in examinations simply on payment of the usual examination fees. They would also

suggest that the experiences gained as a result of the working of the correspondence courses in the Delhi University should be taken into consideration and put to effective use so that the difficulties encountered by the Directorate of Correspondence Courses of the Delhi University are not faced by other universities where the courses are proposed to be introduced.

Evening Colleges

122. The Committee have been informed through a written note that the information in respect of the number of Evening Colleges in the country is not readily available with the Ministry of Education/University Grants Commission. However, the following are some of the Evening Colleges operating in the States of Punjab, Madhya Pradesh and the Union Territory of Delhi:

	Amount paid as grants 1964-65
	Rs.
<i>Punjab</i>	
(1) Punjab University Evening College, Chandigarh	6,520
(2) Punjab University Evening College, Jullundur	9,220
(3) Punjab University Evening College, Rohtak	9,220
(4) Punjab University Evening College, Simla	7,820
<i>Madhya Pradesh</i>	
(5) G. S. College of Commerce and Economics, Jabalpur	19,500
<i>Delhi</i>	
(6) Delhi College (Evening)	
(7) Deshbandhu College (Evening)	
(8) Dayal Singh College (Evening)	
(9) P. G. D. A. V. College (Evening)	
(10) Institute of Post-graduate Studies (Evening)	

It is stated that the scheme of establishment of evening colleges in States other than the Union Territory of Delhi was implemented only during 1964-65 and the Ministry of Education gave grants to the first five colleges in Punjab and Madhya Pradesh as mentioned against each. Grants to the evening colleges in Delhi are given by

the University Grants Commission and the amount released to those colleges is indicated in the statement below:—

Name of the College		1962-63	1963-64	1964-65	Total
Delhi College (Evening)	Non Plan	60,000	95,000	95,000	} 2,60,000
	Plan	..	..	10,000	
Deshbandhu College (Evening)	Non-Plan	51,000	20,000	48,000	} 1,09,000
	Plan	..	..	10,000	
Dayal Singh College (Evening)	Non-Plan	30,000	90,000	70,000	} 2,00,000
	Plan	..	..	10,000	
P.G.D.A.V. College (Evening)	Non-Plan	14,000	65,000	54,866	} 1,43,866
	Plan	..	..	10,000	
Institute of Postgraduate Studies (Evening)	Non-Plan	2,00,000	3,85,000	5,24,000	} 11,24,000
	Plan	..	..	15,000	
		3,55,000	6,55,000	8,46,866	18,36,866

123. The Ministry of Education has stated that as the scheme for evening colleges was a pilot project included for the first time in the Education Programme for the Third Five Year Plan, a separate provision has been included in the budget estimates for grants under that scheme. Even so in order to keep the University Grants Commission fully informed of the operation and progress of this scheme, it has been the practice to disburse grants under this scheme through the University Grants Commission during the current plan period.

During the Fourth Five Year Plan, the present thinking is that University Grants Commission may give grants for correspondence courses to Universities and State Governments may give grants to evening colleges. However, no final decision has been taken in the matter.

The Committee feel that with the rapidly increasing demand for education at all levels to meet our growing national needs, it is necessary to expand the facilities by organising evening colleges so that one can learn also while earning. They consider that expansion of evening colleges and double shift work in laboratories would lead to large economies in laboratories, buildings and equipment for science courses.

The Committee are also of the view that the standard of teaching and research in evening colleges will not be quite effective if the State Governments alone are made responsible for giving grants to

evening colleges. They, therefore, suggest that the feasibility of development grants being given to the evening colleges by the University Grants Commission as per the practice followed for day colleges may be examined.

The Committee also suggest that the University Grants Commission may examine the feasibility of opening more such colleges with diversified courses which may lead to post-graduate courses on a phased programme. While making the suggestion, the Committee would like to point out that the relationship between the evening college and the day college, whose buildings, laboratories, libraries, etc. will be utilised by the evening college, should be clearly defined and the evening college should be properly constituted as a separate entity and not merely an extension of the day college with more or less the same governing body.

CHAPTER V
COLLEGIATE EDUCATION

A. Colleges

Increase in enrolment

124. The spectacular increase in the enrolment of students in the universities is also reflected in the rise in the number of affiliated and other colleges in the country during the last decade. The number (excluding colleges under the Intermediate Boards) rose from 851 in 1953-54 to 2,111 in 1963-64, an increase of approximately 2.5 times. A break-up of these figures according to type of management is given below:—

Year	Total number of colleges	University colleges	Private colleges	Govern- ment colleges
1953-54	851	108	513	230
1954-55	912	104	567	241
1955-56	1004	110	621	273
1956-57	1107	115	687	305
1957-58	1171	97	752	322
1958-59	1252	97	813	342
1959-60		Not available.		
1960-61	1537	99	1027	411
1961-62	1783	107	1223	453
1962-63	1938	133	1333	472
1963-64	2111	128	1458	497
1964-65 | . . . . .	2360	147	1686	527

It is apparent from the above table that expansion has been more rapid in respect of private colleges than in government or university colleges. Enrolment in colleges increased about threefold from 1950-51 to 1960-61; from 3.73 lakhs in 1950-51, it increased to

6.34 lakhs in 1955-56 and to about 9 lakhs in 1960-61. By the end of the Third Five Year Plan, 13 lakh students are estimated to be enrolled in colleges in India. Affiliated colleges together account for nearly 85 per cent of the total enrolment of the universities and colleges as indicated below:—

Year	Total enrolment in the universities and colleges	Enrolment in university departments/colleges	Enrolment in the affiliated colleges	Percentage in affiliated colleges
1961-62	9,80,380	1,38,800	8,41,580	85.8
1962-63	10,82,666	1,63,493	9,19,173	84.9
1963-64	11,84,697	1,71,665	10,13,032	85.5

The following table indicates the State-wise distribution of colleges during 1964-65:—

Sl. No.	State	Total colleges	University colleges	Affiliated colleges	Private colleges	Government colleges
1.	Andhra	137	27	110	73	37
2.	Assam	99	1	98	87	11
3.	Bihar	189	22	167	152	15
4.	Gujarat	133	5	128	106	22
5.	Jammu & Kashmir	34	..	34	14	20
6.	Kerala	123	..	123	97	26
7.	Madhya Pradesh	234	9	225	123	102
8.	Madras	137	1	136	104	32
9.	Maharashtra	256	10	246	202	44
10.	Mysore	134	7	127	93	34
11.	Orissa	71	9	62	35	27
12.	Punjab	157	8	149	91	58
13.	Rajasthan	78	9	69	28	41
14.	Uttar Pradesh	293	21	272	256	16
15.	West Bengal	246	14	232	201	31
16.	Delhi	39	4	35	24	11
TOTAL		2360	147	2213	1686	527

Importance of collegiate education

125. It is a highly significant fact that out of 1.2 million students in the universities and colleges more than 1 million are enrolled in the affiliated colleges. M.A. and M.Sc. enrolment between the affiliated colleges and teaching departments of universities is in the ratio of 3:4 approximately. Again, of 68,634 teachers (including tutors and demonstrators) teaching at university level, 57,112 or over 83 per cent were teaching in affiliated colleges in 1963-64. These facts show what an important position colleges occupy in the field of university education. It further follows that high standards of teaching and learning cannot be maintained in the field of higher education unless the quality of these colleges is substantially improved. This point has been repeatedly stressed in the annual reports of the University Grants Commission. The report of 1962-63 for example states: "The quality of university education in India will largely depend on the standards maintained by colleges, and unless it is made possible for them to improve their staff, equipment, libraries, laboratories and other facilities, no real improvement of university education will be possible". While the importance of colleges in any attempt to raise quality of education cannot be ignored, they appear to have so far received only a low priority in the various schemes of development sponsored by the University Grants Commission. This, it is understood, has been largely due to the paucity of funds placed at the disposal of the Commission.

Substantial assistance was given to affiliated colleges during the Second and Third Plan periods for the following schemes and projects:

- (i) Introduction of the three-year degree course;
- (ii) Development of postgraduate studies in science subjects and the humanities (including social sciences);
- (iii) Construction of libraries and laboratories including the purchase of books and scientific equipment;
- (iv) Construction of hostels, non-resident students' centres, hobby workshops and staff quarters;
- (v) Revision of salary scales of teachers;
- (vi) Centenary grants to colleges which have served the cause of education for 100 years;
- (vii) Establishment of textbook libraries;
- (viii) Contribution to the students' aid fund;
- (ix) Purchase of water coolers.

Upto March, 1965 an amount of Rs. 22.99 crores was sanctioned to the colleges in respect of the development schemes mentioned above. Against this, grants amounting to Rs. 15.50 crores were actually released. This was exclusive of the Commission's contribution to the students' aid fund in colleges which amounted to Rs. 48.57 lakhs during 1959—65. Thus an amount of nearly Rs. 23 crores was sanctioned for the colleges up to March, 1965, out of the total allocations of Rs. 56.28 crores made available to the University Grants Commission during the Second and Third Plans for development schemes.

The Committee feel that the University Grants Commission should have given more consideration to the affiliated colleges which teach 85 per cent of the students and feed the post-graduate classes of the universities. Unless the quality and standard of teaching in the affiliated colleges is improved, the money spent on post-graduate classes in the universities would be more or less a waste. The Committee suggest that this aspect may be kept in view by the University Grants Commission while giving grants out of the funds available with them.

Recognition of colleges by U.G.C.

126. The Committee are informed that the following regulations have been framed under Section 2(f) read with section 26(1)(d) of the University Grants Commission Act to recognise a college for receiving assistance from the University Grants Commission under various schemes:

“No college shall be recognised by the University Grants Commission as included in the university concerned for the purpose of the University Grants Commission Act, 1956 unless it: (i) provides instruction up to the first degree, or up to a post-graduate degree or for a post-graduate degree only; and (ii) is affiliated to, forms a constituent member of, or is run directly as a university college by the university in accordance with the provision of their respective Acts and Statutes and regulations made under these Acts”.

It is stated that in accordance with the above regulations, 1820 colleges (1354 non-Government including university colleges and 466 Government colleges) have been recognised by the University Grants Commission up to 1st August, 1964.

Conditions of Grant

127. For the projects mentioned below the Commission has been assisting colleges which have the prescribed minimum enrolment and fulfil the required conditions on the recommendations of the universities concerned subject to a normal overall ceiling of Rs. 1.5 lakhs per college during the Second and Third Plan periods:

<i>Project</i>	<i>Commission's Grant</i>
(i) Extension of Library buildings and purchase of books and furniture	2/3rd of the approved cost
(ii) Extension of laboratories and purchase of science equipment and furniture	Do.
1964-65:—	
(iii) Women's hostel	75% of the approved expenditure
(iv) Men's hostel	50% of the approved cost.
(v) Staff quarters	Do.
(vi) Non-resident students centre	Rs. 35,000/-
(vii) Hobby Workshop	Building . . . Rs. 10,000 Equipment . . . Rs. 10,000 Staff and contingencies . . . Rs. 2,500 per annum for 5 years

The Commission's grants are of a developmental character and normally are not available for the establishment of new colleges or for enabling colleges to fulfil the conditions of affiliation prescribed by the universities concerned.

The table below gives the distribution of 1,707 affiliated colleges (which furnished the relevant information) according to the size of enrolment:

Enrolment	Number of colleges	Percentage of the total number
Less than 100	282	16.5
Between 100 and 500	714	41.8
500 and above but less than 1000	397	23.2
1000 and above but less than 2000	268	15.7
2000 and above	46	2.8
TOTAL	1707	100.0

Mushroom Growth of Colleges

128. As regards the mushroom growth of colleges, the Standards Committee in their Report have observed:—

“Another aspect of the problem of sub-standard colleges is linked up with the fact that a number of colleges in India do not have adequate enrolment to make them a viable economic or intellectual unit. A recent study made of this problem in the University Grants Commission has revealed that about 15% of the colleges have an enrolment of less than 100 and enrolment in nearly 44 per cent of the colleges is less than 300. This situation is also related to the larger question of establishment of colleges in various parts of the country without taking into account the possibility of utilising the existing institutions to admit more students. Unless we use present facilities to the fullest extent, we can hardly justify the setting up of large numbers of new colleges.”

The Committee are unhappy to learn that a number of colleges have of late been set up which do not have adequate enrolment and which are ill-equipped and cannot be considered viable economic or intellectual units. The Committee suggest that establishment of such sub-standard colleges should be regulated and controlled in the interest of maintenance of academic standards.

Committee on Collegiate Education

129. The Committee are informed that the University Grants Commission appointed in September, 1962, a Committee to recommend the measures necessary for improving collegiate education and to make suggestions regarding the effective utilisation of the resources available for the purpose. The Committee held four meetings and made the following recommendations:—

- (i) No college should be granted affiliation by a university unless the basic requirements relating to staff, library and laboratory facilities etc., are provided at the very cut-set. It would be necessary to adhere to insist on minimum standards and requirements which every college seeking affiliation should fulfil.
- (ii) Tutorial instruction should be provided at the undergraduate stage, if necessary, by reducing the number of formal lectures. Seminars ought to be provided for honours and post-graduate students.

- (iii) A system of internal assessment or evaluation of tutorial and seminar work and periodical tests would be very useful. A certain minimum percentage of marks should be obtained in the internal evaluation in order to determine the eligibility of a student to take the university examination.
- (iv) Every college should aim at providing reading-room facilities for at least 25 per cent of the students on the rolls.
- (v) Wherever possible, cooperative teaching should be introduced at the post-graduate level among affiliated colleges situated in the same town. This would enable the colleges to pool their resources and improve the standards of instruction. Co-operative teaching would eliminate duplication of lecture work in individual colleges and the time, effort and labour thus saved could be utilised for regular tutorial and seminar work.
- (vi) Affiliation in post-graduate courses should be given with discrimination and the possibility of cooperative teaching amongst the colleges in the same area should be taken into account before such affiliation is granted.
- (vii) There is need for a further improvement in the salary scales of college teachers. Assistance from public funds for upgrading salaries in colleges and the necessary matching share required for the purpose should be available from one central agency, i.e. the University Grants Commission."

The Committee on Colleges which has since been enlarged has been requested to suggest the steps necessary for the development of collegiate education in arts, science, commerce and teachers' training courses during the Fourth Plan Period.

The Committee note with concern the deterioration in the standard of education in the affiliated colleges. They feel that the University Grants Commission should tackle the problem of improving the standard of teaching and discipline in the affiliated colleges on a priority basis. In this connection, the Committee would like to draw the attention of the University Grants Commission/Government to their recommendations contained in paragraphs 125 and 128 ante. The Committee hope that suitable measures will be taken by the University Grants Commission/Government in the light of the recommendations made by the Committee on Collegiate Education.

Inspection of Colleges

130. The Committee have noted in their 82nd Report on the Ministry of Education—University of Delhi that though under a statute of the University every college/institution admitted to the privilege of the Delhi University is required to be inspected at least once every year by a committee appointed by the Academic Council, no inspection of colleges under that University was done for three years.

The representative of the University Grants Commission has admitted during evidence that there should be a regular implementation of the regulation for inspection of colleges by the universities themselves and stated that a study of this problem was being made.

The Committee are of the view that regular inspection of colleges by the University concerned greatly helps in raising the standards of education in colleges. It helps to bring to light the shortcomings of the colleges so that steps can be taken to remove such shortcomings and to tone up the administration of affiliated colleges. They suggest that the University Grants Commission should make a detailed study of the problem by collecting the various regulations of the universities regarding inspection of colleges so as to find out how far these are followed by them. As a result of such a study a procedure should be evolved with a view to ensure that all universities do carry out periodical inspections of colleges affiliated to them.

Affiliation of Colleges to nearest Universities

131. The Committee are informed that the affiliation of colleges to universities depends upon the territorial jurisdiction of the University. A college may not necessarily be affiliated to the nearest university. The type of the university located near the college is also relevant. There are cases where the colleges located in the vicinity of a university are not affiliated to that university but to some other university. For example, there are colleges in Aligarh and Allahabad which are affiliated to Agra University and not the Universities of Aligarh and Allahabad. Similarly, there are colleges in Varanasi which are affiliated to Gorakhpur University. The Agricultural Universities have jurisdiction over the entire State and the Agricultural colleges are not affiliated to the nearest university but to the Agricultural University.

The Committee suggest that except unitary type of universities like Allahabad, Lucknow, Banaras, Aligarh and Viswa Bharati, all universities should affiliate colleges within their respective zones. As

for the unitary type of universities, the Committee suggest that the feasibility of these universities also taking over adjacent colleges may be examined.

B. Big Colleges of Calcutta

Overcrowding in Calcutta Colleges

132. Statistics given below show the number of students of the Calcutta University in 1964-65:—

(a) Total enrolment of Calcutta University (including 9403 students of University Colleges and 1,26,840 students of Affiliated Colleges)	1,36,243
(b) Total number of colleges under Calcutta University (6 University Colleges plus 151 affiliated colleges)	157
(c) Location of Colleges—	
In Calcutta	91
Howrah and 24 Parganas	28
Outside Greater Calcutta and located in the Districts of Midnapore, Murshidabad and Nadia	38
(d) Location-wise break-up of students.—	
Calcutta City	88,026
Greater Calcutta	25,717
Districts of Nadia, Murshidabad and Midnapore.	22,500
TOTAL	1,36,243

The Committee are informed that the subject of overcrowding in the Calcutta Colleges and the difficult conditions under which both the college authorities and the students in the colleges faced their problems has been a matter of deep anxiety for the last several years. The University Grants Commission, therefore, appointed in 1958 a committee to examine the problem and offer practical suggestions for bringing about a phased reduction in the numbers of students in Big Colleges in Calcutta over a period of about five years.

UGC Committee on Big Colleges of Calcutta

133. It is stated that the report of the committee appointed to examine the problem of overcrowding in the big colleges of Calcutta was accepted by the Commission at the meeting held on the 11th

and 12th February, 1960. The salient recommendations of that Committee are as follows:—

- (i) A big college should be split up into autonomous units for students not exceeding 1,500. Where accommodation for a larger number exists a larger number would be permissible on the basis of certain norms. The building of each college may be utilised for the different units where the students are taught at different times of the day.
- (ii) The different units should be under separate governing bodies with separate principals and staff and separate accounts. For the management of the common property of the units and for matters affecting the general interests of the different units as well as for any coordination that may be desirable, there may be a board of governors or trustees.
- (iii) The teacher-pupil ratio has to be gradually improved. We realise that for some subjects at least, it may be difficult to find immediately adequate number of teachers to improve the ratio but steps have to be gradually taken to work towards the ratio of 1:20.

Phased Reduction in the Enrolment of Big Colleges

134. The Committee on Big Colleges in the city of Calcutta made detailed recommendations regarding phased reduction in the enrolment of big colleges on the basis of the available physical facilities. In 1958-59 out of 71,500 undergraduate students in arts, science and commerce in the Calcutta colleges, 53,830 were in the big colleges. The following table indicates the number of students enrolled by the colleges concerned in 1958-59 and the reduction in roll-strength recommended by the Committee:—

Name of the College	Enrolment in 1958-59	Roll-Strength recom- mended
1. (a) Asutosh College	3965	1800
(b) Asutosh College for women	2042	1800
(c) Asutosh College of Commerce	1495	
2. Bangabasi College.	3616	1500
3. Charu Chandra College	3002	1200 in 2 units.
4. City College	16378	11700 in 8 units.
5. Maharaja Manindra Chandra College	4706	4500 in 3 units.
6. Surendranath College	7965	6000 in 3 units.
7. Vidyasagar College	6667	4500 in 3 units.

As per recommendations of the Committee the total enrolment in these colleges had to be reduced from 53,830 to 36,000 according to the programme of phased reduction suggested over a period of 5 years beginning with the academic session 1960-61.

Implementation of the Programme of Phased Reduction in Enrolment

135. The Calcutta University, West Bengal Government and the colleges concerned accepted the programme of phased reduction recommended by the University Grants Commission Committee. The Government of West Bengal decided to give financial assistance to the big colleges to cover the loss of fee income as a result of phased reduction or the actual deficit, whichever was less, subject to the terms and conditions prescribed by the State Government. Copies of the orders issued by the West Bengal Government in this regard are in Appendix XIV.

It is stated that the University Grants Commission have paid their full share of the authorised expenditure at the rate of 66½ % on account of revision of salaries of teachers in the big colleges of Calcutta. The total amount paid within the period of 6 years upto 31st March, 1963 amounts to Rs. 33·15 lakhs. The State Government was required to undertake the responsibility of maintaining the revised scales after the withdrawal of the Commission's assistance, i.e. after 31st March, 1963. The liability of the State Government under this scheme is likely to be of the order of Rs. 7 lakhs per year.

Difficulties experienced in implementation of the Programme

136. The Committee are given to understand that the Principals of the big colleges of Calcutta met the Vice-Chancellor of Calcutta University on 5.6.1964 and represented that:—

- (a) these colleges were unable to pay the salaries of their staff;
- (b) on account of the programme of phased reduction in enrolment these institutions incurred a total deficit of Rs. 40·89 lakhs over the period 1959-60 to 1963-64 against which the total grant received from the Government amounted to Rs. 12·86 lakhs only;
- (c) the splitting up of big colleges resulting in the appointment of separate Principals and staff in the approved scales of pay was also responsible for increase in expenditure every year;
- (d) the colleges did not have precise information regarding the items of approved expenditure for grants from the

State Government and payments were delayed owing to procedural difficulties. *Ad hoc* or on account grants were released from time to time which were quite inadequate and the accounts already submitted had not been finalised.

A delegation consisting of three Principals on behalf of big colleges of Calcutta met the Chairman, University Grants Commission on the 11th September, 1964 and requested him to use his good offices in getting the release of grants due to them expedited in order to relieve the acute financial hardships being faced by the colleges. The delegation also called on the Education Minister, Government of India and requested him to intervene in the matter. A copy of the letter written by the Union Minister of Education to the Education Minister of West Bengal in this regard as well as the reply of the latter are given in Appendix XV.

In view of the urgency of the matter and the need for immediate settlement of the issues involved, Shri K. L. Joshi, Secretary, University Grants Commission and two Education Officers (Dr. R. C. Gupta and R. D. Deshpande) visited Calcutta and discussed the problems with the State Government, the Vice-Chancellor and Principals of the colleges. Information regarding the programme of phased reduction in enrolment being implemented by the big colleges and the deficits incurred, as collected and consolidated by the University Grants Commission is given in Appendix XVI. The Minutes of the discussions held with the Principals of the big colleges and with the State Government are given in Appendices XVII and XVIII.

Views of the UGC

137. The Committee are informed that the University Grants Commission at its meeting held on 5th November, 1964 considered the discussions held by the representatives of the Commission with the Principals of the big colleges and the State Government regarding the problems arising out of the phased reduction in student enrolment in 7 'Big Colleges' of Calcutta. The important points which were noted by the Commission in this regard are reproduced below:—

- (i) The programme of phased reduction in enrolment had to be completed by 1964-65. If certain colleges have not been able to accomplish the target, a grace period may be allowed to them upto the end of the current plan period.
- (ii) Certain items of expenditure, such as litigation expenses, interest on loans, etc. may be considered by the State Government as legitimate for the purposes of grant-in-aid.

If certain items of expenditure are disapproved intimation regarding this may be given to the colleges before such expenditure is actually incurred by them.

- (iii) The casual or non-collegiate students and special Honours students may be excluded from the regular enrolment of the colleges for purposes of calculating the roll-strength, subject to the approval of the University and the State Government provided that these students do not in any way adversely affect the maintenance of proper teaching standards and atmosphere.
- (iv) Assistance may be given by the State Government to such splinter colleges which are incurring deficits, provided that they have fulfilled the prescribed conditions under the programme of phased reduction in enrolment.
- (v) It is desirable that the benefit of the revised grades should be available to all new entrants.
- (vi) A committee may be appointed by the Calcutta University, in consultation with the State Government, to examine the affairs of Bangabasi College, Charu Chandra College and Maharaja Manindra Chandra College which have not yet been able to implement the recommendations of the University Grants Commission Committee on phased reduction of enrolment. A representative of the University Grants Commission may be associated with this Committee.

Present Position

138. The Committee are informed that the Calcutta University has set up a committee to examine the affairs of Bangabasi College, Charu Chandra College and Maharaja Manindra Chandra College which have not yet been able to implement the recommendations of the University Grants Commission Committee. Representatives of West Bengal Government and University Grants Commission have also been associated with this Committee.

The representative of the University Grants Commission has stated during evidence as under:

“We have had discussions with the State Government. The Secretary of the University Grants Commission also went to Calcutta and had talks with the University and with the State Government. As far as we understand the position, steps are being taken in this regard and the question may

be settled in the near future. We have no assurance that it will be settled satisfactorily. We however, hope that it will be."

The Committee agree that certain items of expenditure incurred by big colleges of Calcutta such as litigation expenses, interest on loans etc. may be considered by the State Government as legitimate for purposes of grants-in-aid and that if certain items of expenditure are disapproved, intimation regarding this may be given to the colleges before such expenditure is actually incurred by them. The Committee suggest that the University Grants Commission may pursue the matter with the West Bengal Government.

The Committee also suggest that the University Grants Commission should follow the scheme of splitting up of big colleges to its logical conclusion, i.e. of having separate building, library, laboratory etc. instead of having 2 or 3 shifts of classes in the same building with the same library and laboratory and in a way under the same management.

The Committee consider that if due to stringency of funds, it is not possible to construct new buildings at present for the evening colleges, these may be continued in the buildings of some day colleges but under a separate Managing Committee to avoid interlinking. The Committee feel that in no case more than one additional college should be allowed in the building or compound of one day college in order to ensure that the library and laboratory facilities are adequately available to the students. If no accommodation is available within Calcutta, the colleges should be prepared to move outside. That would also relieve congestion of students in Calcutta.

The Committee note that the scheme for the revision of salaries of teaching staff sponsored by the University Grants Commission does not envisage reversion to the old scales for new entrants after the assistance from Commission ceases. They, therefore, consider it desirable that the benefit of revised grades should be available to all new entrants. They suggest that the University Grants Commission should pursue this matter with the State Government.

Apart from the immediate problem of the seven big colleges, the Committee note that the Calcutta University caters to about 10 per cent of the total student enrolment in the universities and colleges in the country. The number of college students in Calcutta City and greater Calcutta is over 1,10,000. With over 2 to 3 lakhs of school

students, Calcutta poses a serious educational and social problem. The Committee suggest that the Government/University Grants Commission should immediately undertake a comprehensive survey so that remedial measures may be taken for the solution of a menacing social problem.

CHAPTER VI TEACHING STAFF

A. Introduction

139. The success of higher education, may of all planned development depends to a large extent on the ability of the teachers to kindle in the young minds the quest for knowledge. The University Education Commission (1949) described teachers as 'the corner stone of the rock of education', and stated that 'the success of the education process depends so much on the character and ability of teachers that in any plan of university reform the main concern must be for securing an adequate staff with qualifications necessary for the discharge of its many sided duties.

It is widely recognised that in the interest of maintenance of proper standards of education, the conditions of work and service of teachers in universities and colleges should be improved so as to attract the right kind of teachers. The University Education Commission (1948-49) stated as under:—

"The good old times when the profession of teaching attract those whom no worldly rewards could tempt are no more. In this age of money, economy and profit motives it is vain to expect that teachers alone would rise above the spirit of the times. Salaries which the universities cannot command but industry and governments easily offer are taking the cream away leaving the staff poorer, envious and discontented."

B. Pay and Allowances of Teachers

Revision of salary scales of teachers in Universities

140. The Committee are given to understand that several schemes have been initiated by the University Grants Commission for the welfare and benefit of teachers. One of such schemes is the salary revision of university teachers. It is stated that during the Third Plan the Commission further revised the salaries of university teachers and prescribed the following scales.

Professor	.	.	.	.	.	Rs. 1000—50—1500
Reader.	.	.	.	.	.	Rs. 700—40—1100
Lecturer	.	.	.	.	.	Rs. 400—30—640—40—800
Instructor.	.	.	.	.	.	Rs. 300—25—350

The Committee are informed that the University Grants Commission shares 80 per cent of the additional expenditure required for the introduction of these pay scales for a period of 5 years provided the University or State Government gives an assurance that the revised grades will be continued as a permanent measure after the Commission's assistance ceases. Assistance to Central Universities is provided on a cent per cent basis.

The Committee are given to understand that 48 universities have so far implemented the scales of pay recommended by the University Grants Commission during the Third Plan period. A statement showing the existing scales of pay of university teachers in various universities is given in Appendix XIX.

Revision of Salary Scales of College Teachers.

141. The Commission has been providing assistance to colleges on a sharing basis for introducing higher scales of pay for their teaching staff. A statement showing the existing scales of pay for various categories of teachers in affiliated colleges is given in Appendix XX. It is revealed that there is considerable disparity between the scales of pay prevalent in the colleges of different universities and between the salary scales of college teachers and university teachers. On account of the existing disparity between the salary scales in university departments and those in affiliated colleges it generally becomes difficult for colleges to recruit and retain qualified staff.

The Committee are informed that with a view to bringing about an improvement in the scales of pay of affiliating college teachers, the University Grants Commission upgraded with effect from the 1st April, 1957 the salaries of teachers of affiliated colleges and prescribed the following scales during the Second Five Year Plan:

Principal :	Rs. 600—40—800
Professor/Head of the Dept	Rs. 400—25—700
Senior Lecturer	Rs. 300—25—600
Lecturer	Rs. 300—15—375—25—500
Demonstrators/Tutors :	Rs. 150—10—200.

The Commission decided to share 50 per cent and 75 per cent of the increased expenditure towards upgrading the salary of teachers of men's colleges and women's colleges respectively for a period of five years from the date of implementation of the scheme provided that the remaining expenditure is met by the State Government|University|College Management. The Commission further decided to

extend the benefit for one more year beyond the five year period on condition that institutions give an undertaking that the revised scales would be maintained after the withdrawal of the Commission's assistance. During the Third Plan the Commission also decided to extend the benefit of this Scheme to the teachers of Government Colleges as well as to teachers of those affiliated colleges which could not implement the Scheme during the Second Plan. The number of colleges which have implemented the University Grants Commission Scales so far is stated to be as under:

Government Colleges	50
Non-Government Colleges	487
TOTAL	537

142. It is stated that the question of improving the salary scales available to college teachers was examined by the Committee dealing with collegiate education. The need for a further revision of these pay scales was reiterated. The following scales of pay were commended:

Principals	Rs. 700—40—1100
Heads of Departments/ Senior Lecturers	Rs. 500—30—800
Lecturers	Rs. 300—20—600

The Commission is stated to have accepted the recommendation regarding further revision of salary scales of teachers in affiliated colleges in principle and recommended the following scales of pay for college teachers with effect from 1-4-1965:

Lecturer	Junior Scale	Rs. 300—25—600
	Senior Scale	Rs. 400—30—640— 40—800.
Sr. Lecturer/Reader		Rs. 700—40—1100
Principal I		Rs. 700—40—1100
Principal II		Rs. 800—50—1250 and Rs. 1000—50—1500

As announced by the Minister of Education in the Lok Sabha on the 4th April, 1966, the Government have accepted the recommendations of the University Grants Commission for revision of scales of pay of University and College teachers, and to give special assistance

to the State Governments for implementing these recommendations with effect from the 1st April, 1966. Assistance from the Centre will be given for a period of five years.

The pattern of Central assistance in respect of college teachers will be the same as for university teachers in the last two Plans, namely 80 per cent of the additional expenditure involved. In the past, the Central assistance has been 50 per cent for men's colleges and 75 per cent for women's colleges.

It is stated that the increased assistance from the Centre in respect of College teachers should enable the States to adopt uniformly the University Grants Commission scales now recommended for all the affiliated colleges whether run by Government or by private bodies. The State Governments are required under this scheme to bear the entire balance of expenditure and not to pass on the liability for any portion of it to the management of the private colleges. Even with this arrangement, the proportion of additional expenditure that would now devolve on the State Governments will be less than what it was before. The experience of the last two Plans shows that private colleges are unable to undertake financial liabilities for improvement of scales of pay and this has resulted in the situation that many of the colleges have not been able to adopt the scales recommended by the University Grants Commission.

The State Governments will be further required to give an assurance that at the end of the five-year period, they will take over the entire responsibility for the additional cost of the scheme.

The Committee commend the Central Government decision to accept the recommendations of the University Grants Commission for raising the pay-scales of university and college teachers. The Committee hope that the University Grants Commission will exert its good offices with the State Governments to ensure that they co-operate with the Central Government by implementing the new pay-scales.

The Committee feel that now that the Government of India through the University Grants Commission have taken the responsibility of fixing the pay-scales of college and university teachers, they should try to evolve a code of conduct to be observed by the teachers. The Committee feel that both the teachers and the students in general should avoid participation in politics, at least in agitational politics. The objective of educational institutions being to educate and train up the younger generation, the energies of the teachers and of the students should generally be devoted to

academic matters and not dissipated in extraneous and non-academic matters so that the students can come out from the educational institutions fully equipped not only intellectually but also ethically.

The Committee further hope that with the assumption of responsibility of fixing the pay-scales of the university and college teachers, the Government/University Grants Commission should see that the pay scales are properly protected and the teachers do not suffer due to irregular or unhealthy practices which may be prevalent in some of the colleges or universities. Such protection should also cover the protection of the grade and pay scale on migration of teachers from one college to another college or from one university to another university.

Teachers in Engineering and Technological Departments

143. The Committee are informed that the All-India Council for Technical Education has recommended the following scales of pay for teachers in engineering and technological departments/institutions maintained by the universities.

Principal/Director	Rs. 1300—60—1600—100—1800
Professor/Assistant Professor	Rs. 1000—50—1500
Workshop Superintendent	Rs. 600—40—1000—50—1250
Lecturer	Rs. 350—350—350—380—30— 590—EB—30—770—40—850 with a starting salary of 410.

It is stated that as per the recommendations of the All-India Council for Technical Education the University Grants Commission have upgraded w.e.f. 1st April 1960 the salaries of teachers in engineering and technological departments/institutions maintained by the universities. Assistance is provided by the Commission for this purpose on a cent per cent basis for a period of five years. So far 14 universities viz. Aligarh, Andhra, Annamalai, Banaras Bombay, Madras, Calcutta, Jadavpur, Mysore, Nagpur, Osmania, Patna, Sri Venkateswara and Utkal have received grants under this scheme. All university maintained Engineering and Technological institutions have been covered.

The Committee are given to understand that the scales of pay recommended by the All-India Council for Technical Education for university technical institutions, do not adequately take care of the salaries of some categories of teachers namely Principal/Director, Senior Professors and Assistant Professors specially in view of the fact that

the salaries in the Indian Institutes of Technology are now higher than those obtaining in the university departments for respective categories.

With a view to eliminating the disparity of salary scales between the University teachers and the teachers of Indian Institutes of Technology, the University Grants Commission has recommended the following salary scales as per those of the Indian Institutes of Technology for university teachers in all faculties, including the faculty of Engineering and Technology in the Fourth Plan.

Professor	Rs. 1100-50-1300-60-1600
Reader	Rs. 700-50-1250
Lecturer	Rs. 400-40-800-50-950

(One third of the Professors may be in the scale of Rs 1600---1800)

It is stated that the proposed revision of salaries of teachers in universities during the Fourth Plan would involve an expenditure of Rs. 1.50 crores.

The Committee appreciate the difficulties of universities to attract and retain the services of well-qualified teachers in engineering and technological departments when the scales of pay in universities do not compare favourably with the Indian Institutes of Technology. The Committee fail to find any justification for such disparity in salary scales of the university teachers in engineering and technological departments and the teachers of Indian Institutes of Technology. They hope that, as proposed, the salary scales in Indian universities will be brought at par with those of Indian Institutes of Technology during the Fourth Plan.

Teacher-Student Ratio

144. The Committee are informed that the total number of teachers (including tutors and demonstrators) in the universities and colleges during 1963-64 was 68,634 as against the total student enrolment of 11,84,677*. This gives an overall teacher-pupil ratio of 1:17.3 (including tutors and demonstrators). The corresponding ratio for 1962-63 was 1:16.3 and during the year 1964-65 it was 1:17.1. The staff strength in the university colleges and teaching departments during 1963-64 was 11,522 for a total student enrolment of 1,71,665. This gives a staff-student ratio of 1:14.9. In the affiliated colleges there were 57,112 teachers for a student enrolment of 10,13,032. The staff-student ratio in the affiliated colleges works out to 1:17.7. A statement indicating the staff-student ratio in each of the universities during 1963-64 and 1964-65 is enclosed as Appendix XXI.

*Exclusive of enrolment in institutions under the Board of Intermediate Education, U.P.

The Committee note that there has been a decline in the overall teacher-student ratio during 1963-64 as compared to 1962-63. They also note that during 1964-65 there has been a decline in teacher-student ratio in more than 20 universities. The Committee deplore this tendency which affects the standard of education, and makes it impossible for teachers to pay sufficient attention to students. They are of the view that steps should be taken not only to ensure that the appointment of new teachers keeps pace with the increase in enrolment but also that there is improvement in teacher-pupil ratio. In the opinion of the Committee the teacher-pupil ratio of 1:10 would be ideal but the Committee apprehend that in view of the large financial outlay involved it may take considerable time to reach that ratio. The Committee therefore suggest that the Government should draw up a phased programme region-wise in this regard. The Committee would further like to stress that the colleges should try to make up the deficiency by encouraging greater personal contact of the teachers with the students so that the standard of teaching and discipline may not further deteriorate.

Ratio among Professors, Readers and Lecturers.

145. The Committee are given to understand that the numbers of professors, lecturers etc. in the Indian Universities during 1962-63 and 1963-64 were as under:

	1962-63	1963-64
Professors (Including Principals)	836 (7.57%)	1000 (8.05%)
Readers	1416 (12.82%)	1674 (13.47%)
Assistant Professors	345 (3.13%)	456 (3.67%)
Lecturers	7083 (64.13%)	7133 (57.40%)
Assistant Lecturers	126 (1.14%)	176 (1.42%)
Tutors/Demonstrators	1238 (11.21%)	108 (8.71%)
Others	...	905 (7.28%)
TOTAL	11044	12427

The Committee note that there has been an improvement in the numbers and percentage of professors, Readers and Assistant Professors during 1963-64 as compared to 1962-63. The Committee are also informed that an experiment was made in Central Universities by converting 20 per cent posts of lecturers into Readers.

The Committee are glad to learn that there is gradual percentage increase in the number of Professors and Readers in Indian Universities as compared to the Lecturers. They consider it a healthy feature and hope that this trend will be maintained. The Committee expect that promotion of teachers from a junior to a senior grade in universities and colleges is made on the basis of seniority, and unless a teacher has been adversely reported upon he should automatically get his promotion in his turn. The Committee feel that unless the rule of seniority referred to above is followed in the matter of promotion, the system is likely to lend itself to favouritism and nepotism.

Principals taking Classes.

146. While on the subject of teaching staff, the Committee would like to point out that the 'Second National Seminar on Educational Statistics' while defining a teacher as one who teaches in an educational institution has stated that "the Head of the institution will be treated as a teacher even if he is not participating in teaching." The representative of the University Grants Commission admitted that there have been principals who do not have teaching programme because the administrative work has increased.

The Committee feel that a person who does not teach has no right to be called a teacher. They also think that a Principal must take some classes as this helps him in maintaining contact with the students. The students should also have easy access to the Principal. The Committee suggest that the University Grants Commission should impress upon the colleges recognised under Section 2(f) of the University Grants Commission Act the desirability of Principals taking a few classes.

C. Selection of Teachers

147. The Committee are informed that the selection of teachers is a matter for the universities and colleges themselves under the Statutory powers of the universities. In the case of the Central universities, a nominee of the Visitor serves on the Selection Committee.

Malpractices in the selection of Teachers

148. It is stated that complaints have sometimes been received by the University Grants Commission about the malpractices in the

selection of teachers. These complaints are sent to the Vice-Chancellors for their comments as action is stated to be taken under the provisions of the universities Acts by the universities concerned.

The Committee consider that as the standard and quality of work of a university depend very largely on the quality of its teachers, every care should be exercised by the authorities concerned to ensure that teachers of the highest competence are recruited by the universities. The Committee are pained to learn that instead of merit being the basis, caste, political, regional or non-academic considerations have been playing an important role in the selection of teachers. This has been pointed out by several committees appointed in the past to look into the affairs of specific universities such as, Banaras Hindu University Enquiry Committee, Aligarh Muslim University Enquiry Committee and Muzaffarpur Citizens Committee on Bihar University. While the Committee accept the principle of autonomy of a university to appoint its staff without any interference, they feel that this autonomy should not be misused.

The Committee suggest that the procedures for the appointment of staff, particularly the Professors and Readers, should be reviewed or revised so as to ensure fairness and justice in their appointment. The Committee hope that the universities, on their own part, will act with a high sense of responsibility in the matter and eschew parochial or extraneous consideration of any kind in the matter of appointment of teachers.

The Committee suggest that the University Grants Commission should take remedial measures by invoking the provisions of Sections 13 and 14 of the University Grants Commission Act, whenever it comes to learn of any malpractices in the selection of teachers. Otherwise in a sense the Commission may be accused of inaction in the face of such malpractices.

Prevention of Corruption

149. In connection with the malpractices prevailing in the selection of teachers, the Committee would like to draw attention to the following observations of the Committee on Prevention of Corruption, under the chairmanship of Shri K. Santhanam, M. P.:—

“Universities are the main sources of supply of officers for our public services, especially at the higher levels. It is, therefore, of supreme importance that they should set standards of integrity which will become an integral

element of the intellectual and psychological outfit of every graduate. It is a matter of great regret that in some universities, conditions are far from satisfactory for the admission of students, recruitment of lecturers and professors and the general management of university funds. We suggest that the University Grants Commission and the Inter-University Board should take immediate steps to institute an inquiry into the malpractices that may be prevailing in the universities and evolve measures to fight them.

It is a matter of serious concern that at present education is thought of merely as a process of sharpening the human brain with a view to utilising it for materialistic ends. For a country like India, development of her material resources and the raising of the standard of life of all classes are, indeed, imperative. At the same time, the deterioration in the standards of public life has to be arrested. Ways and means have to be found to ensure that idealism and patriotism have their proper place in the ambitions of our youth. The lack of moral earnestness, which has been a conspicuous feature of recent years, is perhaps the greatest single factor which hampers the growth of strong traditions of integrity and efficiency."

The Committee are informed that in pursuance of the recommendations made in the report of the committee on 'prevention of corruption', a committee with the following composition has been appointed to suggest measures for eradicating corruption and malpractices from the Universities:

1. Shri D. C. Pavate, Vice-Chancellor, Karnatak, University, Dharwar.
2. Shri B. Shiva Rao, Member, University Grants Commission.
3. Shri K. Santhanam.
4. Dr. A. C. Joshi, Adviser, Education, Planning Commission (Former Vice-Chancellor, Punjab).
5. Shri S. Ratnam—(Retired Secretary to the Government of India in the Ministry of Finance and former Member, U.G.C.).
6. Shri P. K. Rau, Director, Audit, Defence Services, Government of India.
7. Shri R. K. Chhabra, Deputy Secretary, University Grants Commission (Member-Secretary).

It is stated that this Committee had its first meeting on the 1st December, 1964 and decided that information relating to admissions, examinations, appointments and selections etc. from the universities may be collected. The Second meeting of the Committee was held on the 2nd December, 1965 and the report of the Committee is expected to be completed in another six months or so.

The Committee attach great importance to the eradication of corruption and malpractices from the universities which are the main source of supply of officers for manning public services especially at the higher levels and hope that the report of the Committee appointed to suggest measures for eradicating corruption and malpractices from the universities will be soon finalised and early action taken on the recommendations made therein.

D. Annuity/Insurance/Pension Scheme

150. The Committee are informed that the Government of India have accepted in principle the introduction of the two schemes viz. (i) Contributory Provident Fund-cum-Gratuity (ii) General Provident Fund-cum-Pension-cum-Gratuity, for the academic and non-academic employees of the Central Universities and the Indian Institute of Sciences, Bangalore. The employees will be given the option to choose either of the two schemes.

The representative of the University Grants Commission has stated during evidence that the State Universities have also been told that introduction of such a scheme is a desirable step. The Madras University is stated to have already introduced such a scheme.

The Committee are glad to note that Madras University has already introduced Gratuity-cum-Pension-cum-Provident Fund-cum-Insurance scheme and that schemes relating to Contributory Provident Fund-cum-Gratuity and General Provident Fund-cum-Pension-cum-Gratuity are proposed to be introduced for the benefit of the employees of the Central Universities. They hope that the schemes will be finalised and put into force early. The Committee also suggest that State Universities and colleges should also be persuaded to introduce a scheme on similar lines.

E. Exchange of Teachers

151. The University Grants Commission is stated to have approved a scheme for exchange of teachers between universities with effect from the academic session of 1964-65. An annual lumpsum grant of Rs. 10,000 is available to a university to enable it to invite reputed professors or experts who have specialised in various branches of study, from other centres of learning in India for short

periods not exceeding six months, for delivering lectures, conducting seminars or guiding research workers. The grant may be raised to Rs. 15,000 in exceptional cases. Expenditure may be met in accordance with the rules framed by the universities in this regard with the approval of the Commission.

The Committee are informed that the following 27 universities have so far taken advantage of the scheme:

Name of the University.	Grants paid	
	1964-65	1965-66
	Rs.	Rs.
1. Indian Institute of Science, Bangalore	10,000	
2. Banaras Hindu University	10,000	..
3. S. V. Vidyapeeth	10,000	..
4. Gujarat	10,000	..
5. Panjab Agricultural	10,000	..
6. Kurukshetra	10,000	..
7. Osmania	10,000	..
8. Sri Venkateswara	10,000	..
9. Rajasthan	10,000	..
10. M. S. University of Baroda	10,000	..
11. Calcutta	10,000	..
12. Mysore	10,000	..
13. Jabalpur	10,000	..
14. Poona	10,000	7,500
15. Annamalai	10,000	..
16. Patna	10,000	..
17. Agra	10,000	..
18. Saugar	5,000	..
19. Andhra	10,000	..
20. Vikram	10,000	..
21. V. S. Vishwavidyalaya	5,000	..
22. Udaipur	10,000	..
23. Roorkee	10,000	..
24. Punjabi	1,000	..
25. Burdwan	1,163.57	
26. Bihar	..	5,000
27. Nagpur	..	3,642

The Committee are glad to learn that the scheme for the exchange of teachers between universities has been initiated with a view to

encourage exchange of ideas and experiences and to promote a sense of intellectual unity in the country. The scheme makes it possible for the universities to utilise the services of talented personnel as widely as possible. The scheme also provides opportunities for the staff and students engaged in advanced studies to come into close and useful contact with distinguished teachers. The Committee hope that all universities will take advantage of this scheme.

F. Travel Grants

152. The Committee understand that the Commission provides assistance to the universities and 'institutions deemed to be universities', for awarding travel grants to teachers and research workers to visit centres of learning in the country in pursuance of their work or to obtain specialised training in their respective fields. The benefit of this scheme has been extended to the teachers of affiliated colleges and research scholars registered at the various universities. A lump sum grant subject to the prescribed ceiling is placed at the disposal of a university for each academic session. No matching grant is required. During 1964-65, the Commission paid an amount of Rs. 1.38 lakhs to the universities for awarding travel grants.

The Commission also gives grants to teachers for foreign travel to enable them to attend international conferences abroad. These grants are made available to teachers who are invited to preside over conferences or their sections or those who are specially selected to contribute papers, provided the sponsoring universities are willing to share 50 per cent of the expenditure on travel. Under this scheme grants were sanctioned to 67 teachers in 1964-65. An amount of Rs. 1.13 lakhs was paid to the universities during the year on this account.

The Committee feel that, consistent with the country's foreign exchange position, teachers and universities should be encouraged to attend international conferences abroad and take full advantage of the assistance available under the 'travel grants' scheme. Contacts established at such international conferences, besides improving the outlook and the mental horizon of the teachers, are expected to result in fruitful collaboration between Indian universities and universities abroad.

G. Retired Teachers

Utilisation of the Services of retired teachers

153. The Committee are informed that the universities and the institutions affiliated to them are assisted in utilising the services of

teachers of outstanding merit who have crossed the normal age of superannuation but are otherwise fit to continue teaching or research. The salient features of the scheme for utilisation of the services of retired teachers are stated to be as under:—

- (i) The scheme is intended to assist the Universities and colleges to avail of the services of teachers of outstanding merit who have crossed the normal age of retirement but are otherwise fit to continue teaching/research.
- (ii) Teachers selected to work under the UGC scheme receive an honorarium of Rs. 6000 per annum and an annual contingent grant of Rs. 1000/-.
- (iii) Awardees have to participate in teaching/seminar work for at least 4 to 6 hours a week for establishing contact with the students.
- (iv) Assistance is limited to a period of two years in the first instance and may be continued for a period of two years at a time till the age of 65, provided the teacher is active.

The selection for the awards under the scheme is made twice a year on the recommendation of a selection committee specially constituted for the purpose by the University Grants Commission. The Chairman, University Grants Commission is also the Chairman of this Special Committee.

The following table indicates the number of retired teachers selected so far and the number of teachers who actually joined under this scheme:

	Number selected	Number joined
Humanities including Social Sciences	136	118
Science	89	60

It is stated that the details of the studies undertaken by the teachers under this scheme are not available with the Ministry of Education/University Grants Commission.

The Committee commend the scheme of "utilisation of services of retired teachers" which helps in availing of the services of teachers of outstanding merit who have crossed the normal age of superannuation and are otherwise fit. It also helps the teachers to continue the research which has not been completed at the time of their retirement. The Committee however suggest that the selection of retired teachers under this scheme should be made with care and the University Grants Commission should keep itself informed

of the studies and other activities undertaken by the teachers so as to assess the usefulness of the scheme.

H. Staff Quarters

154. The Committee are informed that the University Grants Commission provides assistance to universities and colleges for the construction of staff quarters. The Commission shares 50 per cent of the total approved cost of construction. The Commission has suggested the admissible scales of accommodation for different categories of teachers, keeping in view the necessary conveniences and amenities to be provided. The University Grants Commission paid the following grants for construction of staff quarters to 30 universities and one deemed to be university during the last three years:

	Rs.
1962-63	27,71,333.09
1963-64	25,04,183.70
1964-65	20,55,000.00

For the construction of staff quarters in colleges grants amounting to Rs. 2.45 lakhs were paid during the year 1964-65.

The proportion of teachers provided with quarters (as on 31st March, 1963) in various universities is given in Appendix XXII.

Committee on Residential Accommodation for Students and Teachers

155. The Committee are informed that with a view to enlarging and improving facilities for residential accommodation for students and teachers in the universities, the University Grants Commission appointed a Committee to study the problem in all aspects and prepare a broad outline plan for consideration of the Commission. The views of that Committee about the present position of residential accommodation for teachers are as under:—

“We notice that residential accommodation for teachers in many cases in highly unsatisfactory, specially in mofussil areas. Many promising young men hesitate to accept appointments in mofussil colleges for want of proper residential accommodation. Others resign after working for some time, as they have to cover large distance, wasting a good deal of time and energy in doing so. Again, in fact the very benefits of hostel life tend to get severely restricted if hostels do not permit an opportunity for effective

contact between the teacher and the taught. With the provision of residential accommodation it should also be possible to attract good teachers in the profession and to retain them, thus building corporate life in the university and college campuses. Whenever possible, residential accommodation for teachers near the libraries or laboratories in the campus can be a great boon not only for the teachers but for the students as well. Where teachers live away from the campus, their usefulness necessarily diminishes and the contacts between them and their students become necessarily restricted."

The report of the Committee on residential accommodation was published in 1965. The Committee has emphasized the urgent need for providing accommodation for 50% of the teachers in the universities and colleges by the end of the Fourth Plan period. The Committee has suggested that outright grants or interest-free loans ought to be given to the universities and colleges for providing residential accommodation for teachers. The scheme in its entirety would imply the construction of 900 teachers' hostels, each accommodating 22 teachers, and 44,000 staff quarters, at a total cost of Rs. 137 crores in order to provide accommodation for 50% of the teaching staff in the universities and colleges by the end of the Fourth Plan period. It is stated that one of the recommendations of that Committee is that the University Grants Commission may involve the Central Housing Ministry in this project and have a separate allocation made in their provision in the subsequent plans for Housing of students and teachers (Para 27, p. 19) of the Report. The Ministry of Works and Housing have, however, regretted their inability to make a separate allocation for residential accommodation for students and teachers in their plan allocation.

The Committee regret to note that only a few universities provide residential accommodation to their teachers and that too to only about 20 per cent of the teaching staff. They fully endorse the views of the Committee on Residential Accommodation for Students and Teachers that there is an urgent need to provide accommodation to at least 50 per cent of the teaching staff. The Committee would suggest that if it is not possible to earmark separate funds for providing residential accommodation to the teaching staff, loans may be given to teachers on easy terms for building houses near the University Campus. The Committee feel that the residence of teachers in the Campus will help in developing a truly academic community wherein close personal contact between the teachers and the taught can grow and bear fruit.

I. Teachers' Hostels

156. The Committee are given to understand that in addition to the assistance available for staff quarters, the University Grants Commission assists universities and institutions 'deemed to be universities' for the construction of teachers' hostels. A university is assisted for constructing two blocks of teachers' hostels, each accommodating about 20 to 24 teachers and estimated to cost Rs. 3 lakhs. The Commission's assistance is limited to 75% of the approved cost of the two blocks or alternatively cent per cent for the first block and 50% for the second block.

The hostel provides two rooms with a kitchenette and a bath and w.c. for each teacher. If necessary, arrangements for a common dining hall and a lounge are also made. Detailed norms, based on considerations of economy, utility and convenience have been suggested by the University Grants Commission.

About the usefulness of the Scheme of having Teachers' Hostels the representative of the University Grants Commission stated as under:—

"We have to consider the accommodation required by young lecturers; for three years they do not want to have big accommodation. The retired teachers also want to have only a couple of rooms and study room which is provided in the teachers' hostels. Besides, catering arrangements are also there. So, they have got all the facilities and they prefer to stay in the hostels to staying in the quarters."

The Committee are informed that during 1964-65, the Commission accepted the proposals of 36 universities and three institutions deemed to be universities for the construction of teachers' hostels at an estimated cost of Rs. 1.25 crores, against which the Commission's share would amount to Rs. 1.14 crores. Grants amounting to Rs. 4.95 lakhs were released to various universities on this account during the year.

The Committee appreciate the scheme for construction of teachers' hostels which are cheaper than staff quarters and provide a better community life. They are best suited for young lecturers not having a large family. They hope that teachers' hostels will be constructed early in those universities where the schemes have been approved and other universities will also be persuaded to have such hostels.

CHAPTER VII

STUDENTS' WELFARE AND ALLIED MATTERS

A. Introduction

157. The conditions in which students live and work significantly affect the general academic atmosphere. A congenial environment and a healthy corporate life are essential for serious intellectual pursuits and a proper development of the personality. The provision of essential amenities is generally conducive to an improvement in the academic attainment and behaviour of the student, and should prove a healthy curb on student unrest. The Commission is stated to have approved several schemes relating to students welfare such as provision of hostels, students homes, non-resident students centres, health centres etc., and assistance is being given to universities and colleges for the provision of necessary facilities for the student community as these have a bearing on the problem of student behaviour.

B. Indiscipline in Universities

Steps taken by the University Grants Commission:

158. The problem of indiscipline among students in universities and colleges has attracted nationwide attention for more than a decade. The University Grants Commission is stated to have been concerned with the problem and to have suggested various measures to deal with it. In 1955, the University Grants Commission suggested (i) the appointment of a Dean of students whose main responsibility would be to look after students' welfare and maintain discipline and (ii) placing groups of 15—20 students under the care of a teacher who would act in cooperation with the Dean of students. The Commission's suggestions did not receive enthusiastic response from the universities as majority of universities were affiliating universities and there were practical difficulties in implementing the suggestions. But as part of the wider question of improvement of general standards of universities and to promote students welfare, the Commission had been taking various steps such as increase and improvement of hostel facilities, provision of recreational and other centres for students, improvement of teachers' salaries, setting up of hobby workshops for students etc. which have a bearing on the problem of student behaviour. The University Grants Commission has also been

considering measures for improving the present system of examination and introducing the tutorials and seminars. However, with a view to studying the problem of students indiscipline intimately, the Commission appointed a Committee in 1958. The Commission generally approved the report of the Committee and desired that the universities and colleges in India should take special note of the main recommendations of the Committee which are given below:—

- “1. Students should be admitted to the University after careful selection and admissions to the universities and colleges should be made strictly with reference to qualification and merit, making, however, a small allowance in the matter of minimum qualifications in favour of students of scheduled castes and those from rural areas.
2. Every effort should be made by the universities to raise the minimum age of entry from + 16 to + 17. In the meantime, steps should be taken to ensure that students are engaged in some useful activity for a year or so after leaving school and before entering the university.
3. No college should ordinarily be allowed to have more than 1000 students, so that the community of students and teachers will be manageable unit and opportunities for organised community life can be developed.
4. Universities and colleges should take appropriate steps to bring about increasingly close touch between teachers and pupils so as to secure a full impact of the mature teachers' personality on the not yet mature students.
5. The example of teachers in ancient times who did not care for money but were given high status by the community will not prove of any avail in the present conditions which neither attract good men nor give them an appropriately high status in relation to members of comparable services in the country's administration. The salary of a lecturer in a college or university should be similar to that of a Class I Government servant in the Government of India or the State Government. For higher grades in the teaching profession like Readers and Professors also there should be a corresponding increase in the emoluments.
6. There should be a very careful selection of teachers. In addition to their academic qualification, it is necessary to see that the men and women recruited to the profession are persons of the highest integrity and character. For this

purpose, apart from reasonable satisfaction being secured even at the time of recruitment of a teacher, in regard to personality, integrity of character and capacity to hold the attention of the class, the period of probation should be utilised to assess these qualities more reliably and satisfactorily before the teacher is confirmed. It goes without saying that the administrative authorities in charge of institutions and universities should also be of the right type interested in demanding and utilising these qualifications in the teacher.

7. It is difficult to reconcile teaching and active participation in politics and such a combination of interest should be avoided to the maximum extent. Government should consider measures for eliminating "separate constituencies of teachers only" which encourage the participation of teachers too actively in politics. In any case even if a few constituencies do exist restricted to teachers only, the teachers should be prevented from utilising the services of students in canvassing for elections etc. Elections to university and college bodies and societies should also be reduced to a minimum and only those non-academic responsibilities of any kind that are unavoidable should be placed on the teachers by some system of rotation and nomination, to reduce the number of teachers engaged in such activities to the minimum.
8. It should be a strictly honoured code amongst our public men not to allow any corrupting influence from outside to enter into the universities and colleges. University authorities should not grant any official recognition to purely political groups formed in a university. When law is broken, the offender should be dealt with, with firmness tempered by justice.
9. The present practice of having Governors of States as ex-officio Chancellors of universities, is not desirable, since they are then expected to act on the advice of the State Government, which holds a serious threat to the autonomy of a university and pave the way for the intrusion of politics into it. The Vice-Chancellor should also be selected for his eminence in the academic and educational world. Out of the various methods of appointing a Vice-Chancellor the method in use in the Delhi University for selecting a Vice-Chancellor seems the best and this method or a very similar one should be adopted by other universities also.

10. The proportion of students living in hostels and other units of residence under the control of universities and colleges should be greatly increased. Highest priority should be given to the construction of hostels and also for setting up of centres for non-resident students. Care should, however, be taken to investigate into students' grievances at the earliest stage possible with maximum sympathy. While the fact that a large number of students have too much time free on their hands has to be corrected, it is also to be ensured that extra-mural activities are not overdone to the detriment of the academic progress of the student.
11. In the Executive body of the university or college union, there should be some sort of association between students and some senior members of the college or university. The formation and development of students unions in universities and colleges may be usefully encouraged. Appropriate provisions should also be devised to bring actively into these unions increasing number of the better elements amongst the students themselves.
12. Steps may be taken to provide vocational and moral guidance in the colleges and universities by trained and sympathetic persons."

The report of the Committee is stated to have been circulated to all the universities. The Government of India, Ministry of Education have also forwarded a copy of the report to all the State Governments and requested them that the recommendations contained therein may be considered for such action as may be found necessary.

Cases of Students' Indiscipline and their Analysis:

159. The Committee are informed that in the recent past a number of cases of students' indiscipline have come to the notice of the University Grants Commission. Some of them are stated to be of quite a serious nature. The indisciplined activities have not been confined to any specific area or State in the country, but have occurred at some time or the other in almost every State. Analysis of various cases of indiscipline reveals that generally the circumstances which led to indiscipline do not vary much from State to State. The most common form of students' indiscipline is the strikes (partial or complete). In a few cases even hunger strikes have also been resorted to. There have also been cases of student-police clashes. In quite a few cases the reasons for the indisciplined activities had

little or nothing to do with the academic activities within the universities and colleges. For example, a clash between a student and public servant has in some cases led to serious students-police clashes. In some cases certain disciplinary action against certain students has resulted in serious demonstrations and indisciplined activities. According to the information furnished by the Ministry some of the other possible factors responsible for the students' indiscipline are indicated below:—

1. Increase in fees.
2. Reduction in the number of freeships, scholarships and other facilities.
3. Examinations or examination results.
4. Transfer of the teaching staff.
5. Inadequate facilities—staff, equipment, hostel accommodation etc.
6. University College elections.
7. Rivalry between two groups of students in the college campus or in the hostel.
8. Admission policies for professional and technical courses.

While the Committee note the analysis of the causes of students' indiscipline given by the Ministry as shown above, they feel that certain non-academic factors play not an insignificant part in contributing to students' indiscipline. These are: (i) cinema-craze and witnessing of sex-provoking films; (ii) cinema posters; (iii) influence of politics in educational institutions; (iv) lack of required type of teachers and contact between the teachers and students; and (v) lack of congenial atmosphere and proper facilities at home. The Committee hope that a note of all these factors will also be taken of by the Government as the problem of students' indiscipline has been a cause for concern from the point of view of wholesome development of the society.

Discussion between Union Education Minister and State Chief Ministers:

169. In a written note furnished to the Committee, the Ministry of Education have stated that:

“The question of students' indiscipline especially in colleges and universities was some time back discussed by the Union Education Minister with the State Chief Ministers. There was general agreement that strikes by students should not, in any circumstances, be countenanced. If a certain section of the students indulges in this activity, severest disciplinary action should be taken in the form of rustication either complete or partial. If the strike is complete then the institutions should be closed for a

certain period. It was also felt that this action could generally be very effective as students and parents would not like the former's studies to be interrupted. There was also an agreement that severe action should be taken against the acts of indiscipline and the Vice-Chancellor should be armed with sufficient powers to do so. During the course of discussion it came to light that sometimes teachers were also guilty of action unworthy of their profession, and the universities and colleges found themselves helpless to take action against them. The Union Education Minister expressed the opinion that some machinery under which action could be taken against those who are responsible for educating the students should be found out. With regard to politics in colleges and universities, it was agreed that university campus or the college premises should not be used for holding political meetings. It was also felt that in some cases the trouble arose from the students' unions and that in one State it was obligatory on the students to join the students' union. It was felt that the question whether the organisation of students' union is a salutary provision and whether legislation could be introduced to ban political association in universities and also that students' union should be purely cultural and educational in character should be considered. It was felt that the Vice-Chancellor himself should be strong enough to redress students' grievances when they were legitimate. There was also agreement that ways and means should be devised by which students should be able to do some thing creative during their leisure hours and specially in long vacations."

Committee on Students' Welfare:

161. It is stated that this problem was again considered by the University Grants Commission recently, who decided that a Committee may be appointed to review the implementation of the recommendations made by the earlier committee on indiscipline in the universities and colleges. In the first meeting of the committee held on the 2nd August, 1965, it was decided that it would be appropriate to name this committee as "Committee on Students' Welfare and allied matters" as it was felt that the problem of indiscipline was not confined to the students alone, but was part of a larger problem. The composition of the Committee is given below:—

1. Dr. T. Sen. Vice-Chancellor, Jadavpur University.

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| 2. Shri Samuel Mathai | Vice-Chancellor, Kerala University. |
| 3. Shri G. D. Parikh | Rector, Bombay University. |
| 4. Shri M. M. Begg | Educational Adviser to the Govt. of Jammu & Kashmir. |
| 5. Prof. A. C. Banerjee | Prof. of Inter-National Relations Calcutta University. |
| 6. Shri P. T. Chandu | Principal St. John's College, Agra. |
| 7. Dr. A. R. Irawathy | Principal, Queen Mary's College, Madras. |
| 8. Shri P. G. Mavalankar | Principal, L. D. Arts College, Ahmedabad. |
| 9. Shri L. R. Mal | Assistant Education Officer, University Grants Commission (Secretary.) |

The Committee are greatly distressed that indiscipline is prevalent at all levels. They note with deep concern the spirit of general indiscipline and defiance among large sections of the younger generation. They agree that student indiscipline is obviously the result of complex and manifold causes—some of them non-academic—and that it is a symptom of various ills which afflict our society and national life. The Committee cannot help feeling that to a large extent this is due to the general loss of idealism and of ethical and traditional social values, without any new ones having been developed. In this context the Committee would like to state that politics and politicians are to a great extent responsible for the growth of indiscipline as very often the students are utilised for political purposes and are taught to defy authority and to resort to violence for redressal of their grievances, real or imaginary. The students are naturally influenced by the environments and the happenings there and it is up to elder generation to set a better pattern in regard to respect for the rule of law, good manners and constitutional means for obtaining redressal of grievances, real or fancied.

The Committee expect that with the liberal flow of money and with the direct guidance and control of the Central Government, the Central Universities should serve as model universities so as to set an example and standard for the State universities to follow. The Committee, therefore, expected a better standard of teaching, discipline, administration, etc. in the four Central Universities. But the Committee regret to find from their examination of the estimates relating to these universities that at least two of them, viz., the Banaras Hindu University and the Aligarh Muslim University have failed to come up to their expectation inasmuch as there have been undesirable happenings there in matters of admission, discipline, administration, accounts, etc. The Committee are constrained to note that even the highest authorities of these two universities

including the Executive Council have not set any standard of conduct to be emulated by other universities. The Committee hope that in future the Central Government/University Grants Commission will take effective steps to ensure that the standard of these four universities is of such a high order that the State universities can emulate them with profit.

The Committee understand that besides the Committee on Students' Welfare, the Education Commission is also seized of the problem of students' indiscipline in universities. They hope that as a result of the deliberations of these two bodies a satisfactory solution will be evolved for maintaining better discipline in educational institutions.

C. Scholarships/Fellowships

162. It is admitted at all quarters that no brilliant student should be prevented, on grounds of poverty alone from pursuing his academic career and it should be the duty of the State to provide for his education and maintenance at the university. It should be task of the universities to discover and give opportunity to the gifted members of the community. The growing volume and diversity of research now being undertaken in the universities and colleges have further highlighted the need for adequate incentive in the form of researching scholarships and fellowships.

Scholarships Fellowships instituted by UGC.

163. The Committee are informed that the University Grants Commission has instituted scholarships and fellowships in order to promote advanced studies and research in various fields of knowledge. The following scholarships fellowships are awarded by the University Grants Commission every year:

- (i) 265 scholarships (post M.A. M.Sc.) in Humanities and Science subjects of the value of Rs. 200 per month.
- (ii) 60 senior fellowships in Humanities and Science subjects of the value of Rs. 500 per month.
- (iii) 120 junior fellowships in Humanities and Science subjects of the value of Rs. 300 per month.
- (iv) 60 fellowships in Engineering and Technology of the value of Rs. 400 per month.
- (v) 74 senior research fellowships of Rs. 500 per month each, for the centres of advanced study.
- (vi) 104 junior research fellowships of Rs. 300 per month each, for the centres of advanced study.

- (vii) 50 postgraduate research scholarships to M.A./M.Sc. students for research leading to doctorate degree of the value of Rs. 200 per month each, at the centres of advanced study.
- (viii) 100 national scholarships to graduates for M.A./M.Sc. courses at the centres of advanced study of the value of Rs. 120 per month each plus a grant of Rs. 200 and incidental charges of Rs. 100 each.
- (ix) Junior fellowships of Rs. 250 per month for students pursuing M.E./M. Tech./MSc. (Engg.) courses at universities/institutions. The maximum number of fellowships is 10 for each course at an institution. In addition the fellowships may be awarded to two teachers' candidates in each course.
- (x) 20 scholarships of the value of Rs. 100 per month for students in Arabic and Persian at honours and postgraduate levels.

The Committee are informed that 265 research scholarships of the value of Rs. 200 per month each which are awarded for post M.A./M.Sc. research work indicated at (i) above are allocated to universities. Selection of candidates for these scholarships is done by the universities themselves. The junior and senior research fellowships in Humanities (including Social Sciences), Science subjects and Engineering indicated at (ii) to (iv) above are awarded by the University Grants Commission on an all India basis on the recommendations of Expert Committees. The scholarships/fellowships for the centres of advanced study (at Nos. v to viii) have been allocated to the universities and they have been entrusted with the administration of these scholarships. With regard to the fellowships of Rs. 250 per month for engineering and technological courses (at No. ix) the names of students are recommended by the institutions to the University Grants Commission according to the percentage of marks obtained by the candidates in the B.E. examination. Candidates are selected in order of merit to the extent of the prescribed number of fellowships for the course. However, a candidate should normally have obtained 60 per cent marks or a minimum of 50 per cent marks at the degree examination in Engineering. The scholarships in Arabic and Persian (at No. x) are awarded by the University Grants Commission on the basis of the recommendations of a selection committee specially constituted for the purpose.

Need for liberal scheme of scholarships

164. It is stated that the number of scholarships/fellowships which are allocated to the universities administered by them or which are administered by the University Grants Commission, is decided on the basis of needs of the universities and a periodical review of this allocation is also undertaken. It is also stated that the number of scholarships and fellowships awarded by the University Grants Commission are considered to be adequate. The requirements are reviewed periodically and the number is revised if there is need for the same.

The Committee consider it essential that there should be a liberal scheme of scholarships which will enable bright students, even though born of poor parents, to secure the benefit of education if they are intellectually equipped for it. They feel that those who have aptitude and merit should not be deprived of the opportunity of getting higher education due to poverty but should be enabled to embark upon post-graduation standards in universities and higher institutions of learning.

The Committee feel that in view of the vast increase in the number of scholars in the universities, the number of scholarships and fellowships is very much on the low side. Consequently many deserving but poor students are not able to get the necessary financial aid. They would urge that in view of the tremendous increase in the number of students and the general poverty of a large number of students, the position be reviewed so that the number of scholarships may be adequately increased. The Committee also note that the amount of scholarship per head is inadequate in many cases. It should be such as to cover the major portion of the expenditure of a scholar.

Agencies offering research scholarships.

165. The Committee are given to understand that besides the University Grants Commission, various Central agencies, viz. Council of Scientific and Industrial Research, the Ministries of Education, Health and Agriculture, Department of Atomic Energy and the National Institute of Sciences also offer research scholarships to the students. Owing to the disparities in the amounts of scholarships and fellowships offered by various central agencies, there is sometimes movement of scholars actuated by considerations of monetary advantage between the agencies concerned. To remove this unhealthy trend, the University Grants Commission has suggested that there should be a reasonable uniformity in the value of the scholarships and fellowships awarded by the different agencies and it would be an advantage if the various schemes are co-ordinated by some central agency.

In this connection the representative of the University Grants Commission stated as under:—

“It is proposed that a co-ordinating agency should be there and the matter is under the consideration of the Ministry of Education, the University Grants Commission and Council of Scientific and Industrial Research. The Ministry of Education and the Council of Scientific and Industrial Research have taken initiative in this connection and they have asked the University Grants Commission to appoint an officer of the Commission on this Committee which is likely to meet in a short time.”

The Committee agree with the views of the University Grants Commission that there should be a reasonable uniformity in the value of the scholarships and fellowships awarded by the different agencies. They consider it desirable that there should be a co-ordinating authority for making an assessment as to the adequacy, proper utilisation, etc. of all scholarships and fellowships awarded by central agencies. The Committee suggest that an expert committee consisting of representatives of all the concerned Ministries|Central Bodies should be set up to consider this question and evolve a satisfactory solution to this problem.

D. Living Conditions of Students

Survey of undergraduate students in Calcutta.

166. The Committee learn that a survey of the living conditions of non-resident undergraduate students of Calcutta University was conducted in 1954. As a result of this survey, Dr. J. C. Ghosh the then Vice-Chancellor of Calcutta University came to the conclusion that most of them were living in conditions which were ill suited for study. The Survey pointed out that:

“13000 students come from families where the *per capita* income is less than Rs. 30 per month and 14,000 from families where the income lies between Rs. 30 and Rs. 50 per month. The former class live below the subsistence level and the latter on the margin. It is no wonder therefore that 23,600 students live in homes where they have a floor space barely 24 square feet in area, and that also as a part of an overcrowded room. They fare no better in the colleges, the colleges where they are supposed to study in day time. In Colleges, other than those maintained by Government

or Missionary Societies, the floor space available per student varies between 6 and 9 square feet. A student of uncommon will power, can devote to his study in such homes no more than 3 hours a day late at night or early in the morning. In the colleges, he has sitting accommodation in a hard bench in the class room, or just standing accommodation in the laboratories, only during the few periods of the day allotted to him in the time-table. Loitering about the streets of Calcutta for most of the day performance is major occupation."

The Committee are informed that the University Grants Commission has also assisted the following universities for surveys connected with the living conditions of students.

University	Title of Project	Grant
		Rs.
Aligarh	Survey of students residing in Aligarh city.	3,000
Poona	Socio-economic sample survey of college students of Poona city.	1,500
Gujarat	Survey of graduates of Gujarat during the last 5 years in Arts, Science and Commerce coming from rural areas.	6,250

A survey was also carried out by the Universities of Kerala and Lucknow in 1959, as a result of the recommendation of the Central Advisory Board of Education.

It is admitted by the Ministry of Education/University Grants Commission that the living conditions of a majority of students in Indian Universities are not satisfactory.

The Committee consider that environments and living conditions of the students have been a contributory factor in the matter of low standard of discipline in educational institutions. They suggest that the Ministry of Education/University Grants Commission should make periodical assessments of the living conditions of students and suggest remedial measures to improve the same. The Committee are also of the view that the Ministry of Education in co-ordination with the State Governments should also undertake periodical assessments of the living conditions of school students who constitute the base of the educational system and many of whom in later years join universities and colleges for higher education.

In this connection, the Committee would like to observe that education is no longer the exclusive privilege of the upper classes. In fact, it has reached even the lowest stratum of society. It is very often found that even in urban, not to speak of rural areas, a large number of students do not enjoy even the minimum facilities congenial for studies. Quite a large number of students of even comparatively richer families also do not very often have an atmosphere congenial for study and healthy development due to incompatibility of the temperament of parents and other members of the family. The Committee feel that while considering the question of standard of education and discipline among the students, the Government should give due attention to all these factors and try as far as possible to provide subsidised hostel accommodation for the poorer sections and day-hostels for as many students as possible to provide recreation facilities.

Students' Homes or Day Hostels

167. The Committee understand that as a result of the survey of the living conditions of non-resident undergraduate students of Calcutta University, Dr. J. C. Ghosh, the then Vice-Chancellor of the Calcutta University emphasized the necessity of providing students' homes in the vicinity of colleges where students spent their entire time apart from any time spent in attending lectures. According to this proposal such homes should have a library, reading arrangements, arrangement for mid-day meal and refreshments and certain recreational facilities. The capital expenses needed for this purpose should be provided by the Government and perhaps most of their recurring expenses at least for a few years. The management of these homes should be in the hands of society on which the university and some interested welfare agencies such as Ramakrishna Mission, Y.M.C.A., Y.W.C.A. and other societies should be represented.

The Committee are informed that the University Grants Commission in their meeting held on the 30th November, 1956 considered the proposal received from the Planning Commission for the establishment of students' homes for scholars in universities which have large non-resident students population. The University Grants Commission agreed that assistance may be offered to those universities which desired to implement the proposal.

The Committee are given to understand that in December, 1957 the Commission considered proposals for the construction of students' homes from a number of universities and approved a proposal for the construction of two students' homes (in accordance with the recommendations of Dr. Ghosh) for Calcutta University. These students'

homes were to be planned on the basis of 2000 students registered in each of them. The Commission also approved the construction of non-resident students' club at the Universities of Aligarh, Banaras, Patna and Osmania (1 each) and Punjab (2—one each at Jullundur and Rohtak).

The decision of the Commission was conveyed to Calcutta University in March, 1959 and they were informed that the University would be paid Rs. 2.50 lakhs for each student's home and the balance would have to be met by the University|State Government. In March, 1960, the University informed the Commission that the State Government had agreed to meet the matching grant of Rs. 2 lakhs required for the purpose of establishment of two students' homes and that the University proposes to house one of the students' home in premises No. 14, Cornwallis Street, Calcutta which was to be purchased through land acquisition. The University also informed that they had taken possession of the premises and the Asutosh Museum had been temporarily accommodated in the building. The University also informed the Commission that they proposed to accommodate the museum in that building for a further period of 2 years pending the construction of new building for the museum. This proposal was not acceptable to the Commission. The University was informed in May, 1962 that till the museum was moved to its own permanent location and the building at No. 14, Cornwallis Street had been released, the Commission would not consider the proposal of housing one of the students' home in that building. The University was again requested in October, 1964 to let the Commission know whether the University was still interested in the implementation of the project to which the University's reply was in the affirmative. The University was thereafter requested to send the revised proposal for the establishment of students' home in January, 1965 to which no reply had been received. In January, 1966 the Commission's offer of assistance was withdrawn.

It is stated that the Commission has revised the scheme of students' home in April, 1965 and according to the revised scheme, students' home is expected normally to provide reading facilities to 100 students at a time and should have a library, a reading room, a stack room for about 5000 books, a dining hall which should accommodate about 30 students at a time, a kitchen and a block of bath rooms and W.C.s (separately provided for men and women). The Commission pays a non-recurring grant upto Rs. 1 lakh towards the construction of the Home. The Commission has so far accepted proposals from 7 universities (Banaras, Jiwaji, Karnatak, Indore, Osmania, Rajasthan

and S. V. Vidyapeeth) for the establishment of a students' home under the revised scheme.

The Committee feel that the provision of adequate hostel accommodation may not be feasible for some years to come in view of the limited resources and the need for going slow with building activities in view of the present emergency. They therefore welcome the plan for establishing the students' homes in the universities for providing essential amenities for day scholars, the idea being that students who do not have congenial environments for study at home, may utilise their time for academic work at such places in a proper atmosphere. The Committee also agree with the Committee on Residential Accommodation for Students and Teachers that location of students' homes should be decided very carefully and as far as possible the home should be located near the university or college campus. The Committee hope that during the Fourth Plan the scheme will be extended to colleges also.

The Committee are distressed to learn that two students' homes sanctioned by the University Grants Commission for Calcutta University in 1957 could not be started due to which the Commission's offer of assistance was withdrawn in January, 1966. The Committee consider the setting up of students' homes as essential more particularly in Calcutta with a preponderant population of non-resident students, who come from comparatively poorer families and have not the necessary facilities and congenial atmosphere in their own homes and as such would be in great need of such students' homes. They hope that the Calcutta University will again approach the University Grants Commission for the revival of the grant and will avail of the scheme of students' homes in full.

Non-Resident Students' Centre

168. The Committee learn that the Commission gives assistance to universities and colleges for establishing non-resident students' centres which are intended for providing facilities for recreation and private study to day scholars.

The object of non-resident students' centre is stated to be to provide facilities to day students for common room facilities, indoor games, reading and study and for providing snacks. Under the scheme of non-resident students' centre, the following features have been suggested in a building for this purpose:

- (a) One large common room
- (b) One room for indoor games

- (c) One reading room and library
- (d) One study room
- (e) Cafeteria and Kitchen
- (f) A block of bath rooms and W.C.s

A plinth area of 5 sq. ft. per student is allowed for the building. The total plinth area is to be determined by the number of students registered with the students' centre. The Commission's assistance is limited to a ceiling of Rs. 70,000 against an estimated cost of Rs. 1,00,000 in the case of the universities.

Assistance to a college for the establishment of a non-resident students' centre is limited to Rs. 35,000 against an estimated cost of Rs. 50,000. The centre of a college should consist of (a) canteen, (b) recreation room (c) reading room and (d) one or two bath rooms. It should have a plinth area of about 2,000 sq. ft.

It is stated that under this scheme only one non-resident students' centre is available to one university. Upto 31st March, 1965 the Commission assisted 22 universities for this purpose. Upto the same period, the number of non-resident students' centres approved in colleges was 208.

The Committee are given to understand that practically there is no difference between a 'Students' Home and non-Resident Students' Centre and during the Fourth Plan the two schemes are likely to be merged.

The Committee are also of the view that there should not be two schemes of the same nature and hope that the schemes of Students' Homes and Non-Resident Students' Centres will be merged immediately and operated as one scheme during the Fourth Plan.

E. Hostels

Assistance provided by U.G.C.

169. The University Grants Commission gives grants to universities and colleges for the provision of hostel accommodation. The total approved cost of construction is shared by the Commission to the extent of 50 per cent in the case of men's hostels and 75 per cent in the case of women's hostels.

In the case of a college it is provided that the total assistance for a hostel inclusive of any grant paid for non-resident students centre, hobby workshop, staff quarters and the extension of library and laboratory facilities, during the Second and Third Plan periods shall not normally exceed Rs. 1.5 lakhs.

The number of hostels approved by the University Grants Commission for various universities during the last three years is as under:—

	1962-63	1963-64	1964-65	Total
(i) Men's hostels in Universities.	11	40	15	66
(ii) Women's hostels in universities.	6	9	8	23

During the years 1962-63 to 1964-65 the number of hostels approved for colleges during 1962-63 to 1964-65 was 149 for men's hostels and 109 for women's hostels.

The percentage of scholars residing in hostels to the total enrolment during the last three years has been as under:—

1962-63	18.1%
1963-64	18.5%
1964-65	19.0%

Committee on Residential Accommodation for Students and Teachers

170. The Committee appointed by the University Grants Commission to examine the problem of residential accommodation for students and teachers and to prepare a comprehensive plan in this regard has *inter alia* made the following recommendations concerning the construction of hostels:—

- (i) The physical and social environment provided by hostels exerts a purposeful influence on character and attitudes of the resident scholars. Hostel building which should be planned to ensure comfortable and cheerful living, ought to provide facilities for quite individual work and the growth of a healthy corporate life.
- (ii) During the Fourth Plan, hostel accommodation should be provided for 25 per cent of the students in universities and colleges. To achieve this target, additional accommodation for 3 lakh students will have to be provided at an estimated cost of Rs. 120 crores @ Rs. 4,000 per seat.
- (iii) The schedule of hostel fees should be adjusted so as to provide rent-free accommodation to about 5 to 10 per cent of the resident students.
- (iv) Efforts should be made to provide hostel accommodation to about 75 per cent of the students in institutions

of an all-India character. The possibility of granting financial aid to students in these hostels to cover their expenses may be explored.

- (v) There is a special need for hostel accommodation for women students and students of colleges in rural areas.
- (vi) The Commission should liberalise the rules relating to grants for construction of hostels so as to obviate the necessity of procuring matching funds.
- (vii) The Commission should provide assistance to universities for constructing houses, each accommodating a senior teacher and 10 to 12 students who would live together as a family.

The University Grants Commission generally approved the report of the committee on residential accommodation for teachers and students, and desired that the recommendations made should be kept in view while preparing proposals for the Fourth Plan.

The Committee are glad to learn that the percentage of scholars residing in hostels to the total enrolment has been gradually increasing. They feel that the provision of suitable and adequate hostel accommodation is essential for a healthy corporate life and improvement in the quality of higher education. The Committee hope that earnest measures will be taken to implement the recommendations made by the Committee on Residential Accommodation for Teachers and Students. They further hope that adequate funds for residential accommodation of students and teachers will be placed by Government at the disposal of the University Grants Commission to enable it to assist the universities and colleges during the Fourth Plan period.

F. Health Centres

Assistance provided by U.G.C.

171. The Committee are informed that the University Grants Commission provides assistance to universities and institutions 'deemed to be universities' for the establishment of health centres. These centres are expected to provide facilities to students for medical examination and treatment of common ailments. They may also have a limited provision for hospitalisation for minor diseases.

The Commission may assist a university with an enrolment of 5,000 students for the establishment of a health centre to the extent

of Rs. 50,000. In the case of universities having a large enrolment, the ceiling for assistance is Rs. 1,00,000. It is laid down that:

- (i) A health centre may have a building with a plinth area of 2,000 sq. ft.
- (ii) At places where there are no facilities for segregation or hospitalisation, it may be necessary to provide a few beds in the health centre.

Assistance under this scheme has so far been sanctioned for 36 universities. During 1964-65 the proposals of the Mysore University, Varanaseya Sanskrit Vishwavidyalaya, the Gujarat Vidyapeeth, the Kashi Vidyapeeth and the Tata Institute of Social Sciences for the establishment of health centres were approved, the Commission's assistance being of the order of Rs. 3 lakhs. Grants amounting to Rs. 2.12 lakhs were paid to various universities for health centres during the year 1964-65.

Universities not having proper facilities

172. The Committee are informed that a survey conducted by the University Grants Commission revealed that many universities did not have proper facilities for medical treatment. In view of the inadequate facilities for medical treatment in many universities, the Commission appointed a committee (under the Chairmanship of Dr. A. L. Mudaliar) to formulate a health service scheme for teachers and students.

The Committee note with concern that many universities do not have proper facilities for medical treatment. They cannot too strongly emphasise that a University should have adequate arrangements for having periodical medical check up and treatment of the students on its rolls.

The Committee hope that suitable measures will be taken to improve the medical facilities in various universities in the light of the recommendations of the Committee appointed to formulate a health service scheme for teachers and students. They also suggest that measures should be taken to provide adequate medical facilities to the students and teachers in affiliated colleges and to have at least one annual medical check-up of all the students. If possible, for each college of over 1000 students there should be a medical officer and a dispensary with clinical facilities.

G. Students Aid Fund

173. The Committee are given to understand that financial help is available to universities and colleges for the establishment of students aid fund. This fund is intended to help needy students to pay their tuition or examination fees, to buy necessary books or meet similar expenses. Salient features of the scheme are as under:—

- (i) For a University the Commission will contribute each year a sum equal to the total amount subscribed by the students and collected from other sources, if any, subject to a maximum of Rs. 10,000 per annum.
- (ii) For a college the Commission will give a basic grant to the students aid fund, on the basis of enrolment as detailed below:—

Enrolment	Grant
	Rs.
Upto 500	500
501 to 750	750
751 to 1000	1000
1001 to 1250	1500
1251 and above.	2000

A further grant may be given equal to the amount collected by the college subject to a maximum of Rs. 1,000 per annum.

- (iii) The fund must not be used for giving prizes, rewards, scholarships etc.

The Committee are informed that the Commission's grants to universities and colleges under this scheme have been rising over the years as indicated below:—

	Assistance to Universities	Assistance to Colleges
	Rs.	Rs.
1962-63	87,448	8,66,362
1963-64	1,24,417	12,12,962
1964-65	1,54,101	13,31,388

The Committee consider that the Students Aid Fund in universities and colleges provides valuable help to needy students and recommend that every University and College should take advantage of this scheme.

H. Counselling and Guidance Centres

174. Guidance or counselling has come to be recognised as a general term covering all such assistance given to young members of the community to solve their personal, educational and vocational problems, in order to help them to plan their future life. Such assistance has, of course, been always recognised as one of the ideal functions that teachers and educational institutions should carry out for their students, but it has been possible only in very rare cases. Such assistance it has been found, requires deep understanding and knowledge of the student's social and psychological make-up on the one hand, and employment and education possibilities available on the other. With the development of knowledge of psychology, students service organizations have come into existence in the Universities of the West, to help such students who experience mental unrest, because they find themselves unable to face the demands made on them by their studies and other social duties.

Assistance Provided by UGC

175. The Committee are informed, that with the assistance of University Grants Commission, Counselling and Guidance Centres have so far been opened in Baroda and Allahabad Universities. The guidance and counselling centres at these universities have generally adopted the following functions:

- (i) to advice students seeking guidance on vocational, educational, and personal problems;
- (ii) to assist faculties in the admission and selection of new entrants;
- (iii) to advise faculties on problems of discipline; and
- (iv) to conduct research in the effectiveness of guidance by case studies of students who received such assistance.

The Committee learn that this Scheme was started at Baroda University in 1958 and at Allahabad University in 1962-63. A student counselling centre has also been set up in the university of Delhi as a part of the Department of Psychology. Counselling is also stated to be of value and significance in relation to problems of students behaviour that arise in a society in rapid transition and from maladjustment and consequent wastage at university examinations.

It is stated that since such centres are in only two universities and have not been in existence for many years, it is difficult to assess their effectiveness as yet.

In view of the growing indiscipline among the students the Committee suggest that the University Grants Commission may review the working of the guidance and counselling centres so as to make such centres effective and useful to the student community. The Committee would also like to reiterate the recommendation made in paragraph 90 of their 82nd Report on the Ministry of Education—University of Delhi, that the University Grants Commission may evolve, in due course, a Model Student Counselling Centre for adoption of the scheme by other universities. The Committee feel that these centres will be more useful for the bigger universities of affiliating type where the contact between the students and the teachers is either almost non-existent or very thin.

I. Hobby Workshops

Salient Features of the Scheme

176. It is stated that the Commission helps universities and colleges to establish hobby workshops for providing opportunities to students for self-expression and development of personality through the cultivation of hobbies involving manual work or mechanical skill. Salient features of the scheme are as under:—

(i) Financial assistance to a university is given to the extent indicated below:—

(a) Building	Rs. 25,000
(b) Equipment	Rs. 25,000
(c) Staff and contingencies	Rs. 5,000 per annum for 5 years.

A portion of the Commission's grant subject to a maximum of Rs. 1,000 for equipment and Rs. 1,000 for staff per annum, is utilised for the purchase of musical instruments and other such equipment needed for hobbies of a cultural kind. For this the prior sanction of the Commission is necessary.

(ii) The following grants are given to a college for establishing a hobby workshop:

(a) Building	Rs. 10,000
(b) Equipment	Rs. 10,000
(c) Staff and contingencies	Rs. 2,500 per for 5 years.

For building and equipment a college is expected to spend at least Rs. 5,000 from its own funds.

- (iii) The hobbies approved so far so under the schemes are carpentry, smithy and metal work, assembling of electrical appliances, photography, clay modelling, papiermache, leather work, tailoring and embroidery. Each workshop is expected to provide facilities for the pursuit of at least 4 hobbies involving mechanical or manual work.

Assistance provided by U.G.C.

177. The Committee are informed that assistance has so far been given for the establishment of hobby workshops in 17 universities and 70 colleges. During 1964-65, the Commission sanctioned the establishment of hobby workshops in two universities at an estimated cost of Rs. 1.54 lakhs. against which the Commission's share of expenditure would amount to Rs. 1.37 lakhs. A grant of Rs. 32,500 was sanctioned to one college for this purpose during the year 1964-65. Grants amounting to Rs. 2.33 lakhs were paid in 1964-65 to colleges and universities for hobby workshops.

In this connection, the Committee would like to refer to paragraph 91 of their 82nd Report on the Ministry of Education—University of Delhi wherein they have noted that the number of students utilising the hobby workshop of that University has been rather meagre. It is stated that in May, 1965 the Commission decided that a review of the working of the scheme be undertaken. An Expert Committee has accordingly been appointed to evaluate this scheme.

The Committee have not been much impressed with the success and utility of this scheme. They hope that the Expert Committee appointed to evaluate the scheme of hobby workshops will critically examine the existing set-up of hobby workshops so as to assess whether the benefits provided to students are comparable with the outlay involved. The Committee feel that if the scheme is to be retained, it should be made purposeful and attractive for the students.

J. Gandhi Bhavans

178. The Committee are informed that University Grants Commission assists the universities for the setting up of Gandhi Bhavans in collaboration with the Gandhi Smarak Nidhi to the extent of Rs. 1 lakh on fifty-fifty basis.

The representative of the University Grants Commission stated during evidence that out of 14 universities which have agreed to set up Gandhi Bhavans, only four universities, i.e. Nagpur, Delhi, Punjab and Rajasthan have implemented the scheme and Gandhi Bhavans have started working in these universities.

Review of Work Done in Gandhi Bhavans

179. The Committee are given to understand that the University Grants Commission set up a Committee in December, 1963 to review the work being done in Gandhi Bhavans in the universities. The views of that Committee about the working of Gandhi Bhavans are as under:—

“.....even the two universities where the Bhavan has started functioning had very inadequate notion about its purpose. Gandhi Bhavans in the Universities should not be merely memorial buildings but they should function as real study centres. Although a Gandhi Bhavan in a University is expected to be a small and modest building, its mere existence on the premises of the University bearing the name of Gandhiji should serve as a symbol of all that he stood for in life for the economic and social uplift of the nation and of the masses. Thus Gandhiji the man, his sadhana in building up his personality, his thought and action, his writings are all worthy of study. The Gandhi Bhavans are not intended to be places for studies restricted only to Gandhian thought. The varied problems of India, economic, social, political, philosophical and religious, as well as world problems in the same perspective should be the subjects of study in the light of what Gandhiji and other social philosophers and thinkers have thought and written about”.

The recommendations of the Committee on Gandhi Bhavans are as under:—

- (i) Universities should be encouraged to set up Gandhi Bhavans with assistance from the UGC and Gandhi Smarak Nidhi. This scheme should be completed by October, 1969, the centenary year of Gandhiji. The universities which come forward with such a proposal should be encouraged.
- (ii) The Gandhi Bhavan should function not only as an effective centre of research and study in Gandhian Thought but should also undertake a comparative study of other social philosophers who have contributed to the economic and social thinking of world problems. For this it is very essential that the Bhavan should have a good library comprising five to ten thousand books on Indian background, Gandhiji's writings, writings on Gandhiji and his approach and writings of other social philosophers.

- (iii) The Bhavan should organise study circles, symposia, seminars, talks and lectures and other specialised studies and also undertake the publication of the results of some of the studies which would be critical and historically significant.
- (iv) The Bhavans should take up selective material from the Gandhian Literature for the use of the students. This could be done through the publication of small booklets consisting of 50-60 pages to be distributed at cheap rates to the students.
- (v) The universities should make use of the scheme of lectures on Gandhian Thought and Philosophy under which assistance to the extent of Rs. 1,400/- per annum is provided by the Government of India, Ministry of Education for organising such lectures by eminent persons in the field.
- (vi) The possibility of including the Gandhian thought in the University curriculum should be explored.
- (vii) Every university should set up a Gandhian Society preferably attached to Gandhi Bhavans which may undertake a programme of constructive work in the neighbouring areas.
- (viii) Every university should set up an Advisory Committee to arrange a programme of activities for the Gandhi Bhavan for the whole year.
- (ix) Assistance should be provided to the universities for the maintenance of Gandhi Bhavans and for the expansion of their activities as recommended above. We feel that the State Governments/Universities will readily agree to provide matching grants to cover the recurring expenses.
- (x) For the successful implementation of the scheme, the Bhavan should work under the guidance of an advisory committee with an honorary director and representatives interested in the activities in social fields as well as those who are students of Gandhian thought."

While appreciating the idea of establishing Gandhi Bhavans in some of the universities, the Committee note with regret that not much has been done to propagate the ideas and ideology of Mahatma Gandhi. The Committee feel that these ideas deserve to be properly propagated among the young students and to that end, the

Gandhi Smarak Nidhi, as also the University Grants Commission, may make serious efforts to improve the working of Gandhi Bhavans set up so far, in the light of recommendations made by the Committee on Gandhi Bhavans and also to set up such Bhavans in other universities and educational centres. The Committee need hardly stress the importance of organising study circles, symposia, seminars, talks, lectures and other specialised studies in Gandhi Bhavans on Gandhian ideology and his socio-economic ideas. The Committee hope that these Bhavans will be fully utilised to explain to the students the Philosophy of Indian revolution, of which Mahatma Gandhi was the leader and inspirer.

K. Community Welfare Programmes

180. The Committee are informed that the University Grants Commission has not formulated any specific scheme to encourage the spirit of social service on voluntary basis in various universities and colleges. The Ministry of Education, however, have a scheme of 'Campus Projects' which is intended to encourage the spirit of social service on all-India basis.

The representative of the Ministry of Education informed the Committee that the scheme of 'Campus Projects' envisages work which will bring about creation of facilities such as reception hall-cum-auditorium, gymnastic stadium, open air theatre, pavilion, etc. The Ministry of Education gives grants equal to 75 per cent of the cost subject to certain ceilings that have been laid down for each of these projects. One of the conditions for the grant is that the staff and students should offer labour, skilled and unskilled, and in addition contribute 25 per cent or more of the actual expenditure on the project.

Grants sanctioned to various universities under the scheme of campus projects during the Third Plan are as under:—

1961-62	.	.	.	.	.	.	.	6,33,711
1962-63	.	.	.	.	.	.	.	4,86,768
1963-64	.	.	.	.	.	.	.	3,17,781
1964-65	.	.	.	.	.	.	.	2,22,901

The Committee regret to note that the expenditure on the scheme of Campus Projects which is intended to encourage the spirit of social service among students has continuously been going down over the years. They suggest that the reasons for such decline in expenditure under this scheme may be gone into and steps taken to revitalise this scheme. They are also of the view that administration of such a scheme which deals with universities should be the responsibility of the University Grants Commission.

The Committee also suggest that a scheme may also be worked out to enable the students to participate in community welfare programmes especially in rural areas. In this connection they would like to refer to paragraph 94 of their 82nd Report on the Ministry of Education—University of Delhi wherein it is stated that Social Service Leagues set up in Delhi University and its colleges have undertaken useful programmes e.g., running literacy classes, visiting hospitals and institutions for orphan children etc. The Committee would like to stress the necessity of devising some regular arrangement for attracting the students to such kinds of social works by providing incentives, if necessary.

L. Planning Forums

181. The Committee are given to understand that at the instance of Planning Commission, Planning Forums have been set up in universities and colleges. These Planning Forums are attached to the Department of Economics. The main object of having Planning Forums is stated to be to propagate the broad ideas of planning among students to make them think and reflect so that they participate in the entire process of planning.

The Committee have been informed that out of 71 universities and institutions deemed to be universities, 34 have not set up planning Forums so far and out of existing 2359 colleges, 1378 colleges have not set up Planning Forums so far. It is stated that Planning Forum Programme is an optional programme for the universities and colleges. It is expected that the remaining universities will set up Planning Forums in due course.

Forums not yet proved popular

182. The representative of the Ministry of Education admitted during evidence that 'such Forums have not yet proved very popular.' As regards the co-ordination maintained between the University Grants Commission and the Planning Commission, the representative of the University Grants Commission stated as under:—

"In the beginning, there was no proper co-ordination. Now the University Grants Commission thinks that it is much better to have a properly co-ordinated committee. There is a representative of the University Grants Commission on that Committee now for the first time. One of the suggestions is that the funds should be diverted through the University Grants Commission. That is under consideration."

The Committee note that with regard to Planning Forums the committee on collegiate education has suggested as under:—

“The Committee welcomed the setting up of Planning forums with a view to involving the intelligentsia in the country in the universities in planning, discussion and implementation of national plans with specific reference to the local problems. These forums would help to keep alive the enthusiasm and inculcate in the students the concept and importance of planning. The Committee suggested that the Planning Commission and the University Grants Commission may suggest concrete programmes to be taken up by the colleges.”

The Committee appreciate the idea of having Planning Forums in universities and colleges to create interest among the student community about the Five Year Plans and the economic problems facing the country. They, however, regret to learn that as many as 34 universities and ‘institutions deemed to be universities’ and 1478 colleges have not yet set up Planning Forums. They are also unhappy to learn that Planning Forums which have been set up have not generally proved popular. The Committee suggest that the University Grants Commission in consultation with the Planning Commission may undertake a review of the working of Planning Forums in various universities and colleges. In the light of such a review steps may be taken to revitalise the programme of Planning Forums. The feasibility of entrusting the administration of the scheme to the University Grants Commission may also be examined.

The Committee are also of the view that Planning Forums should have a wider scope not only to discuss the Plans of this country, but also to have an understanding of the plans of other countries. Particular attention should be given to the distinctive features of democratic planning and of the crisis of development which any plan will have to pass through. The Planning Forums should also discuss the shortfalls and the reasons thereof and achievements of various Plans.

CHAPTER VIII

MISCELLANEOUS

A. Medium of Instructions

183. The problems of the medium of instruction for different stages of education has engaged much attention and provoked a good deal of controversy in recent years. In regard to medium of instruction in Indian universities, the Committee are informed that the University Grants Commission appointed a working group in 1959 to examine the problems relating to the charge-over in the medium of instruction in universities. The working group in its report has stressed the need for improvement in the standards of English in the universities even when the medium of instruction is changed to Indian languages. It has suggested that for technical subjects atleast it may be advantageous to retain English as the medium for some-time to come. The group has also suggested that the quality of opportunity being one of the most important consideration for all India Competitive Examinations, English should continue to be the medium for these examinations or all the languages of India and English should be permitted to be used as the media. The report has also drawn attention to the importance of inter-university communication all over the country and suggested that for sometime to come at least such communication should be through English. The report of the working group was circulated to the universities for their comments. In the meantime the question of medium of instruction was discussed by the National Integration Council and the Council reaffirmed the conclusion set out in the statement issued by the National Integration Conference in October, 1961 to the effect that regional languages were bound to replace English as the medium of instruction and that in such a situation there would be need for a link language which ultimately could be Hindi. But since Hindi, like any other regional language would take sometime for its development, English could continue to play this part. The Council desired that implementation of the policy in this respect should be more purposeful and that care should be taken by universities to ensure that the transition was made without harm being done to the quality of education. The Council also laid stress on the importance of teaching English as a compulsory subject not only in the transitional period but even after its replacement by regional languages as a media of instruction. The Conference of the Vice-Chancellors

held in October, 1962 generally endorsed the view of the National Integration Council. This view has been generally accepted by the University Grants Commission also.

Views of the Committee on Standards of University Education.

184. The Committee learn that the University Grants Commission Committee on standards of University education made an inquiry in regard to the medium of instruction prevalent in various universities and replies received from 49 universities and 4 institutions deemed to be universities as summarised by that Committee are as under:—

- (a) "English is the medium of instruction at the post-graduate level in all non-language subjects in almost all the universities, the only exceptions being the S.N.D.T. Women's University which has Gujarati and Marathi as the media for the Master's Course in Arts and the Varanaseya Sanskrit Vishwavidyalaya where the medium is Hindi and Sanskrit. In the Universities of Agra, Jabalpur, Rajasthan, Saugar and Vikram, the medium of instruction at the postgraduate level is English or Hindi in certain subjects. In the Allahabad, Banaras, Gorakhpur and Jadavpur Universities although the medium of instruction is English, candidates are given the option to answer examination papers in Hindi or the regional language in certain subjects.
- (b) English is the medium of instruction and examination in almost all the universities for professional courses like law, education, agriculture, veterinary science, engineering, technology, medicine etc.
- (c) In the undergraduate Arts courses, the medium of instruction is English in 18 universities, Hindi in 8, Gujarati with option to use other languages in 2 and English or Hindi or a regional language in 16 universities. For the undergraduate course in Science, the medium of instruction is English in 24 universities, Hindi in 7, Gujarati with provision to use other languages in 1 and English or Hindi or a regional language in 11 universities."

The recommendations made by the Committee on standards of university education relating to medium of Instruction are as under:—

- (i) By and large, English continues to be the chief medium of instruction of university education. Some universities have however changed over to Hindi or a regional language-

age at particular stages or permit their use in examinations. It is doubtful whether these changes have been brought about after necessary deliberation and assessment of facilities.

- (ii) Change-over to the regional language as the medium of instruction at the University stage requires careful preparation as the area of pertinent knowledge to be covered is large and the technology of acquiring knowledge in the universities differs widely from the one used in schools. Unless an Indian language has grown upto its full academic stature, it would be unwise to introduce it as the medium of instruction at the university stage.
- (iii) Before any change-over is brought about, universities must satisfy themselves about the competence of teachers to teach in the language concerned and about the availability of sufficient number of good books.
- (iv) Where the medium of instruction changes from the school to the university stage or from the undergraduate to the postgraduate level, it has to be ensured that students do not suffer from it.
- (v) It would be desirable to undertake some experimental studies concerning the relative performance of students who study through the English medium and others. It is claimed that at present the best students elect English as their medium and that their standards are also higher.
- (vi) Even when the medium of instruction is changed to a regional language, it would be necessary to provide for imparting adequate knowledge of English, for English is a great integrating factor, both for unity in India and for access to world literature especially in Science, Technology etc. English will also be helpful as a common link for inter-university communications not only within India but also between India and other countries.
- (vii) The teaching of English should begin sufficiently early at the school stage. Special methods which have been evolved recently for teaching English as a foreign language should be widely introduced in our institutions. Teachers of English should also be given special training at such places as the Central Institute of English at Hyderabad.

- (viii) Summar schools and refresher courses should be organised on a large scale for teachers of English and use should be made of equipment specially designed for language teaching."

The Committee feel that the problem of medium of instruction at university level should be so tackled as not to deteriorate the standard of education. The Committee hope that a sound policy will be laid down by the University Grants Commission to be followed by a university during transition from English to regional languages. Hindi in the light of recommendations made by the National Integration Conference and Committee on Standards of University Education. The Committee would like to stress that before any changeover from English takes place, the University Grants Commission should ensure that a phased programme is chalked out to make available necessary text books in the languages chosen to replace English. The Committee apprehend that dependence only on regional languages without simultaneously developing a link language to be used as a common medium for all regions may result in splitting education into linguistic compartments which would make exchange and migration of teachers and students very difficult and may also affect the sense of national integrity. The Committee cannot overemphasise the imperative necessity of teaching English or any other advanced foreign language so that India may not be intellectually isolated.

B. Working Hours and Vacations

185. The Committee note that a study undertaken by the Education Commission on working hours and vacations has pointed out that there is only one university and two faculties in another university which work on an average 1900 hours in a year. There are as many as 13 universities which do not impart education for more than 600 to 700 hours in the whole year on an average. Among them at least two provide instruction for only 400 to 500 hours and one for 500 to 600 hours. This gives them an average instructional session of only 100 to 125 days a year. The largest number of universities (24) come within the range of 1200 to 1300 hours. The study has also pointed out that schools and colleges have only 253 and 241 working days in a year respectively, excluding the number of days lost in vacations, Sundays, other holidays and unforeseen events. Out of these, schools are losing 21 and colleges 27 working days on account of examinations and other causes.

The Committee feel that the quality of education depends very largely on the climate of hard work and proper motivation. They also feel that the number of working days should be adequately increased and that classes are held for a larger number of days so that the entire curricula may be covered by class lectures or by tutorials.

The Committee hope that the University Grants Commission/Government will take suitable steps for this purpose.

C. Community Development and Panchayati Raj

186. The Committee are informed that the University Grants Commission accepted the proposal of the Ministry of Community Development for promoting programmes of teaching and research in community development, cooperation and Panchayati Raj in the universities. A sum of Rs. 5 lakhs has been provided by the Ministry for this purpose against an equal amount to be contributed by the Commission. The total fund of Rs. 10 lakhs is to be utilised by the Commission for developing studies in the subjects concerned at university centres. It has been agreed to set up an advisory committee including representatives of the Ministry of Community Development for this purpose.

The Committee feel that the Community Development nad Panchayati Raj have made an impact on Indian society and economy and are glad that a scheme for promoting programmes of teaching and research in Community Development, Co-operation and Panchayati Raj has been initiated in universities. They hope that the scheme will be implemented vigorously.

D. Extension Lectures

187. The Committee are informed that the University Grants Commissioning provides grants to universities for organising popular extension lectures by university or college teachers for the benefit of general public. Such extension work is organised in the form of lectures for people who have little opportunity of coming into contact with institutions of higher learning.

It is stated that the Commission's grant to a university under the scheme is limited to Rs. 5,000/- per annum inclusive of all expenses. No matching grant is necessary. The salient features of the scheme are as under:—

- (a) Extension work is to be conducted only by teachers of the University or colleges affiliated to it.
- (b) No permanent staff should be exclusively employed for this work.

Assistance provided by U.G.C.

187. The following grants were paid to the universities during each of the last three years for organising popular extension lecturers:—

	Rs.
1962-63	25,884
1963-64	82,591
1964-65	1,09,505

The Committee are informed that the University Grants Commission at the end of each financial year receives the report on the implementation of the scheme for each university. It is stated that the lectures delivered are of a high order. It is also stated that the number of universities implementing the scheme and the grants paid to them have been increasing from year to year which indicates that the scheme has been successful to a great extent

The representative of the University Grants Commission stated during evidence that the Commission did not collect such information as to the number of persons attending these lectures.

While recognising the utility of the extension lectures as furnishing a sort of bridge between the academic world and the intelligentsia, the Committee feel that this may be a double track scheme so that public men of eminence may also be invited to speak to the students and teachers of a university or even of a college. They suggest that for assessing the popularity and usefulness of this scheme some details (including the gist of the subject discussed, the duration, the number attending etc.) may be regularly maintained. The Committee further suggest that an evaluation of the popularity of the extension lectures among the public and benefits accruing therefrom may be undertaken by the University Grants Commission and the scheme modified or intensified in the light of such an evaluation.

E. Printing Presses

189. The Committee are given to understand that grants are provided to universities for establishing or improving their printing presses within a ceiling of Rs. 1,81,000 (Rs. 1,21,000 for machinery and Rs. 60,000 for non-recurring expenditure for building). It is stated that each proposal for a printing press is examined by the University Grants Commission on its merit. In some cases even higher assistance is also provided to the university where the cost has gone up on account of the heavier cost of machinery than was estimated. The share of University Grants Commission in such cases is $\frac{2}{3}$ and $\frac{1}{3}$ has to be provided by the University/State Government.

The Committee are informed that during the Second Plan period, Grants for this purpose were sanctioned to 17 universities. Against the total approved cost of Rs. 35:23 lakhs, the Commission's share of expenditure was limited to Rs. 21:54 lakhs. During the current plan period, the Commission sanctioned the establishment or improvement of printing presses in 23 universities at an estimated cost

of Rs. 45·26 lakhs, against which the Commission's share of expenditure amounts to Rs. 31·28 lakhs. A grant of Rs. 6·41 lakhs was paid to the universities during 1964-65 for this purpose.

Views of the Expert Committee .

190. It is stated that the Commission appointed an expert committee to examine the requirements of universities for press machinery and equipment under present conditions. That Committee has expressed the opinion that the Commission's assistance for machinery and equipment may have to be increased in the context of rising prices and new developments in printing techniques. That Committee is also of the view that productivity of the university presses is generally low and can be improved even within the framework of the existing facilities. In view of the fact that modern machinery and equipment of printing presses are expensive and involve a considerable expenditure on foreign exchange, it will be desirable to ensure the maximum possible utilisation of the existing resources of university presses. If possible, these presses may run in two shifts. It is understood that the Commission has accepted the recommendations of the expert committee in principle, and has decided that these may be considered while preparing the Fourth Plan development proposals of the universities.

The Committee welcome the scheme of assisting universities for establishment or improvement of their printing presses. They hope that every university will have a printing press of its own in due course. The Committee suggest that these printing presses should be run on commercial lines and that every endeavour should be made to bring out low priced publications which may be useful to the students and to the public.

CHAPTER IX

CONCLUSION

191. Education is a complex subject; with the complexity of society, education is also becoming more and more complex and difficult. The ancient Greek ideals of Athenæum or peripatetic classes of Socrates, Plato or Aristotle or the ancient Indian ideals of Tapovans or Ashrams of Yajñabalkya, Maitrayee, Vedavyas, Parashara, Kapil, etc. cannot satisfy the needs of present day education. Education in the early ages was mostly connected with religion or religious institutions. This continued even upto the middle ages. In India, we see that the famous Universities like Vikramsila, Takshila, Nalanda, etc., or the scholastic institutions attached to the churches of middle ages were the expression of religion-oriented education. The beginning of the theory of modern education may be traced to Rousseau whose educational ideas were mainly put in the *Emile*. His theories both in the *Social Contract* and the *Emile* gave rise to social revolutions leading to the emergence of the modern age. After him, we can mention three important names in the history of Western Education—Pestalozzi, Froebel and Spencer. It may be said that the first secular outlook of education was taken by Herbert Spencer who was an agnostic, if not an atheist. Education is no longer just a decoration for the mind; as dress or uniform is a decoration for the body. Education must be purposeful. Spencer in his 'Essays on Education' admitted two phases of education—one of guidance and the other of purpose. These two aspects of education are more significant for a welfare State like India.

After Herbert Spencer education has travelled a long way. Education has got very much a pragmatic value now, as it has to supply the inspiration to the new generation for the achievement of the socio-economic objectives. The word 'education' derivatively would mean 'to bring about what is latent in the man'. The corresponding words in Sanskrit are 'Vidya' and 'Jnan' both signifying the urge to know. It might have originally meant in both European and Indian contents, to bring out the divinity from within the man or to introspect the divinity inside the man. But the Committee think that in the present social order, the contents of the word 'education' have

changed far from its original derivative meaning either in Latin or in Sanskrit. As stated by Spencer, education is to provide guidance and is to serve a purpose. Without guidance, purpose cannot be served. What is the purpose to be served? In a democratic welfare State like India, the purpose of education should be to train up the next generation as good citizens, conscious not only of their rights but also of their obligations and responsibilities to the society.

That is why it is necessary that education should not be limited only to the class-rooms. The Committee feel that it should cover the wide range of life of the students as was perhaps embodied in the ancient Indian ideals of *Antevasin* of the Ashrams.

From this point of view, there should be intimate contact between the students and the teachers—for which residential institutions would be preferable. Success of any residential institution would depend on the teacher with the required character. But the Committee realise that in a country like India with limited financial resources, that is not possible in the near future. As the next best alternative the University Grants Commission has been trying to introduce tutorial and preceptorial systems and guidance and counselling scheme. The Committee feel that these should be introduced more extensively and effectively so that the teachers may have some contact with the students even outside the class hours.

Education is an integrated and continuous process starting from the pre-primary to the highest stage and from one discipline to the other. Hence there should be coordination in the different phases and stages of education. The Government of India have set up the University Grants Commission for 'promotion and coordination of University education' and for determination and maintenance of standards of teaching in Universities. The Committee feel that with this limited scope, the University Grants Commission cannot really fulfil the purpose which higher education is meant to fulfil today. The Committee would like to stress that education has to be taken as a comprehensive discipline even though it may have to be phased out into different stages, according to the age of the student or according to the age-wise mental development of the student. The edifice of University education can hardly be built up without a proper base. Unless an integrated scheme is drawn up for the development of education as a whole and unless an overall authority is set up to supervise the guidance and purpose of education from the pre-primary to the university stage, the Committee apprehend that the real purpose of the University Grants Commission or of education cannot be fulfilled.

The Committee note that education is no longer the exclusive privilege of the richer few. It is the purpose and aim of the Government that education should spread down to the lower strata of society also and in fact it has reached them. The Government have introduced a number of schemes to help the students of weaker and backward communities to prosecute higher studies and have arranged stipends and scholarships for them.

The Committee are distressed to note that a class distinction in education is developing in so far as there is a qualitative distinction between the standard of education available to the richer section and that available to others. The Committee apprehend that this discrimination in the impressionable age is likely to affect the mental build-up of both the sections—the richer students tending to develop an attitude of superiority and arrogance and the poorer students an attitude of being deprived of their dues and thus manifesting an attitude of defiance and 'fight against'.

.. The Committee feel that the Government should see that such a wide disparity in education available for the richer and poorer sections should be removed. The Committee further feel that in a poor country like India committed to the spread of education for the whole nation, education should not be made costly but should be made accessible to the general run of the people.

The Committee feel that the Government should take this aspect of the matter into consideration in framing their educational programme. The Committee note with regret that education has not received due priority. Those who are to bring up the new generation to man our administration, to run our development schemes and factories, should have been treated with greater consideration. It is common knowledge that the salary of the primary school teacher is lower than that of class IV staff of the Government of India. In spite of the fact that quite a number of the secondary school teachers are high class M.As. or B.As. (with Honours) having the additional qualification of training in teaching, their salary is more or less equal to that of an Upper Division Clerk or of an Assistant in the Secretariat of the Government of India. The Government have recognised the fact that for running the industrial factories, they require trained engineers, craftsmen and workers. But the Committee regret that the Government have not given that recognition to the running of the development schemes. As no factory can be run without properly trained staff beginning from the highest executive down to the man handling the machine, similarly the mechanism of a developing

economy cannot be run without properly trained personnel in every sphere of administration and public life; and the task of those training the necessary personnel has to be taken up by the teachers from the primary upto the University stage. While the Committee on the one hand would urge the Government to treat the teachers at par with other public servants, they would on the other hand urge upon the teachers to take their profession with a missionary zeal and a spirit of service to the nation and to avoid picking up trade union attitude for the redressal of their grievances.

The Committee have noted that there are a number of institutions imparting higher education which are outside the scope of the University Grants Commission, as for example, the Indian Institutes of Technology. The Committee would suggest that the scope of the University Grants Commission should be widened to include all sectors of higher education and should not be limited only to university education. The Committee would also suggest that in view of the magnitude and importance of the problems facing it, the Commission should have at its disposal considerably larger funds. The Committee are not oblivious of the present financial stringency; nevertheless they feel that education should get top priority as without properly trained generation of young men, all our development programmes may become futile.

It should be realised that education also has to give economic return in the form of efficient running of the development programmes, whether in the field or in the office. In this connection, if necessary, the Government may also consider the feasibility of imposing an education cess to finance educational programmes at all levels.

The Committee suggest that the functions of the University Grants Commission should also be extended further and it should be clearly mentioned that in addition to promotion and coordination, the University Grants Commission should take up in right earnest the question of guidance. The Committee feel that this is particularly important in view of the present tendency among the students of a growing spirit of defiance.

The Committee have also dealt with the unsatisfactory state of affairs of the affiliated colleges of the State Universities. About 85% of the students come from the affiliated colleges. The University Grants Commission should have extended its help and cooperation to the non-government affiliated colleges where the standard of education and discipline is generally low. Unless the standard for the majority of students is maintained at the under-graduate stage, the Committee feel that it would be a futile attempt to promote

standard at the post-graduate stage. The present distinction of giving maintenance grants to the Central Universities only and not to the State Universities has not appeared to the Committee to be wise and purposeful.

The Committee also note with concern the unplanned growth of new universities in the recent past. Some of the universities have been established without the consultation or even the knowledge of the University Grants Commission. The Committee feel that the Central Government should have taken up the matter with the State Governments concerned. The States should generally abide by the advice of the University Grants Commission in the matter of establishment of new universities. They feel that it should have been impressed on the State Governments that instead of having an illequipped university, the purpose of higher education would have been better served by having a well-equipped college or a University centre, teaching even upto the post-graduate classes. The Committee have also suggested that new university centres teaching upto the post-graduate classes may be opened in certain big universities especially where the congestion of students renders the atmosphere in the university unhealthy and unacademic.

The Committee also note with regret that in many, if not most of the Universities, the prescribed curricula are not covered by class lectures or by tutorials. The Committee note with concern that in some universities only as low as 500 to 600 classes are held which would come to about 110/120 working days in a year. The Committee hope that the University Grants Commission/Government will take steps to remedy this state of affairs to ensure that classes are held for larger number of days so that the curricula may be covered either by usual class lectures or by tutorials.

The Committee think that the University Grants Commission have taken up a number of extra-curricular schemes having more or less the same objectives, but none has been pursued with the desired seriousness. While the Guidance and Counselling Scheme and the Schemes relating to University Campus, the Gandhi Bhavan, the Hobby Workshops, the Planning Forums etc., are quite commendable in themselves, the Committee feel that there is scope for coordination and limiting the number of schemes so as to ensure their proper implementation. The Committee would like to stress the importance of providing facilities for recreation games, outings, etc. particularly to the students of affiliated non-Government colleges.

The Committee think that the University Grants Commission within its limited resources and limited authority, has been trying to perform a very difficult task. It has been able to a certain extent

to coordinate the efforts of the different States and the Universities and also to help maintain some standard of education. But the Committee feel that with 'Education' being a State subject under the Constitution, the University Grants Commission cannot be expected to perform any miracle in the field of higher education. In a federal state, an organisation like the University Grants Commission can function efficiently only with the willing cooperation of the different States in the interest of the whole nation and of the States themselves. The Committee hope that it will be possible for the Government to volve some code so that the advice of the University Grants Commission is accepted by the State Governments as a matter of convention in the sphere of higher education. The Committee would also like the Central Government to take some interest in the improvement in the standard of secondary and primary education. Otherwise, university education programme in India may end as an attempt to build up a peak without building the fundation.

ARUN CHANDRA GUHA,

Chairman,
Estimates Committee.

New Delhi,

15th April, 1966.

25th Chaitra, 1888 (Saka).

APPENDIX I

(Vide Para 4)

Statement showing the composition of the University Grants Commission and also showing the details of qualifications, age etc. of the Members of the Commission

		Age years	months	Qualifications
1.	Dr. D. S. Kothari Chairman	59	9	M.Sc. Ph. D. FN
2.	Shri S. R. Das, Vice-Chancellor, Visva-Bharati Member	71	7	Bar-at-Law
3.	Shri D. C. Pavate, Vice-Chancellor, Karnatak University . . . Do.]	66	9	M.A. (Cantab)
4.	Dr. D. S. Reddy, Vice-Chancellor, Osmania University . . . Do.	69	0	M.A. (Hon.) Oxford.
5.	Shri P. N. Kirpal, Secretary (Education) Ministry of Education, New Delhi Do.	57	0	M.A., LL.B.
6.	Shri T. P. Singh, Secretary, Ministry of Finance, New Delhi Do.	53	0	I.C.S.
7.	Pandit H. N. Kunzru, Member Parliament Do.	79	0	B.Sc., L.L.D. D. Lit.
8.	Professor A.R. Wadi Do.	77	11	B.A. (Bombay) Barat-Law.
9.	Shri B. Shiva Rao, 85 Lodhi Estate, New Delhi . . . Do.	75	2	M.A.

APPENDIX II

(Vide para 8)

Copy of the Opinion of the Attorney General on the question whether the University Grants Commission under sections 12(b) & (c) of the University Grants Commission Act, 1956 is competent to give maintenance grants to institutions which are deemed to be Universities, etc.

OPINION

The Question is whether 'maintenance' grants can be given by the University Grants Commission to a University other than a University established or incorporated by or under a Central Act. The relevant section of the University Grants Commission Act, 1956, is section 12, the material portion of which is as follows:—

"12. It shall be the general duty of the Commission to take, in consultation with the Universities or other bodies concerned, all such steps as it may think fit for the promotion and coordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities, and for the purpose of performing its functions under this Act, the Commission may—

* * * * *

- (b) allocate and disburse, out of the Fund of the Commission, grants to Universities established or incorporated by or under a Central Act for the maintenance and development of such Universities or for any other general or specified purpose;
- (c) allocate and disburse, out of the Fund of the Commission, such grants to other Universities as it may deem necessary for the development of such Universities or for any other general or specified purpose;

Provided that in making any grant to any such University, the Commission shall give due consideration to the development of the University concerned, its financial needs, the standard attained by it and the national purposes which it may serve."

2. Sub-section (b) says what grants may be made to a limited class of Universities, that is to say, Universities established under a Central Act, Sub-Section (c) deals with grants which may be made to other Universities. The wording of the two sub-sections is otherwise the same. While sub-section (b) allows the commission to make a grant for maintenance and development, sub-section (c) speaks only of a grant for development. It is to be presumed that this difference was deliberately made by the Legislature and that the Legislature intended that the Commission should be empowered to make a grant for 'maintenance' only to the Universities mentioned in sub-section (b) and not to those in sub-section (c) and full weight must be given to the difference that has been made.

3. The class of grants comprised in the word grant, for maintenance in sub-section (b) must, I imagine, be a very limited one. Under its functions as defined in the main part of section 12, the duty of the Commission is to take all such steps as it may think fit for 'the promotion and coordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities.' It is for the performance of those functions that the Commission can make grants whether under (b) or (c). Under both sub-sections a grant can be made for development which would include the promotion and coordination and the determination and maintenance of standards. No doubt, the word 'maintenance' in sub-section (b) has not the same meaning as the words 'maintenance of standards', but if a grant is made to any University for development which would include determination of standards of teaching and improving them, it is difficult to say that a further grant in order to keep up the standard and not to allow it to fall cannot be made as a grant for development although in a sense it may be for maintenance. The words occurring in both the sub-sections 'for any other general or specified purpose' cannot obliterate the difference arising from the fact of the omission of the word 'maintenance' in sub-section (c). Some meaning must be given to the difference. A maintenance grant falling within sub-section (b) but not within (c) must be one which cannot reasonably be included in development. It must therefore as I have said before a very limited and narrow sub-section. I take it that the Auditor General and the Accounts Committee had a clear conception of what a maintenance grant is which falls under (b) but cannot be included in the general words 'development of the Universities or for any other general or specified purpose'. In my opinion that kind or grant can only be made to the Universities mentioned in sub-section (b).

4. It has been sought to justify such a grant under sub-section (c) by reason of the fact that under section 3, the Central Government

can, by notification declare any institution for higher education other than a University to be deemed to be a University for the purposes of the Act and on such a declaration being made all the provisions of the Act shall apply to such institution as if it were a University within the meaning of section 2(f). It is argued that since all the provisions of the Act are to apply, sub-section (c) of section 12 would also apply. I am unable to agree with this argument. If it is correct, then the omission of the word 'maintenance' from sub-section (c) has no meaning. It is not to be supposed that the Legislature has made a distinction without any meaning. No doubt, under section 3 certain institutions can be deemed to be Universities and all the provision in terms is restricted to a certain kind of University; then, in my opinion, the deeming provision cannot be invoked to do away with that limitation. Section 12(c) is, as it were, an exception to the rule under Section 3 that the whole act shall apply to all institutions which are deemed to be Universities. It is to be noted that under sub-section (f) of section 2, Universities are divided into two classes. The first is a University established or incorporated under Act—Central, Provincial or State, and the second, any institution which is recognised by the Commission in consultation with the University. Presumably such institution is one connected in some manner with a University or under its control, whereas institutions which are deemed to be Universities under section 3 are not so connected. But even if an institution is recognised as a University under section 2(f) and is, therefore, a University and not deemed to be a University, sub-section (b) of section 12 could only apply to a University incorporated under a Central Act. I should add that though under Section 3 an institution is to be deemed to be a University it does not say that such an institution shall be deemed to be a University established under a Central, Provincial or State Act. However, in sub-section (c) of section 12, the words 'other Universities' would include Universities under a Provincial Act or a State Act and an institution recognised under Section 2(f) and an institution deemed to be a University under section 3.

In my opinion, therefore, 'maintenance grants' can be made only the classes of Universities specifically mentioned in sub-section (b).

Sd/-

C. K. DAPHTARY

APPENDIX III

(Vide Para 7)

‡ List of Vice-Chancellors of Indian Universities

Sl. No.	Name and address of the University	Name of the Vice-Chancellor
1	2	3
1	Agra University, Agra	Dr. Shri Ranjan.
2	Aligarh Muslim University, Aligarh	Nawab Ali Yavar Jung.
3	Allahabad University, Allahabad	Shri R. K. Nehru.
4	Andhra University, Waltair	Dr. A. D. Narayan.
5	Andhra Pradesh Agricultural University, Rajendra Nagar, Hyderabad.	Shri O. Pulla Reddi.
6	Annamalai University, Annamalainagar, P.O.	Dr. C. P. Ramaswami Aiyar
7	Banaras Hindu University, Varanasi	Shri N. H. Bhagwati.
8	Bangalore University, Bangalore	Dr. B. D. Baroia.
9	Bhagalpur University, Bhagalpur	Dr. Bhirgunath Naryan Singh.
10	Bihar University, Muzaffarpur (Bihar)	Dr. P. L. Shrivastava.
11	Bombay University, Bombay	Dr. R. V. Sathe.
12	Burdwan University, Burdwan (W.B.)	Dr. D. M. Sen.
13	Calcutta University, Calcutta	Dr. B. Malik.
14	Delhi University, Delhi	Dr. C. D. Deshmukh.
15	Gauhati University, Gauhati	Dr. M. N. Goswami.
16	Gorakhpur University, Gorakhpur	Prof. Madan Mohan.
17	Gujarat University, Ahmedabad	Shri Lalbhai Ratanji Desai.
18	Indira Kala Sangeet Vishwavidyalaya, Khairagarh (M.P.)	Shri P. N. Ch n ore.
19	Indore University, Indore	Shri H. S. Kamath.
20	Jabalpur University, Jabalpur	Dr. Dharendra Verma.
21	Jadavpur University, Calcutta-32	Dr. T. Sen.
22	Jammu & Kashmir University, Srinagar	Prof. T. M. Advani.
23	Jawahar Lal Nehru Krishi Vishwavidyalaya, Jabalpur.	Dr. J. S. Patel.
24	Jiwaji University, Gwalior	Shri S. S. Bhandarkar.
25	Jodhpur University, Jodhpur	Dr. Ram Behari.

1	2	3
26	Kalyani University, P.O. Kalyani (W.B.)	Dr. S. N. Das Gupta.
27	Kameshwar Singh Darbhanga Sanskrit University, Darbhanga.	Mahamahopadhyaya Sh. Shridhar Vasudev.
28	Karnatak University, Dharwar . . .	Sh. D. C. Pavate.¶
29	Kerala University, Trivandrum' . . .	Sh. Samuel Mathai.¶
30	Kurukshetra University, Kurukshetra . . .	Dr. Bool Chand.
31	Lucknow University, Lucknow . . .	Dr. A. V. Rao.
32	Madras University, Madras . . .	Dr. A. L. Mudaliar.
33	Magach University, Bodh Gaya (Bihar) . . .	Shri Zawar Hussain.
34	Maharaja Sayajirao University of Baroda, Baroda.	Dr. C. S. Patel.
35	Marathwada University, Aurangabad . . .	Dr. N. R. Tawde.
36	Mysore University, Mysore . . .	Dr. K. L. Shrimati.
37	Nagpur University, Nagpur . . .	Shri P. P. Deo.
38	North Bengal University, P. O. North Bengal University, Raja Rammohanpur. (Darjeeling)	Shri B. N. Das Gupta.
39	Orissa University of Agriculture and Technology, Bhubaneshwar.	Shri K. Ramiah.
	Osmania University, Hyderabad . . .	Dr. D. S. Reddi.
41	Panjab University, Chandigarh . . .	Shri Suraj Bhan.
42	Panjab Agricultural University, Ludhiana	Shri P. W. Thapar.
43	Punjabi University, Patiala . . .	Shri Kirpal Singh Narang
44	Patna University, Patna . . .	Dr. K. K. Datta.
45	Poona University, Poona . . .	Dr. N. V. Gadgil.
46	Rabindra Bharti, Calcutta . . .	Sh. H. Banerjee.¶
47	Rajasthan University, Jaipur . . .	Dr. Mohan
48	Ranchi University, Ranchi . . .	Sh. Hari Krishinalal.
49	Ravi Shankar University, Raipur . . .	Dr. Babu Ram Saxena.
50	Roorkee University, Roorkee . . .	Shri G. Pande.
51	Sardar Vallabhbhai Vidyapeeth, Vallabh Vidyanagar, Via Anand.	Shri I. J. Patel.
52	Saugar University, Sagar . . .	Prof. M. P. Sharma.
53	Shivaji University, Kolhapur . . .	Dr. A. G. Pawar.
54	Shrimati Nathibai Damodar Thackersey Women's University, Bombay.	Dr. Prem Lila V. Thackersey.¶
55	Sri Venkateswara University, Tirupati . . .	Dr. V. C. Vamana Rao.
56	Udaipur University, Udaipur . . .	Dr. G. S. Mahajani.
57	University of Agricultural Sciences, Hebbal, Bangalore.	Dr. K. C. Nai

1	2	3
58	Utkal University, Vani Vihar, Bhubaneswar.	Dr. Pran Krushana Parija
59	U. P. Agricultural University, Pant Nagar, P. O. Phoolbagh, Distt. Nainital.	Shri B. B. Singh.
60	Varanaseya Sanskrit Vishvavidyalaya, Varanasi.	Shri S. N. M. Tripathi
61	Vikram University, Ujjain	Shri Nand Dulare Bajpoyi.
62	Visva-Bharati Shantiniketan	Shri S. R. Das.

Institutions deemed to be Universities

Sl. No.	Name and address of the University	Director/Vice-Chancellor.
1	Birla Institute of Technology & Sciences, Pilani.	Dr. V. Lakshmi Narayanan (Director)
2	Gujarat Vidyapith, Ahmedabad	Shri Thakorbhai Desai (Vice-Chancellor)
3	Gurukul Kangri Vishvavidyalaya, Hardwar	Shri Satyavrata Sidhantankar (Vice-Chancellor)
4	Indian Agricultural Research Institute, Hill Side Road, New Delhi.	Dr. A. B. Joshi (Director)
5	Indian Institute of Science, Bangalore	Dr. S. Dhawan (Director)
6	Indian School of International Studies, New Delhi.	Dr. M. S. Rajan (Director)
7	Jamia Millia Islamia, New Delhi	Dr. M. Mujoob. (Vice-Chancellor)
8	Kashi Vidyapeeth, Varanasi	Acharya Birbal Singh (Vice-Chancellor)
9	Tata Institute of Social Sciences, Bombay	Dr. M. S. Gore (Director)

APPENDIX IV

(Vide Para 47)

Statement indicating the Third Plan allocations and actual expenditure during each of the years of the Plan for development projects sponsored by the University Grants Commission

S.No.	Name of the Scheme	Initial allotment 1961-66	Expenditure					Total 1961-65	Budget Estimates 1965-66
			1961-62	1962-63	1963-64	1964-65	(Rupees in Crores)		
1	2	3	4	5	6	7	8	9	
I. Development of Post-graduate Deptts. in Science and Humanities existing and new, creation of special chairs and University Workshops including new Universities.									
	Library Books	1.50	0.26	0.21	0.35	0.47	1.29	0.98	
	Equipment (Scientific)	4.00	0.36	0.55	0.59	0.75	2.25	0.51	
	Building	4.00	0.79	1.12	0.91	0.94	3.76	0.58	
	Staff	2.00	0.57	0.36	0.53	0.62	2.08	0.27	

I	2	3	4	5	6	7	8	9
2.	Centres of Advanced Study	1.50	..	..	0.11	0.33	0.44	0.66
3.	Library buildings (including preservation of Manuscripts)	1.70	0.24	0.24	0.23	0.28	0.99	0.10
4.	Staff quarters	1.20	0.44	0.28	0.25	0.25	1.22	0.30
5.	Hostels	2.40	0.36	0.63	0.37	0.51	1.87	0.60
6.	Medical College at Aligarh & Banaras	0.90	0.10	0.09	0.27	0.61	1.07	0.56
7.	<i>Central Universities</i>							
	Campus Development	0.70	0.05	0.07	0.13	0.07	0.32	0.10
8.	Centenary Grants to Universities of Bombay, Calcutta & Madras	1.51	0.31	0.05	0.22	0.05	0.63	0.12
9.	Revision of scales of pay—University teachers and college teachers	2.50	0.77	0.84	0.53	0.33	2.47	0.49
10.	Three-year Degree Course	4.09	1.17	1.12	1.44	0.77	4.50	0.80
11.	Information Units	0.10	0.01	0.02	0.02	0.02	0.07	0.03
12.	Health Centres	0.20	0.04	0.03	0.02	0.02	0.11	0.03
13.	Guest Houses	0.08	0.00	0.03	0.03	0.04	0.10	0.05
			(25,000)					

14. Non-Resident Students' Centres & Students' Home	0.20	0.04	0.02	0.02	0.04	0.14	0.11
15. Hobby Workshops	0.10	0.02	0.00 (30,000)	0.02	0.01	0.01	0.01
16. Award of Senior and Junior Fellowships	0.52	0.03	0.16	0.16	0.26	0.61	0.34
17. Miscellaneous Schemes (assistance to Retired Teachers, Travel Grants in India and Abroad, Publication of Research Work, Film Clubs, Shooting Ranges, Printing Presses, Gandhi Bhawans, etc.)	0.50	0.18	0.17	0.18	0.38	0.91	0.60
18. Summer School-Seminars	0.20	0.00 (30,000)	0.03	0.10	0.24	0.37	0.46
19. Students' Aid Fund	0.50	0.11	0.09	0.13	0.15	0.48	0.14
20. <i>Affiliated Colleges</i>							
Hostels, Libraries and Laboratories, Non-Resident Students' Centre, Hobby Workshops, Staff Quarters, Special assistance to colleges including Tutorial Schemes and General Education	4.50	0.70	0.54	0.55	0.95	2.74	0.80
21. Centenary Grants to Colleges	0.30	0.00 (50,000)	0.01	0.02	0.02	0.06	0.02
22. Development of Post-graduate studies in Colleges and workshops	2.00	0.06	0.09	0.25	0.29	0.69	0.35
23. Colleges affiliated to Delhi University	0.55	0.05	0.10	0.06	0.09	0.29	0.10
TOTAL	37.66	6.66	6.85	7.47	8.48	29.46	9.92

APPENDIX V

(Vide Para 55 & 58)

Statement showing the allocations made to various Universities and 'Institutions deemed to be Universities' during the Third Plan period on the basis of the recommendations made by Visiting Committees

Statement in respect of schemes relating to :

- (a) Development Schemes of University Departments in Sciences, Humanities and Social Sciences and Postgraduate Centres for Basic Medical Sciences (Calcutta and Punjab Universities only).
- (b) General Schemes *viz.*, Hostels (excluding Engineering hostels) Staff Quarters, Guest Houses, Non-Resident Student Centres, Hobby Workshops, Health Centres and Printing Presses.

AS ON 31 JULY, 1965

Sl. No.	Name of the University	Science	Huma- nities	General	Total Alloca- tion	Grant paid upto 31-7-1965 in Third Plan	% of Col. 7 to 6
1	2	3	4	5	6	7	8
Rupees in Lakhs							
1.	Agra	1.00	8.39	5.00	14.39	5,50,420	38.30
2.	Aligarh	41.96	36.13	39.48	117.57	63,29,575	53.84
3.	Allahabad	25.96	24.79	19.29	70.04	32,93,221	47.02
4.	Andhra	33.45	14.83	15.76	64.04	30,49,854	47.62
5.	Annamalai	22.32	18.03	24.73	65.08	20,09,832	44.71
6.	Banaras	55.47	45.18	15.61	116.26	74,92,484	64.45
7.	Bhagalpur	16.74	5.39	13.31	35.44	4,36,105	12.31
8.	Bihar	20.11	4.22	15.03	39.36	8,26,572	21.00
9.	Bombay	14.38	18.61	16.54	49.53	7,54,892	15.24
10.	Burdwan	22.79	16.94	10.30	50.03	32,71,018	65.38
11.	Calcutta	64.14	20.44	31.58	116.16	42,96,608	36.99
12.	Delhi	67.29	51.33	24.36	142.98	67,55,495	47.25

1	2	3	4	5	6	7	8
13. Gauhati	32·10	6·14	26·97	65·21	27,74,011	42·54	
14. Gorakhpur	20·65	22·42	6·63	49·70	18,32,038	36·86	
15. Gujarat	25·24	17·86	11·26	54·36	31,32,630	57·63	
16. Jabalpur	29·13	26·93	8·57	64·63	23,56,419	36·46	
17. Jdavpur	20·17	12·85	13·20	46·22	25,01,391	54·12	
18. Jiwaji	1·40	00·50	..	1·90	50,000	26·32	
19. Jammu & Kashmir	22·46	9·76	11·76	43·98	20,88,776	47·38	
20. Jodhpur	15·90	6·47	9·84	32·21	9,38,812	29·15	
21. Kalyani	25·29	5·45	12·45	43·19	15,40,500	35·67	
22. Kerala	37·37	23·80	11·06	72·23	26,14,741	36·20	
23. Karnatak	40·05	12·30	22·62	74·97	49,40,372	65·90	
24. Kurukshetra	12·20	14·15	18·09	44·44	21,32,300	47·98	
25. Lucknow	28·02	14·08	9·72	51·82	23,61,516	45·57	
26. Madras	45·38	14·65	8·33	68·36	30,35,628	44·41	
27. Magadh	13·89	10·72	12·53	37·14	2,26,000	6·08	
28. Baroda	26·38	19·60	31·58	77·56	45,31,639	58·43	
29. Marathwada	32·69	13·04	0·51	46·24	21,53,476	46·57	
30. Mysore	42·16	22·30	17·07	81·53	61,75,065	75·74	
31. Nagpur	26·95	19·19	7·76	53·90	15,55,037	18·53	
32. North Bengal	2·75	0·25	18·50	21·50	12,06,649	56·12	
33. Osmania	42·22	11·59	19·21	73·02	32,40,452	44·38	
34. Punjab	71·66	49·51	34·17	155·34	121,71,991	78·36	
35. Punjabi	9·05	14·27	5·96	29·23	9,26,078	31·63	
36. Patna	22·14	23·28	25·25	70·67	27,56,435	39·00	
37. Poona	19·83	19·92	8·37	48·12	34,41,965	71·53	
38. Rabindra Bharati	..	0·11	..	0·11	11,000	100·00	
39. Ravi Shankar	..	2·83	1·33	4·16	..	0·00	
40. Rajasthan	37·29	17·47	20·37	75·13	46,97,800	62·53	
41. Ranchi	21·54	11·59	15·20	48·33	7,77,000	16·08	
42. Roorkee	17·13	1·70	7·49	26·32	17,51,371	66·54	
43. S.V.V.Peeth	19·59	7·50	21·53	48·62	38,88,723	79·98	
44. Saugar	29·95	15·75	17·81	63·51	41,54,766	65·42	
45. S.N.D.T. Women's	9·40	14·10	5·80	29·30	20,11,848	68·66	
46. Shivaji	15·52	5·00	5·65	26·17	7,63,988	29·19	

I	2	3	4	5	6	7	8
47. Sri Venkateswara . . .	27·93	19·46	20·18	67·57	29,94,978	44·32	
48. Udaipur . . .	3·50	..	..	3·50	143,000	40·86	
49. Utkal . . .	17·13	8·41	24·95	50·49	27,76,030	54·98	
50. Sanskrit Varanasi . . .	..	7·37	3·21	10·58	6,50,000	61·44	
51. Vikram . . .	28·15	14·75	11·79	54·69	21,52,591	39·36	
52. Visva-Bharati . . .	26·02	19·91	46·96	92·89	31,20,558	33·59	
<i>Institutions deemed to be Universities</i>							
53. Gurukul Kangri . . .	5·35	5·70	4·58	15·63	4,06,200	25·99	
54. Gujarat Vidya-peeth . . .	..	12·66	..	12·66	2,25,000	17·77	
55. Indian School of International Studies . . .	..	7·33	1·53	8·86	4,34,628	49·06	
56. Indian Institute of Science . . .	25·84	12·02	..	37·86	23,54,540	62·19	
57. Jamia Millia Islamia . . .	0·25	4·50	5·50	10·25	1,14,000	11·12	
58. Kashi Vidya-peeth . . .	..	6·54	..	6·54	1,78,000	27·22	
		1335·28	850·01	796·28	2981·57	14,42,50,991	

APPENDIX VI

(Vide Para 6o)

Statement indicating some of the instances where on account of the non-availability of matching assistance, the projects could not be completed or had to be postponed.

Name of the University/College	Name of the scheme for which matching funds were not made available	Fate of the Scheme
I	2	3
ANNAMALAI	Revision of salary scales of tea-chers	The scheme has not been implemented.
ANDHRA		
V. R. S. & Y. R. N. College Chirala	Non-resident student centre	Project could not be taken up.
The Narsapur College, Narsapur	Hostel for men's students	Project could not be taken up and the U.G.C. grant returned.
CALCUTTA		
1. Ghatel Rabindra Satabarshiki Mahavidyala, Ghatal	} Revision of salary scales of tea-chers.	
2. College of Commerce, Midnapur.		
3. Panskura Banamali College, Panskura		
4. Jiaganj College of Commerce, Jiaganj		
5. P. N. Das College, Santinagar		
6. Bhattar College, Dantan.		

7. Raja Krishnanath College of Commerce, Berhampore.	Revision of salary scales of teachers	The scheme could not be implemented.
8. Belda College, Belda.		
9. Harimohan Ghosh College, Calcutta		
10. Vidyannagar College, Charsyambdas (24 parganas)		
1. Fakir Chand College, Diamond Harbour	Introduction of 3 year degree course.	The appointments could not be made.
2. Rastraguru Surendranath College, Barrackpore		
3. Ramsaday College, Amta.		
4. Vijayagarh Jyotish Ray College, Jadavpur		
GORAKHPUR	Appointment of staff for the development of higher scientific education & research and development of Humanities.	The appointments could not be made.
NAGPUR	Non-resident students centre.	The implementation of scheme has been postponed.
S.N.D.T.		
S.I.U. College of Women, Ahmedabad	Revision of salary scales of teachers.	The revised scales could not be introduced.
RAJASTHAN	Development of linguistic studies.	The scheme has been dropped.

APPENDIX VII

(Vide Para No. 69)

Statement showing the average annual cost per pupil in Indian Universities

Cost per student—University-wise : 1960

University	Cost per pupil
	Rs.
Agra	520·44
Aligarh	1323·61
Allahabad	600·85
Andhra	681·02
Annamalai	1114·87
Banaras	2034·55
Baroda	922·70
Bhagalpur	329·48
Bihar	367·93
Bombay	554·27
Burdwan	340·04
Calcutta	443·81
Delhi	1123·99
Gauhati	478·86
Gorakhpur	442·03
Gujarat	521·92
Indira Kala Sangit Vishwa Vidyalaya	n.a.
Jabalpur	609·72
Jadavpur	1394·09
Jammu & Kashmir	377·36
Karnatak	767·36
Kerala	532·11
Kurukshetra	2346·61
Lucknow	539·33
Madras	818·30
Marathwara	801·40
Mysore	609·83

University	Cost per pupil
Nagpur	710·14
Osmania	726·56
Panjab	656·58
Patna	1131·64
Poona	666·87
Rajasthan	707·60
Ranchi	610·06
Roorkee	3482·37
S.V. Vidyapeeth	765·52
Saugar	660·24
S.N.D.T. Women's College	535·42
Sri Venkateswara	926·84
U.P. Agricultural Univ.	1440·50
Utkal	664·53
Varanaseya Sanskrit Visvavidyalaya	n.a.
Vikram	877·67
Visva-Bharati	5106·56

Source —Ministry of Education.

NOTE :—The figures relate to both University Deptts. and Affiliated Colleges.

APPENDIX VIII

(Vide Para 69)

Statement showing State-wise average annual cost per pupil in Indian Universities

Cost per student—Statewise.

1960-61

State	Cost/per Pupil
Andhra	735·39
Assam	478·86
Bihar	529·55
Gujarat	617·62
Jammu & Kashmir	377·36
Kerala	532·11
Madhya Pradesh	738·48
Madras	835·16
Maharashtra	787·01
Mysore	446·86
Orissa	664·63
Panjab	659·12
Rajasthan	707·60
Uttar Pradesh	755·46
West Bengal	469·79
Delhi	1123·99

APPENDIX IX

(Vide Para 73)

Note detailing the subjects and the major fields to be intensively developed in various centers of Advanced Study alongwith the dates of issue of the sanction letters by the University Grants Commission.

I. SCIENCE

			Date of Sanction letter
<i>Physics</i>			
1. Theoretical Astrophysics	Physics and	Department of Physics and Astro- physics, Delhi University, Delhi.	31-8-63
2. Radiophysics and Electronics	and Elec-	Institute of Radiophysics and Electronics, Calcutta Univer- sity, Calcutta.	31-8-63
3. Crystallography and Bio- physics	Bio-	Department of Physics, Madras University, Madras.	31-8-63
<i>Chemistry</i>			
4. Chemistry of Textile Fibres and Dyes	Textile Fibres	Department of Chemical Tech- nology, Bombay University, Bombay.	21-9-63
5. Chemistry of Natural Pro- ducts.	Natural Pro- ducts.	Department of Chemistry, Delhi University, Delhi.	31-8-63
<i>Botany</i>			
6. Plant Morphology and Em- bryology	Plant Morphology and Em- bryology	Department of Botany, Delhi University, Delhi.	31-8-63
7. Plant Pathology and Myco- logy	Plant Pathology and Myco- logy	Department of Botany, Univer- sity of Madras, Madras.	31-8-6
<i>Zoology</i>			
8. Cell Biology and Endo- crinology	Cell Biology and Endo- crinology	Department of Zoology, Delhi University, Delhi.	31-8-63

		Date of sanction letter.
9. Marine Biology	Department of Marine Biology, Porto Novo, Annamalai Uni- versity, Annamalainagar.	31-8-63

Geology

10. Himalayan Geology and Palaeonotology	Department of Geology, Panjab University, Chandigarh.	16-10-63
11. Structural Geology, Geo- morphology, Petrology and Mineralogy.	Department of Geology and Ap- plied Geology, University of Saugar, Sagar.	31-8-63

Mathematics

12. Pure Mathematics . . .	Department of Mathematics, Bombay University, Bombay (in collaboration with the Tata Institute of Fundamental research, Bombay).	18-3-64
13. Applied Mathematics . . .	Department of Applied Mathe- matics, Calcutta University and Department of Mathe- matic, Jadavpur University Calcutta.	31-8-63
14. Pure Mathematics . . .	Department of Mathematics Panjab University, Chandi- garh.	16-10-63

Astronomy

15. Experimental Astronomy.	Department of Astronomy and Nizamia Observatory, Osma- nia University, Hyderabad.	22-9-64
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II. HUMANITIES AND SOCIAL SCIENCES

Economics

16. Public Finance and Indus- trial Economics.	Department of Economics, Bom- bay University, Bombay.	2-9-63
17. Economics of Develop- ment and Economic History	Department of Economics, Delhi University, Delhi.	3-9-63

		Date of sanction letter
18. Agricultural Economics	Gokhale Institute of Politics and Economics, University of Poona, Poona.	2-9-63
<i>History</i>		
19. Ancient Indian History and Culture	Department of Ancient Indian History and Culture, Calcutta University, Calcutta.	13-12-63
<i>Philosophy</i>		
20. Philosophy (Indian)	Department of Philosophy, Banaras Hindu University, Varanasi.	1-4-64
21. Advaita and allied systems of Philosophy	Department of Philosophy, Madras University, Madras.	10-3-64
22. Metaphysics	Department of Philosophy, Visva-Bharati, Santiniketan.	21-9-63
<i>Sanskrit</i>		
23. Sanskrit Literature	Department of Sanskrit, University of Poona, Poona.	12-3-64
<i>Linguistics</i>		
24. Applied Linguistics	Deccan College Post-graduate and Research Institute, University of Poona, Poona.	2-9-63
25. Dravidian Linguistics	Department of Linguistics, Annamalai University, Annamalainagar.	16-10-63
<i>Education</i>		
26. Educational Research	Department of Education, M.S. University of Baroda, Baroda.	10-12-63

APPENDIX—X

(Vide Para 75)

Statement showing the grants allocated to each Centre of Advanced Study during the Third Plan and grants released upto the 20th July, 1965.

1	Grants sanctioned during the Third Plan	Grants released upto 20-7-65
I	2	Total NR & R 3
SCIENCE CENTRES		
	(Rs. in lakhs)	Rs.
<i>Delhi University :</i>		
1. Theoretical Physics and Astrophysics	9·55	1,88,538
2. Chemistry of Natural Products	12·22	5,96,227
3. Cell Biology and Endocrinology	9·58	2,68,000
4. Plant Morphology & Embryology	10·14	4,55,000
<i>Calcutta University :</i>		
5. Radio-Physics and Electronics	11·77	3,19,994
6. Applied Mathematics	10·02	1,55,449
<i>Annamalai University :</i>		
7. Marine Biology	10·46	5,73,500
<i>Bombay University :</i>		
8. Chemistry of Textile Fibres and Dyes	8·60	3,59,515
9. Pure Mathematics	4·03	1,60,000
<i>Madras University :</i>		
10. Biophysics and Crystallography	9·82	2,60,000
11. Plant Pathology and Mycology	9·06	1,30,471
<i>Punjab University :</i>		
12. Himalayan Geology and Palaeontology	8·97	1,10,000
13. Pure Mathematics	6·09	1,41,500

1	2	3
	(Rs. in lakhs)	Rs.
<i>Saugar University :</i>		
14. Structural Geology, Geomorphology, Petrology and Minerology	10.51	4,40,500
<i>Osmania University :</i>		
15. Astronomy	7.62	45,200
HUMANITIES	145.64	42,03,894
<i>Annamalai University :</i>		
16. Dravidian Linguistics	4.67	1,43,000
<i>Baroda University :</i>		
17. Educational Psychology & Students Coun- selling Centre	7.88	2,18,500
<i>Bombay University :</i>		
18. Public Finance and Industrial Economics	5.05	72,174
<i>Banaras Hindu University :</i>		
19. Philosophy (Indian)	5.94	70,000
<i>Calcutta University :</i>		
20. Ancient Indian History and Culture	5.39	1,46,500
<i>Delhi University :</i>		
21. Economics of Development & Economics History	2.75	58,180
<i>Madras University :</i>		
22. Philosophy (Indian)	3.93	91,400
<i>Poona University :</i>		
23. Agricultural Economics	6.44	3,84,000
24. Sanskrit Literature	5.47	2,19,000
25. Applied Linguistics	9.84	6,41,800
<i>Visva-Bharati University :</i>		
26. Metaphysics (Philosophy)	3.10	1,80,987
HUMANITIES	60.46	22,25,541
SCIENCE	145.64	42,03,894
TOTAL	206.10	64,29,435

APPENDIX XI

(Vide Para 88)

Statement showing observations made by the Universities regarding the general assessment of the impact of Three Year Degree Course.

S. No.	University	Observations
1	Aligarh	Generally the standards have improved. They would have further improved if the three-year degree course was adopted by U.P. also as the University is located in U.P.
2	Andhra	The non-recurring grants provided under the scheme certainly benefited the affiliated colleges in improving the laboratories and general accommodation required for teaching purposes. The students are provided with facilities and as such the standards of undergraduate education will certainly improve. It is too early to estimate the impact of the scheme on the improvement of standards of undergraduate education.
3	Annamalai	The question has not yet been studied scientifically, but a slight improvement is noticeable.
4	Banaras Hindu University .	Standard is improving on account of intensive programme of lectures, seminars, tutorials and practicals.
5	Bhagalpur	The scheme has improved the standard of education.
6	Calcutta	It is felt that the old scheme was working better. The present scheme has not attained the success hoped for. If however, this is to be continued, vital changes are necessary with regard to curriculum, syllabus, time for examinations and improvements of standard of teaching in English and

1	2	3
		co-ordination with the Higher Secondary courses to make it more successful. It is desirable to consider whether the structure may be remodelled within the frame-work of the Three-Year Degree Course.
7	Gauhati	It has not been possible to give a specific assessment on the improvement of the courses of studies after Three-Year Degree Course is introduced. But one thing can be said that it will yield better result on the standard of education.
8	Gujarat	The first batch of graduates will come out in 1965. It is therefore not possible to make any assessment of its impact at this stage. Some important academic reforms have however been introduced to synchronize with the new pattern. These are (i) Tutorial System (ii) Internal Evaluation (iii) General Education. Facilities of funds and personnel are serious handicaps.
9	Jabalpur	Three-Year Degree Course scheme was introduced in the University with effect from 1960-61 and it is premature to judge the full impact of the same. Teaching facilities have no doubt improved in the colleges which have received grants under the scheme.
10	Jadavpur	A comparative assessment is not possible as the University introduced the new scheme of Three-Year Degree Course since its very inception.
11	Jodhpur	With examination at the end of each year, the students find it easier to prepare for the examinations in the limited Courses for study. It is a step towards raising of standards. Three-Year Degree Course should be continued.

1	2	3
12	Karnatak	As a result of the introduction of the Three-Year Degree Course, it has been possible to maintain fairly good academic standards, mainly because there is continuity in the teaching of certain subjects. A more intensive teaching of English is provided at the pre-university course, after which, the student when he enters upon the Three-Year Degree Course will be in a better position to understand the lectures in English. All this was possible in Three-Year Degree Course. As a result of the liberal financial aid given to improve the laboratory facilities and library facilities, the standard of education has considerably improved on account of better facilities by way of buildings, better laboratories and better library facilities etc.
13	Madras	The scheme has led to all round improvement in this university on the standards of undergraduate education.
14	Magadh	The scheme has not improved the standard of education, rather it has lowered down the results.
15	M.S. University of Baroda	On account of study of three-year instead of two, the student gets a deep and thorough knowledge of the subject of his studies.
16	Marathwada	It is general experience of the teachers concerned that the quantum of knowledge imparted during the Three-Year Degree Course is in no way more than under the old Two-Year Degree Course.
17	Mysore	The gap between the standard and quantum of the syllabi of the subjects to be studied at the secondary school level and at the P.U.C. level is so big that students coming from secondary schools require a

1

2

3

considerable amount of time to adjust themselves to the new courses and enable to follow the tuition at the P.U.C. level. The change of place and the change of environment also contribute to this factor. This period will vary between three and six months. Thus before the students are in a position to follow the tuition at the P.U.C. classes, they are faced with the approach of the examinations and consequently their performance which will be decisive factor in their lives will fall far short of what could legitimately have been expected under normal circumstances. A higher percentage of talented youngman is thus wanted by the introduction of P.U.C.

The three-year degree course is designed to meet a higher standard of scientific and other fields while the P.U.C. with its heavily loaded curriculum is meant to meet the requirements of admission to technical and professional courses like Engineering and Medicine. However the general desire of the people to have a university degree to their credit cannot be over-looked, and the introduction of three-year degree course does not meet this demand.

- 18 Nagpur The University has appointed a Committee to evaluate the working of the three-year degree course scheme. The report of the committee is under consideration of the University. (Final views of the university are still awaited).
- 19 North Bengal Students joining the I year find it difficult to follow lectures and text books on account of poor knowledge of English. Most of them are not found fit for university work.
- 20 Osmania Grants released under the scheme have considerably improved the physical

1

2

3

- facilities available in the colleges. The colleges however still need assistance in this regard. The P.U.C. of one year's duration is not enough for the problems of adjustment, which the students face as a result of the medium of instruction, being different in the schools and the university. The opinion of many seems to be that the old 2-year intermediate course was better for this purpose particularly with 1 year of the course not having a university examination and thus students adjust themselves in the two years before the university examination. If such time cannot be given to them at least special efforts have to be made by giving special instructions, tutorials, etc., in English so as to enable the students who have come from non-English medium schools to adjust themselves to English medium before they actually enter the undergraduate classes.
- 21 Panjab Too early to bring about any improvement.
- 22 Poona This has a definite effect on the increase in the number of successful candidates.
- 23 Punjabi As a result of introduction of three-year degree course, congestion in colleges has been relieved and this had a salutary effect on standards.
- 24 Sardar Vallabhbhai Vidyapeeth. The standard of undergraduate education appears to have improved due to the (i) introduction of tutorial system, (ii) reduction of number of students in one class, (iii) improvement of teacher pupil ratio.
- 25 Saugar All round improvement.
- 26 SNT Women's. It is felt that the standard of undergraduate education, consequent on introduction of three-year degree

1	2	3
		course, has very much improved and strengthened.
27	Sri Venkateswara . . .	The courses have been recently introduced and it is too early to assess their impact on the standards of undergraduate education.
28	Visva-Bharati . . .	It is too soon to say anything very definitely. We would rather prefer a 12-year school course leading to a three-year degree course examination to be followed by a one-year M.A. course.

APPENDIX XII

(Vide Para 91)

Statement showing the weightage allowed to tutorials in final assessment by various universities

Sl. No.	University	Period per week allotted to tutorials	Weightage allowed to Tutorials in final assessment
1	2	3	4
1	Andhra . . .	2	No weightage is given.
2	Annamalai . . .	2	Average marks for the year are taken into consideration for purposes of selection and promotion. But no weightage is given in the final examination.
3	Banaras Hindu University	1 in each theory paper	In each optional subject 100 marks are allotted as sessional marks and are added to the marks secured in written papers and practicals. They are taken into account in declaring the division. If 600 marks are allotted for six theory papers during three years, the corresponding sessional marks are 300.
4	Baroda . . .	Three times in a year in the form of examination.	30 % marks are assigned for each paper and counted towards the annual examination result.
5	Bhagalpur . . .	Postgraduate . . . 2 Honours . . . 2 Pass Course . . . 2	(per group) (per group) (per group)
6	Bihar . . .	2 in English and 1 in other subjects.	Attendance at 10 tutorials Degree I examination, and 20 tutorials for Degree II examination is essential.
7	Calcutta . . .	Not fixed	No weightage is given for final examination.

1	2	3	4
8	Gauhati . . .	1	50% of the marks obtained in the tutorial and sessional seminars are reserved for final examination. These are taken into account after standardising with the external practical marks.
9	Gujarat . . .	1 for every paper of 100 marks.	30 % of the marks are served for internal evaluation in each subject of the examination and it is compulsory for a student to pass in the internal as well as the University examination separately.
10	Jabalpur . . .	1	Attendance at 75% of the classes of tutorial instruction in each subject of the course (other than composition in a language) is compulsory for admission to the examination.
11	Jadavpur . . .	..	70% attendance at the tutorial classes with 40% marks on the average is compulsory for admission to B.A., B.Sc., M.A., M.Sc. examinations (tutorials are however not held in all the science subjects). A 100 marks paper is added to the B.A. (Final) and M.A. examinations and is apportioned as under : 40 marks for tutorial work during entire course of study. 40 marks for annual examination. 20 marks for <i>viva-voce</i>
12	Karnatak . . .	6 per year in each subject.	Compulsory for all the courses.
13	Madras . . .	2	Nil.

1	2	3	4
14	Marathwada .	1	20% of the marks of the annual examination are assigned for tutorial and class work.
15	Magadh . .	1	Attendance at 75% of the lectures, tutorials and/or practicals, as the case may be, is necessary for admission to the university examination.
16	North Bengal .	1	Under consideration.
17	Osmania . .	1	This work is taken into consideration in promotion and final examinations.
18	Poona . . . 5 in each paper in a year.		20% of the marks of the term work done are reserved for pre-degree examinations only.
19	Punjabi . .	3	20% of the marks reserved for internal assesement.
20	S.N.D.T. .	2	No weightage is at present given to tutorials in the final examination.
21	Saugar . . . 2 to 3		
22	S.V. Vidyapeeth 1/2 for a paper of less than 75% marks 1 for a paper of 75 to 100 marks.		20% of the total marks for a subject are assigned to tutorial tests, wherein it is essential to pass separately in each of them.
23	Visva-Bharti . 2 in each subject		20% of marks allotted to tutorial work in the final universtiy examination.

In the university of Kerala, the marks secured for sessional work are added to the marks for the university examination.

NOTE :—A Questionnaire to elicit information about tutorials was sent by the Government to 36 universities being assisted under the Three Year Degree Course Scheme. Only 30 universities replied and of these only 20 have made provision for compulsory tutorial instruction.

APPENDIX XIII

(Vide Para 92)

Statement showing the University-wise pass percentages in various courses of study for the years 1961, 1962 and 1963

University	B.A. (Pass)			B.Sc.			B. Com.			M.A.		
	1961	1962	1963	1961	1962	1963	1961	1962	1963	1961	1962	1963
I	2	3	4	5	6	7	8	9	10	11	12	13
1. Agra	45.8	54.5	51.4	67.8	54.6	69.4	37.9	43.4	49.6	88.0	90.7	86.0
2. Aligarh	59.6	73.8	86.9	65.7	75.5	73.9	96.0	95.0	85.3	95.7	92.5	91.1
3. Allahabad	63.1	60.8	72.9	69.5	65.3	57.8	81.8	71.0	81.9	92.8	90.2	93.2
4. Andhra	29.6	29.1	29.6	48.8	32.9	39.6	29.3	48.4	59.9	..	88.0	89.6
5. Annamalai	49.0	44.9	46.9	64.7	55.1	63.5	49.3	50.5	39.8	97.3	92.5	87.0
6. Bsnaras	45.6	55.3	57.9	51.4	61.5	72.0	46.0	52.0	58.9	01.1	91.6	88.5
7. Baroda	84.7	75.2	72.0	76.3	78.1	71.5	72.8	71.0	52.1	80.5	73.3	80.2
8. Bhagalpur	..	32.9	37.9	..	61.2	29.3	..	47.6	50.2	..	77.8	95.0
9. Bihar	38.8	29.6	38.0	41.0	38.6	27.7	35.7	43.4	53.6	84.7	83.3	89.6
10. Bombay	63.4	66.8	67.6	63.7	63.7	62.5	49.2	42.9	63.3	75.4	77.7	69.3
11. Burdwan	45.8	46.4	48.2	55.8	46.5	64.9	63.8	56.8	45.9	..	..	68.9
12. Calcutta	41.0	47.6	49.9	42.0	51.3	55.5	41.2	40.7	44.7	69.4	69.6	63.8
13. Delhi	60.6	52.1	50.8	76.0	74.1	63.7	49.3	65.9	75.8	77.7	74.8	75.8
14. Gauhati	33.2	32.8	38.2	55.9	53.5	51.6	43.9	48.1	45.6	72.9	61.8	62.5
15. Gorakhpur	50.2	47.3	61.2	56.1	70.0	69.3	52.2	60.9	58.2	88.8	91.8	88.9
16. Gujarat	74.0	77.9	78.7	65.1	69.9	73.8	45.0	46.3	50.3	69.6	69.7	77.0
17. Jabalpur	70.1	60.7	60.3	66.4	63.5	57.1	89.0	100.0	68.0	91.5	88.1	89.1

18. Jedavpur	78.3	55.6	69.2	75.0	..	..	..	..	75.3	80.7	88.6
19. Jammu & Kashmir	42.7	56.4	66.3	54.4	48.4	76.0	72.2	65.2	76.0	76.9	79.7
20. Jodhpur	..	..	..	..	45.5	..	..	66.9	..	..	81.3
21. Kalyani	..	..	..	..	..	..	..	..	..	..	100.0
22. Karnatak	62.8	58.0	62.2	68.9	82.0	52.5	60.3	50.4	76.6	83.2	63.4
23. Kerala	36.0	32.0	35.8	35.2	32.2	50.7	57.6	43.5	80.9	93.0	85.0
24. Kurukshetra	..	..	..	..	..	..	..	..	20.0	100.0	72.4
25. Lucknow	65.2	52.5	58.0	53.4	40.4	59.7	53.5	71.7	95.8	94.1	95.4
26. Madras	41.1	47.8	43.3	39.2	31.2	53.4	47.8	52.2	71.8	77.1	74.5
27. Magadh	..	..	..	..	36.3	..	..	40.6	..	..	86.6
28. Marathwada	50.0	49.3	47.8	12.3	45.4	56.8	66.4	56.7	82.9	53.8	55.0
29. Mysore	37.4	42.3	22.3	23.8	26.8	27.7	35.0	34.8	82.8	81.2	73.9
30. Nagpur	62.3	62.6	52.2	56.3	52.4	71.0	69.8	59.1	83.8	85.4	86.8
31. North Bengal	..	..	..	..	57.2	..	..	..	..	..	..
32. Osmania	38.7	46.0	44.8	50.8	39.5	32.7	36.8	34.5	88.7	93.2	89.1
33. Panjab	34.3	32.0	42.4	44.6	41.8	58.6	42.1	41.4	75.1	80.1	75.4
34. Panjabi	..	..	..	..	71.1	..	..	75.0	..	..	91.7
35. Patna	44.4	47.4	52.0	29.0	43.8	63.9	48.0	72.5	81.3	84.9	91.1
36. Poona	57.3	48.0	39.3	45.3	38.4	46.2	33.1	66.4	66.6	66.4	66.9
37. Rajasthan	40.2	43.1	46.8	47.6	54.5	52.3	72.9	59.1	87.0	87.1	82.1
38. Ranchi	39.9	42.1	54.5	41.3	20.8	53.8	69.2	37.6	79.9	88.1	92.9
39. S. V. Vidyapith	90.6	97.5	71.6	69.0	74.5	70.2	74.2	96.6	71.7	79.5	75.0
40. Saugar	64.2	62.3	45.8	58.6	47.3	84.7	89.2	82.4	93.9	94.0	96.3

I	2	3	4	5	6	7	8	9	10	11	12	13
41. S. N. D. T.												
Women's	59.8	58.9	53.2	..	..	69.7	..	..	..	69.7	59.1	56.6
42. Sri Venkateshwara	43.1	26.6	34.7	39.6	23.0	24.7	62.1	46.1	52.8	75.0	75.4	85.5
43. Utkal	49.5	47.5	54.9	61.8	53.1	64.0	64.4	53.5	56.8	78.8	86.1	80.6
44. Vikram	66.3	80.5	76.8	69.5	69.4	68.3	66.8	62.8	69.7	78.6	90.5	69.4
45. Visva-Bhutti	..	..	37.8	..	..	..	..	..	..	92.8	86.6	91.6
OVERALL	46.0	46.1	47.2	46.1	45.6	43.9	46.4	48.1	49.9	82.2	83.3	81.2

APPENDIX XIII (contd.)

University	M.Sc.				M.Com.		
	1961	1962	1963	1961	1962	1963	
I	2	3	4	5	6	7	
1. Agra	85.2	78.6	75.8	100.0	85.1	76.5	
2. Aligarh	94.4	94.3	95.8	100.0	93.9	100.0	
3. Allahabad	80.0	69.4	82.6	89.9	91.7	96.5	
4. Andhra	91.2	90.4	94.2	86.7	81.2	83.3	
5. Annamalai	90.8	86.9	82.7	75.0	87.5	64.3	
6. Banaras	91.9	94.5	97.6	96.0	90.2	95.7	
7. Baroda	78.3	91.2	87.1	45.8	68.6	75.0	
8. Bhagalpur	..	65.2	..	..	90.7	100.0
9. Bihar	80.1	73.9	80.0	..	..	..
10. Bombay	57.2	61.8	59.4	63.0	57.0	55.7	
11. Burdwan	..	..	59.8	..	..	..
12. Calcutta	61.9	55.1	61.7	69.2	57.7	..	
13. Delhi	96.6	91.2	96.8	..	96.3	100.0	
14. Gauhati	58.2	68.4	67.6	70.0	56.1	60.8	
15. Gorakhpur	91.8	90.8	90.5	90.7	95.8	86.8	
16. Gujrat	72.5	75.1	67.5	57.1	45.4	65.7	
17. Jabalpur	97.6	93.0	92.0	80.4	91.6	89.7	

1	2	3	4	5	6	7
18. Jodavpur	87.7	92.7	73.2	..	..	..
19. Jammu & Kashmir	100.0	100.0	93.5	..	..	..
20. Jodhpur	..	..	87.9	..	..	65.4
21. Kalyani	..	..	96.7	..	..	..
22. Karnatak	84.1	95.7	85.5	63.0	69.2	72.2
23. Kerala	81.0	94.4	90.9	..	..	87.3
24. Kurukshetra	..	..	100.0	..	..	..
25. Lucknow	90.0	92.7	94.1	88.3	90.9	98.0
26. Madras	65.9	57.4	61.2	73.3	74.3	50.0
27. Magadh	..	..	66.7	..	..	70.0
28. Marathwada	100.0	95.5	63.3	..	..	..
29. Mysore	75.5	67.8	64.8	..	100.0	100.0
30. Nagpur	83.3	68.2	82.4	90.6	90.5	181.8
31. North Bengal	..	..	..	..	..	..
32. Osmania	93.3	95.3	89.5	73.1	77.8	100.0
33. Panjab	60.5	100.0	100.0	100.0	..	..
34. Panjabi	..	..	..	..	..	..
35. Patna	72.3	73.3	66.0	87.4	74.7	85.4
36. Poona	71.7	77.4	85.4	25.0	32.1	54.9
37. Rajasthan	82.1	89.5	90.0	92.0	85.5	77.3
38. Ranchi	93.6	96.6	100.0	..	..	..
39. Roorkee	..	100.0	10.0	..	..	..

40. S.V. Vidyapith	.	.	.	.	72.7	90.9	88.3	55.6	78.6	86.7
41. Saugar	.	.	.	.	81.6	92.1	94.2	100.0	100.0	100.0
42. S.N.D.T. Women's	.	.	.	.	..	..	..	..	..	..
43. Sri Venkateshwara	.	.	.	.	91.2	92.8	94.0	..	..	..
44. Utkal	.	.	.	.	67.9	68.9	74.6	..	..	..
45. Vishwa-Bharti	.	.	.	.	..	..	..	..	..	..
46. Vikram	.	.	.	.	89.7	82.9	85.5	91.8	92.7	83.9
OVERALL	.	.	.	.	77.7	77.2	78.2	82.7	74.9	78.9

Note :— (1) 1961 Results include 1961 annual results only.

(2) 1962 Results include 1961 annual + 1962 supplementary results.

(3) 1963 Results include 1963 annual + 1962 supplementary results.

APPENDIX XIV

(Vide Para 135)

Copies of letters issued by the West Bengal Government prescribing the terms and conditions to assist Big Colleges of Calcutta

(i) Letter Dt. 17-6-60

GOVERNMENT OF WEST BENGAL

EDUCATION DEPARTMENT

General Branch

No. 2445-Edn. (G)

Calcutta, the 17th June, 1960.

From: The Secretary to the Government of West Bengal.

To: The Director of Public Instruction, West Bengal.

SUBJECT:—*Financial Assistance to the big colleges in Calcutta.*

The undersigned is directed to say that consequent on the acceptance of the University Grants Commission Scheme for improvement of the salary of teachers and qualitative improvement of standards of education in the colleges, the problem of financial assistance to the seven big Calcutta colleges has been engaging the attention of Government for some time past. Relevant issues have duly been discussed and available accounts of the colleges have also been examined. In view of the special problems facing the over-crowded colleges in Calcutta with regard to requisite teaching facilities, the University Grants Commission appointed a Sub-Committee to examine the problem and to submit a report. The report has since been submitted to the University Grants Commission and the recommendations of the Committee are under examination.

In the meantime the colleges have agreed to restrict their roll-strength according to a phased programme in accordance with the conditions imposed by the University Grants Commission under the scheme of improvement of salary scales of the teachers of affiliated colleges.

The question of sanctioning financial assistance to these colleges against their deficit as a result of their adopting the programme of phased reduction in their roll-strength and for qualitative improve-

ment in the standards of education according to the University Grants Commission. Plan was therefore, under the consideration of the Government. It has now been decided that the State Government would sanction during the current financial year an *ad-hoc* advance grant to the colleges upto 50 per cent of the estimated deficit (calculated on the basis of the estimated recurring expenditure only excluding expenditure on items of capital nature) but not exceeding the estimated fall of fee income due to actual shortfall in the roll-strength in the year 1959-60, as reflected in there Budget estimates and subject to audit verification and adjustment against actual deficit later.

Name of the college	Amount
	Rs.
1. Ashutosh College :	
(a) General Section	35,000
(b) Women's Section	9,500
(c) Commerce	Nil.
2. City College	47,000
3. City College — Commerce Section	Nil.
4. Bangabasi College (day, morning and evening)	38,500
5. Bangabasi College (Commerce)	Nil.
6. Surendranath College	Nil.
7. Charu Chandra College	18,500
8. Vidyasagar College (all units combined)	27,500
9. Maharaja M.C. College	Nil.
TOTAL	1,76,000

The undersigned is directed by order of the Governor to convey the sanction of the Governor to the payment during the current financial year of an advance *ad hoc* grant of Rs. 1,76,000 (Rupees one lakh and seventy-six thousand only) to the colleges, as detailed above subject to the following conditions:

- (a) Government have to be satisfied that colleges are actually carrying on the policy of the University Grants Commission regarding phased reduction of number of students, teacher-student ratio and other improvements of academic standards;
- (b) the actual budgets should be approved by Government;

- (c) the accounts should be kept in the form and registers as may be prescribed;
- (d) the deficit will be computed on the basis of audited accounts;
- (e) financial assistance will be treated in the nature of a grant-in-aid and shall be governed ordinarily by grant-in-aid rules in respect of similar colleges;
- (f) no capital expenditure should be incurred without Government approval; and
- (g) all assets should be frozen and kept as reserve for the general purpose of the college.

The expenditure will be met from the provision under the head "37-Education-W. Development Schemes—Second Five Year Plan—University Education—Development of Non-Government Colleges" in the current year's Budget.

The Accountant General, West Bengal is being informed.

S. C. CHAKRABORTY,
for Secretary.

(ii) *Letter Dt. 14th/21st March, 1961.*

GOVERNMENT OF WEST BENGAL
EDUCATION DEPARTMENT
General Branch

From: The Secretary to the Government of West Bengal.

To: The Director of Public Instruction, West Bengal.

No. 977-Edn.(G) dated Calcutta, the 14th/21st March, 1961.

SUBJECT:—*Re-organization of the big Calcutta Colleges under the University Grants Commission Scheme—Financial assistance from the State Government towards the—*

In continuation of Government Order No. 2445-Edn.(G) dated the 17th June 1960 on the above subject, the undersigned is directed to say that, after careful consideration of the accounts of the big Calcutta Colleges and the relevant factors, it has been decided by Government that payment of financial assistance by the State Government to the big Calcutta Colleges to cover the loss of fee income as a result of adoption of the programme of phased reduction in their

roll strength and for equivalent improvement in the standards of education according to the University Grants Commission Scheme should be regulated for the year 1959-60 and 1960-61 in the following manner:—

The State Government will make up the deficit on an approximate basis up to the equivalent loss of estimated fee income due to the implementation of the University Grants Commission Scheme as above. In other words, the State Government will make grants equivalent to the loss in fee income on account of phased reduction or the deficit of the College during the year, *whichever is less*.

It should, however, be impressed upon the Colleges concerned that all the conditions already set forth in paragraph 4 of Government Order No. 2445-Edn.(G) dated the 17th June 1960 should be fulfilled. Besides, the total reduction of roll-strength in any particular college must not be for reasons other than the voluntary restriction taken up by the Colleges according to the University Grants Commission scheme. If any of these conditions are found at any time not having been complied with, the grant made or portions of it are liable to be refunded or adjusted against future grants.

B. P. NEOGI,
For Secretary.
20-3-61.

APPENDIX XV

(Vide Para 136)

Copy of letter written by the Union Education Minister to the Education Minister of West Bengal regarding Big Colleges in Calcutta and reply of the letter.

Letter from the Union Education Minister.

New Delhi, the 12th September, 1964

Dear Shri Sinha,

A deputation of Principals of Calcutta Colleges waited on me yesterday and drew my attention to the dire situation in which private colleges in Calcutta find themselves. It seems that in response to the recommendations made by a Committee of the U.G.C. in 1958-59, the private colleges agreed to a programme of phased reduction of enrolment and of splitting up the larger colleges into smaller units. This resulted in the colleges suffering heavy losses. The State Government had agreed to make good these losses on the basis of meeting the deficit or the actual expenditure as disclosed by audited accounts, whichever was less. I understand from these colleges that the deficit amounts to Rs. 41 lakhs and the State Government has only paid Rs. 13 lakhs. I was given to understand that the situation is so acute that it may not be possible for the college authorities to pay the salaries of their staff on the 1st of October.

May I request you to look into this and see whether some relief can be given to the college authorities immediately? I understand there is some dispute about accounts. That could be settled later and a payment can be made on account.

With kind regards.

Yours sincerely,

M. C. CHAGLA.

Shri Ravindra Lal Sinha,
Minister of Education,
Government of West Bengal,
Calcutta.

Copy forwarded to the Chairman, University Grants Commission for favour of information.

J. S. NANDA.

Reply of the Education Minister of West Bengal

D.O. No. 13-12-Edn. (G)

Calcutta, the 28th September, 1964

Dear Shri Chagla,

Your letter No. D. 9906/64-EM dated September 12, 1964.

A deputation of the Principals and representatives of eight big private colleges of Calcutta—

1. Ashutosh College;
2. Bangabasi College;
3. City College;
4. Charuchandra College;
5. Jogmaya Devi College;
6. Manindra Chandra College;
7. Surendranath College; and
8. Vidyasagar College.

waited on me on the 18th of June, 1964. They represented the financial difficulties that their colleges were facing on account of the 'phased reduction of enrolment', which was started from 1959-60. It was pointed out to them that five of the eight colleges complied generally with the principals which were agreed upon. They were however, assured that commitments made by the State Government would be honoured. Grants admissible on scrutiny of actual expenditure-statements received have been released to the colleges, who have implemented the Scheme.

It was explained to the deputationists that three colleges viz., Bangabasi College, Charuchandra College and Manindra Chandra College, have not implemented the scheme; yet they have collected the grants from the University Grants Commission and the State Government for the improvement of teachers' salaries upto date.

I may add that of these three colleges Charuchandra College and Manindra College do not show any deficit in their last audited accounts as submitted to us.

The total grants released by the State Government from 1959-60 to these big colleges are given below:

	Rs.
(i) For improvement of salary of teachers given under the scheme referred to above upto date.	24,62,456
(ii) For additional staff under the Third Five Year Plan (for implementation of Three-Year Degree Course).	1,71,075
(iii) State Government Scheme for Phased reduction Scheme	22,64,030
TOTAL	48,97,561

or Rs. 49 lakhs in round figures.

Further, the grant of the State Government for Dearness Allowance to these colleges during the period totals to Rs. 12,13,273.

In conclusion, I would like to add that the State Government have already released their grant admissible to the colleges, whose audited accounts have been received. up to August 1964.

As regards the statement that the deficit of these colleges amounts to Rs. 41 lakhs, I should like to say that the figure hardly corresponds to the actual deficit admissible for financial assistance under our Scheme.

Yours sincerely,

RABINDRALAL SINHA

Shri M. C. Chagla,
Education Minister, India, New Delhi.

APPENDIX XVI

(Vide Para 136)

Statement showing the position regarding the student enrolment, teacher-pupil ratio and the deficits in the 7 Big Colleges of Calcutta.

Sl. No.	1	2	3	4	5	6	7	8
Name of the College	Enrolment Year-wise	Certified capacity	Reduction in enrolment year-wise	Teacher-Pupil Ratio year-wise	Deficit year-wise	Re-marks		
AUSOTOSH COLLEGE								
1	Asutosh College	1800	1959-60 : 3426 1960-61 : 3094 1961-62 : 2570 1962-63 : 2257 1963-64 : 1811	1 : 37 1 : 33 1 : 27 1 : 25 1 : 21	-1,06,391.29 -76,596.80 -1,11,394.51 -1,59,736.45 -1,40,889.40			
			1629		-5,95,008.45			
Jogmaya Devi College								
2	Jogmaya Devi College	1800	1959-60 : 1950 1960-61 : 1925 1961-62 : 1865	1 : 43 1 : 37 1 : 34	-25,697.75 -45,279.37 -72,719.50			

1	2	3	4	5	6	7	8
		1962-63	.	1851	14	1 : 31	-55,083.82
		1963-64	.	1791	30	1 : 30	-83,208.18
		1964-65	.	1810	+19	1 : 30	
							<u>-2,81,988.62</u>
3	Shyama Prasad College	1800	.	.	1 : 83	25,995.72	
		1960-61	.	1500	1 : 83	34,271.74	
		1961-62	.	1350	1 : 75	37,179.24	
		1962-63	.	1500	1 : 75	44,097.40	
		1963-64	.	1550	1 : 81	50,934.14	
		1964-65	.	1450	1 : 85		
							<u>-1,92,478.24</u>
BANGABASI COLLEGE							
1	Bangabasi College (Day)	1500	.	.	1 : 37	2,15,016.83	
		1959-60	.	3544	1 : 33	56,186.15	
		1960-61	.	2984	271	1 : 30	37,130.93
		1961-62	.	2713	61	1 : 20	2,45,504.78
		1962-63	.	2652	108	1 : 15	2,88,337.76
		1963-64	.	2544	960	1 : 13	
		1964-65	.	1584			
2	Bangabasi College (Morning)	1500	.	.			
		1959-60	.	1403			
		1960-61	.	1101			

1961-62	986	
1962-63	1234	Same as above
1963-64	1149	
1964-65	1246	

3	Bangabasi College (Evening)	1500	
		1120	
		1208	
		1276	Same as above
		1012	
		1006	
		1612	

CHARUCHANDRA COLLEGE

1	Charuchandras College	600			
		in each			
		ahift			
		1959-60	2588	1 : 42	-9,095
		1960-61	2498	90 I : 40	+29,288
		1961-62	2526	+28 I : 38	-55,696
		1962-63	2634	+108 I : 40	+12,297
		1963-64	2326	-308 I : 38	-36,973
		1964-65	2021	-305 I : 35	

-60,179

CITY COLLEGE

1	City College	2000			
		1959-60	4503	I : 36	60,052.83
		1960-61	3990	513 I : 30	93,732.50
		1961-62	3300	690 I : 22	1,15,203.41
		1962-63	2916	384 I : 20	1,89,208.72
		1963-64	1992	924 I : 14	2,55,802.92
		1964-65	2007	+15 I : 14	paid

2496

-7,14,000.38

1	2	3	4	5	6	7	8
2	Rammohan Roy College	2000	1959-60	1203	1 : 24	18,819.12	
			1960-61	1229	1 : 21	24,619.38	
			1961-62	1235	1 : 18	+56,393.47	
			1962-63	1562	1 : 23	17,672.41	
			1963-64	1611	1 : 22	21,418.77	
						-26,136.21	
3	Anandmohan College	2000	1961-62	2047	1 : 26	+3,844	
			1962-63	1963	1 : 26	-21,023	
			1963-64	1876	1 : 30	-30,560	
			1964-65	1939	1 : 24	-21,018	
4	Vinayachandran College	1500	1961-62	1899	1 : 52	-9,456.85	
			1962-63	2211	1 : 48	+30,236.58	
			1963-64	2225	1 : 51	+23,132.62	
			1964-65	2327	1 : 51	+23,810.03	
5	City College of Commerce	1500	1961-62	1800	1 : 46	-14,979.38	
			1962-63	2210	1 : 55	+12,440.29	
			1963-64	2132	1 : 49	+7,130.26	
			1964-65	2218	+718 1 : 51	+3,788.56	

6	Wibnath Shastri College	900	1961-62	1110	1 : 28	-28,020.00
			1962-63	1270	1 : 32	-23,532.00
			1963-64	1180	1 : 29	+14,562.00
			1964-65	1316	1 : 30	-44,970.00
						-81,960.00

7	Herambachandra College	900	1961-62	1367	1 : 44	+13,015.25
			1962-63	1404	1 : 45	+9,578.63
			1963-64	1515	1 : 40	+727.25
						+23,321.13

8	Pratullechandra College	900	1961-62	1077	1 : 43	-7,566.92
			1962-63	1059	1 : 42	-11,522.75
			1963-64	1159	1 : 50	-2,685.76
						-21,775.43

MAHARAJA MANINDRACHANDRA COLLEGE

1	Maharaja Manindrachandra College (Day)	1500	1959-60	1925	1 : 29	-34,674.00
			1960-61	1807	1 : 30	-63,539.00
			1961-62	1833	1 : 33	

SURENDRANATH COLLEGE

1	Suren dranath College (Day)	2000	1959-60	..	3311	..	I : 56	-38,347.45
			1960-61	.	3450	-461	I : 44	-1,24,584.96
			1961-62	.	3131	-319	I : 39	-55,660.36
			1962-63	.	3040	-91	I : 38	-98,447.11
			1963-64	.	2865	-175	I : 34	-133,357.01
			1964-65	.	2390	-475		
						-1521		4,50,396.90
2	Suren dranath College for Women.	2000	1959-60	.	822	..	I : 63	+7,192.88
			1960-61	.	900	+ 78	I : 47	+830.15
			1961-62	.	1008	+108	I : 48	+3,511.27
			1962-63	.	1120	+112	I : 48	+18,393.54
			1963-64	.	1205	+ 85	I : 52	
			1964-65	.	1482	+277	I : 53	
								+30,927.84
3	Suren dranath College (Evening)	2000	1959-60	.	3238	..	I : 129	+81,314.14
			1960-61	.	3500	+262	I : 125	+1,02,939.16
			1961-62	.	2951	-549	I : 92	+2,383.11
			1962-63	.	2930	-21	I : 89	+48,296.20
			1963-64	.	2803	-127	I : 55	
			1964-65	.	2661	-142	I : 58	
						-577		+2,34,932.61

1 2 3 4 5 6 7 8

VIDYASAGAR COLLEGE

1	Vidyasagar College	1500	1959-60	3062	..	I : 33	-17,722.00
			1960-61	2543	-519	I : 26	-90,648.00
			1961-62	2107	-436	I : 21	-2,06,647.00
			1962-63	1897	-210	..	
			1963-64	1714	-183	I : 20	[-43,871.00
			1964-65	1594	-120	I : 18	+75,937.00
					-1,468		-2,81,151.00

2	Vidyasagar College (Evening)	1500	1961-62	1612	..	I : 43	+40,857.07
			1962-63	1772	-196	I : 44	+12,362.77
			1963-64	1567	-205	I : 42	+16,751.68
			1964-65	1567	..	I : 40	+50,969.68
					-401		+1,20,941.20

3	Vidyasagar College for Women	1500	1960-61	1399	..	I : 23	-11,779.86
			1961-62	1468	..	I : 21	-2,801.49
			1962-63	1638	+138	I : 22	-23,430.90
			1963-64	1638	+138	I : 22	-10,096.53
			1964-65	1660	+160	I : 19	+7,155.78
							-49,953.00

APPENDIX XVII

(Vide Para 137)

Minutes of the meeting of Officers of the University Grants Commission with the Principals of big colleges of Calcutta.

Venue: Syndicate Room, Calcutta University. Dt. 24-9-1964.

The following were present:

1. Justice B. Malik, Vice-Chancellor Calcutta University.
2. Shri G. C. Raychaudhury, Registrar, Calcutta University.

Principals of—

3. Asutosh College.
4. Jogmaya Devi College.
5. Bangabasi College.
6. Charuchandra College.
7. City College.
8. Rammohan Roy College.
9. Sivanath Sastri College.
10. City College of Commerce & Public Administration.
11. Maharaj Manindra Chandra College.
12. Surendranath (Evening) College.
13. Vidyasagar College.
14. Vidyasagar (Evening) College.
15. Vidyasagar College for Women.
16. Surendranath College for Women.
17. Surendranath College.
18. Shri K. L. Joshi, Secretary, University Grants Commission.
19. Dr. R. C. Gupta, Education Officer, University Grants Commission.
20. Dr. R. D. Deshpande, Education Officer University Grants Commission.

The Vice-Chancellor, Calcutta University, briefly described the financial difficulties being faced by the big colleges as a result of the

non-payment of their dues by the Government of West Bengal under the programme of phased reduction in enrolment. In the ensuing discussions, the Principals emphasised the following points:—

- (1) The colleges did not have precise information regarding the items of approved expenditure for grants from the State Government and payments were being delayed owing to procedural difficulties. The Government does not treat Puja Bonus, litigation expenses and interest on loans taken as approved items of expenditure for the purpose of grant-in-aid. The State Government does not intimate its approval or disapproval of the various items of expenditure in the budget in time before the expenditure is actually incurred. The non-acceptance of certain items, after expenditure has been incurred caused great financial hardship to the colleges.
- (2) The uncovered deficits have accumulated during the past five years and the financial resources of the colleges were almost exhausted. Salaries of the staff could not be paid regularly under the circumstances.
- (3) The State Government accepted financial responsibility only in respect of the parent institutions (day shifts) and was not prepared to render any financial assistance to the splinter colleges, i.e. institutions into which the parent colleges had been split up. The help given by the State Government is generally limited to the colleges running in day time to the exclusion of morning and evening shifts.
- (4) The State Government does not approve of the revised scales of pay for new appointments. In case the old incumbents who enjoy the benefit of the revised scales retire or leave, the new entrants against these posts are not allowed the benefit of the revised scales of pay.
- (5) The State Government does not agree to revised scales of pay for teachers beyond the age of 60, even if the Managements of the Colleges are prepared to pay the matching share.
- (6) The colleges generally submit their Budget Estimates and the actuals of the previous year at the commencement of the academic session. However, the State Government does not promptly intimate the items of expenditure which are disapproved by it and the accounts are not finalised for a considerable length of time.

- (7) All appointments made by the colleges in conformity with the rules and regulations of the Calcutta University needed the approval of the State Government for purposes of grant-in-aid. Sometimes, this approval was not given.

The University Grants Commission, assured the Principals that he would place their views before the State Government and try to evolve a suitable procedure or formula for the prompt and punctual release of grants. He stated that generally in all academic matters the decision of the University ought to be final and acceptable to the State Government.

APPENDIX XVIII

(Vide Para No. 138)

Minutes of the discussions of Officers of the University Grants Commission with the State Government of West Bengal on the problem of Big Colleges in Calcutta.

Venu: Education Secretary's room, Dated 24-9-1964

Writer's Building, Calcutta.

The following were present:

1. Dr. D. M. Sen, Education Secretary, Government of West Bengal.
2. Shri K. C. Mukerji, Director of Public Instruction.
3. Shri A. K. Roy, Assistant Secretary, Department of Education, Government of West Bengal.
4. Shri K. L. Joshi, Secretary, University Grants Commission,
5. Dr. R. C. Gupta, Education Officer University Grants Commission.
6. Dr. R. D. Deshpande, Education Officer, University Grants Commission.

Shri K. L. Joshi, at the outset explained the difficulties of the big colleges of Calcutta regarding the release of grants under the programme of phased reduction in enrolment. Dr. D.M. Sen, Education Secretary, West Bengal Government, made the following observations:—

- (1) The total grants paid to the big colleges of Calcutta upto 22nd September 1964 amounted to Rs. 5.17 lakhs. These payments were made for the improvement of salaries, matching share of the recurring grant for the introduction of the Three-Year Degree Course scheme and assistance for phased reduction in enrolment.
- (2) The State Government had not withheld any grant admissible to the big colleges under the rules and conditions prescribed by it.

- (3) Of the 7 big colleges, only 4 viz., Asutosh College (including Jogmaya Devi College), City College, Vidyasagar College and Surendranath College have substantially complied with the conditions for the release of grants from the State Government under the programme of phased reduction of numbers. They have taken steps to bring down the enrolment to the limits fixed by the U.G.C. Committee and to split up into independent units with separate Governing Bodies and accounts. Hence, the State Government have paid grants to them as admissible under the rules of the Grant-in-aid code.
- (4) It was pointed out that Bangabasi College, Charuchandra College and Maharaja Manindra Chandra College had failed to carry out the recommendations of the U.G.C. Committee regarding the phased reduction of numbers and the splitting up into autonomous units. Even then some payments had been released to them. It was emphasised that these colleges were not entitled to assistance since they had failed to fulfil the necessary conditions. It was alleged that these colleges had increased their enrolment and had taken no steps to split themselves into separate units. Bangabasi College, for instance, admitted a large number of casual students, non-collegiate students as well as students for special honours courses. Apart from this, the college has taken no steps so far to split up into three separate units as recommended by the U.G.C. Committee.
- (5) The budgets of some of the colleges included items of expenditure, such as conveyance allowance, special puja bonus, part-time allowance, interim relief, etc., which were not admissible. In the case of one college, the conveyance allowance paid to the staff amounted to Rs. 2-3 lakhs per annum. Puja bonus could not be allowed as an approved item of expenditure in view of the fact that the salaries have been revised and such benefit was not available to teachers in other colleges, including sponsored/Government colleges.
- (6) Most of the colleges have not submitted the budget estimates for the year 1963-65. The State Government did not delay action in cases where the accounts were in order and the conditions had been fulfilled.

- (7) The Government has released its share of the expenditure for the improvement of salary scales in the big colleges, though the conditions of the grants have not been fulfilled by some of them.
- (8) The State Government was rendering financial assistance to the colleges in respect of dearness allowance and provident fund though the Commission was not paying anything on this account.
- (9) The State Government had not made any provision in the budget for the liability in respect of the revised scales of pay after the cessation of the Commission's assistance with effect from 1962-63. The withdrawal of the Commission's assistance in the middle of the Plan period has created a *serious financial problems* for the State Government.
- (10) The State Government was not committed to render financial assistance to the splinter colleges, i.e. the morning and evening units of the parent colleges. Only in the case of girls' colleges, the morning units are helped. The State Government's assistance is limited to the day colleges only, provided they bring about phase reduction of enrolment and separate the different shifts into independent units each separately affiliated to the Calcutta University.
- (11) It was requested that the Commission's assistance for the revision of salary scale to new colleges might be made available for a total period of five years even though this period would extend beyond the present Plan period.
- (12) It was also stated that the Commission might extend the usual assistance to the new colleges for the development of library, and laboratory facilities on the usual sharing basis. The State Government would provide the required matching share.

Shri K. L. Joshi, Secretary, U.G.C. stated that a liberal approach would be desirable to the problems of big colleges and suggested that the State Government might examine the possibility of giving a grace period to the defaulting colleges to enable them to fulfil the required conditions.

Dr. D. M. Sen was of the opinion that if such a grace period had to be allowed, a fresh agreement would be necessary with the defaulting colleges for bringing about a phased reduction in numbers. This process would need a period of three to four years.

Shri K. L. Joshi, Secretary, University Grants Commission emphasised that in all academic matters the University should have the final say and that it would be necessary to deal with big colleges with sympathy and understanding. He was of the opinion that the affairs of the colleges which had not fulfilled the necessary conditions laid down by the State Government would need a close review and investigation.

APPENDIX XIX

(Vide Para. 140)

Statement showing the existing scales of pay of University teachers

S. No.	Name of the University	Scales of pay
1	2	3
1.	Agra	Professor Rs. 1000—50—1500. Reader Rs. 700—40—1100. Lecturer Rs. 400—30—640—EB— 40—800. Instructor Rs. 300—25—350.
2.	Aligarh	Do.
3.	Allahabad]	Do.
4.	Andhra	Do.
5.	Banaras Hindu University	Do.
6.	Bombay	Do.
7.	Burdwan	Do.
8.	Calcutta	Do.
9.	Delhi	Do.
10.	Gauhati	Do.
11.	Gorakhpur	Do.
12.	Jabalpur	Do.
13.	Jadavpur	Do.
14.	Jodhpur	Do.
15.	Kalyani	Do.
16.	Karnatak	Do.
17.	Kerala	Do.
18.	Kurukshehra	Do.
19.	Lucknow	Do.
20.	Madras	Do.
21.	Marathwada	Do.

1	2	3
22. Mysore.	Professor Reader Lecturer Instructor	Rs. 1000—50—1500. Rs. 700—40—1100. Rs. 400—30—640—EB—40— 800. Rs. 300—25—350.
23. M.S. University of Baroda		Do.
24. Nagpur		Do.
25. North Bengal		Do.
26. Osmania		Do.
27. Panjab		Do.
28. Poona		Do.
29. Rajasthan		Do.
30. Roorkee		Do. for non-technical teachers.
31. Saugar		Do.
32. S.N.D.T.		Do.
33. Sri Venkateswara		Do.
34. U.P. Agricultural		Do.
35. Varanaseya Sanskrit Visva- vidyalaya		Do.
36. Visva Bharati		Do.
37. Patna		Do.
38. Andhra Pradesh Agricul- tural University		Information not available.
39. Bhagalpur	} Professor	Rs. 850—50—1250 — CLA. upto Rs. 1000/-
40. Bihar	} Reader	Rs. 300—25—650—35—1000+ CLA.
41. Ranchi	} Lecturer in constituent colleges :	Rs. 200—220—25—320—25— 670—20—750.
42. K.S. Darbhanga Sanskrit University		Information not available.
43. Magadh	} University depts. and constituent colleges : Professor Reader Lecturer	Rs. 850—50—1250. Rs. 350—25—650—EB—35—1000. Rs. 200—20—220—25—320— EB—25—670—EB—20— 750.

1	2	3
44. Gujarat	} Professor	Rs. 800—50—1250.
45. Sardar Vallabhbhai Vid- yapeeth	} Reader	Rs. 500—25—800.
	} Lecturer	Rs. 250—20—500.
46. Jammu & Kashmir	. Professor	Rs. 1000—50—1500.
	. Reader	Rs. 600—50—1000.
	. Lecturer	Rs. 350—700 .
47. Indirakala Sangeet Vishwa Vidyalaya	. Professor	Rs. 800—40—1000.
	. Reader	Rs. 400—25—550—EB— 25—800.
	. Lecturer	Rs. 225—225—225—20—350.
48. Vikram	. Professor	Rs. 800—50—1250.
	. Reader	Rs. 500—25—800.
	. Lecturer	Rs. 250—20—500.
49. Indore		Not known.
50. Jiwaji		Not known.
51. Ravi Shankar		New University, will adopt U.G.C. scales.
52. Annamalai . . . . .	. Professor	Rs. 800—50—1250.
	. Reader	Rs. 500—25—800.
	. Lecturer	Rs. 250—20—500.
53. Mysore University of Agricultural Science		No information.
54. Bangalore		Do.
55. Orissa University of Heads of Agriculture and Tech- Department nology.	. Professor & Associate Professor	Rs. 510—30—780—EB—40— 860—40—900+Rs. 100.
	. Asstt. Professor	Rs. 260—15—320—20—400— EB—30—520—EB— 40—680—50—780.
	. Professor	Rs. 800—50—1250.
56. Utkal . . . . .	. Reader	Rs. 500—25—800.
	. Lecturer	Rs. 250—20—500.
	. University Professor	Rs. 1000—50—1500 consolidated.
57. Panjab Agricultural Uni- versity.	. Associate Professor	Rs. 700—40—980—40—1100 consolidated.
	. Readers	. No posts.
	. Lecturers	Rs. 250—15—400—20—500 consolidated.

APPENDIX XX

(Vide Para 141)

Statement showing scales of pay for various categories of teachers in affiliated colleges

Sl. No.	Name of the University	Principal	Head of the Department	Sr. Lecturer	Jr. Lecturer	Tutor Demonstrator
1	2	3	4	5	6	7
1.	Andhra	400—1200 700—1100 600—800 400—600	..	300—600 250—500	200—500 150—300	150—200
2.	Agra	1000—1250 800—1250 650—900 400—750	900—1200 350—800 300—600	325—625 250—500 275—550	250—500 225—450 175—350 175—300	150—200
3.	Allahabad	650—900	300—600	300—600 275—550	225—450	..
4.	Bihar	500—850 800—1150 350—500	.. .. ..	.. .. ..	200—500 200—400	..
5.	Bombay	800—1250 1000—1300 600—800 350—650 + 100	850—1000 350—1100 350—650 400—600	650—850 350—650 220—650	220—650 250—500 160—250	200—300 160—225
6.	Burdwan	600—800 500—800 500—700 500—750 300—600	.. .. .. .. ..	300—600 300—500 250—450 190—390	200—500 150—350 140—340 125—300	150—200 75—130
7.	Bhagalpur	500—850	..	..	200—500	..
8.	Calcutta	600—1000 600—800 500—750 500—800 500—1000 350—600 300—600	500—700 300—600 400—700 250—475 325—1000	250—450 300—600 140—320 190—400 275—650	200—500 150—350 125—400 125—300 130—300 175—325	150—200 75—130
9.	Gauhati	800—1150 600—1000 600—800 450—750 350—600	400—850 350—800 200—600 200—450	225—600	200—600 225—500 200—450 200—400 150—250	150—200
10.	Gorakhpur	800—1200 650—800	300—600	275—550	225—450	..

1	2	3	4	5	6	7
11. Gujarat . . .	650—1100 1000—1250 900—1000 350—1100 400—600 300—600	300—600 350—800 300—600 200—650	220—650 300—600 250—500	200—500 200—400 210—300 160—250 100—200	150—200 130—250 180—300	
12. Jabalpur . . .	800—1200 850—1100 500—850 475—850	550—950 400—800 350—750 310—600	350—700 300—600	275—575 200—500		
13. Kerala . . .	500—800 600—700 300—400 250—400	500—800 475—700 300—600 250—400	475—700	200—400 150—300 125—250 100—200	75—100	
14. Karnatak . . .	1000—1100 800—1100 350—1100 600—800 250—400	700—1100 350—800 300—600 250—450 250—400	400—900 300—700 300—600 200—500 250—400	300—700 300—600 200—500 150—300	150—200 100—150	
15. Lucknow . . .	650—900 600—800	300—600	275—550	225—500 225—450 200—400	85—125 150—200	
16. Madras . . .	900—1200 800—1250 600—900 400—800 350—650 + S.P.	500—800 400—800 350—650	300—600 350—650	225—425 225—350 200—320 150—300	140—250	
17. Mysore . . .	600—1000 400—900 400—820 400—700	400—900 400—820 300—600 250—500	300—600 250—450	230—500 200—450 150—350 150—250	100—150	
18. Marathwada . . .	300—1100 + 100 400—700 300—600 + 100	300—1100 300—600	220—650 250—500	220—550 250—500 200—400	150—250 100—150	
19. Nagpur . . .	350—1100 + 100 600—800 500—750 350—650 + 150 200—650	300—1100 400—700 350—650 300—600	220—650 300—600 250—500 250—450	220—500 200—500 175—450 150—400		
20. Osmania . . .	400—700 300—600 300—500	..	200—400 300—600	200—500 200—400 150—300	100—200	
21. Poona . . .	350—1100 + 100 300—600 + 100 500—800 200—400 + 100	350—1100 300—600 200—400	220—650 250—450	200—400 160—220	100—200	

1	2	3	4	5	6	7
22. Panjab	800—1250 600—1000 350—1200 600—900 600—800 300—600 200—500	400—700	250—750 400—600 300—600	200—500 200—440 200—320 200—300 180—400	110—250 150—200	

APPENDIX XXI

(Vide Para 144)

Statement showing Student Staff Ratio in the different Universities.

Sl. No.	University	Staff Student Ratio 1963-64	Staff Student Ratio 1964-65
1	2	3	4
1.	Agra	16.4	16.1
2.	Aligarh	11.3	11.1
3.	Allahabad	18.5	17.9
4.	Andhra	12.9	13.1
5.	Annamalai	10.5	10.8
6.	Banaras	11.7	11.4
7.	Baroda	18.1	17.7
8.	Bhagalpur	19.8	19.6
9.	Bihar	23.0	22.3
10.	Bombay	20.6	18.2
11.	Burdwan	20.4	21.2
12.	Calcutta	18.8	20.6
13.	Delhi	15.9	16.0
14.	Gauhati	21.9	18.3
15.	Gorakhpur	18.0	15.8
16.	Gujarat	21.9	20.8
17.	Indirakala Sangeet Visvavidyalaya	13.0	13.4
18.	Jabalpur	16.6	19.8
19.	Jadavpur	13.1	12.2
20.	Jammu & Kashmir	16.2	16.0
21.	Jodhpur	16.2	17.7

1	2	3	4
22.	Kalyani	6.2	7.1
23.	K.S. Darbhanga Sanskrit Visvavidyalaya	8.0	..
24.	Karnatak	16.8	17.0
25.	Kerala	19.0	19.6
26.	Kurukshetra	9.6	9.3
27.	Lucknow	15.9	14.6
28.	Madras	13.8	14.1
29.	Magadh	25.6	24.4
30.	Marathwada	18.1	17.5
31.	Mysore	18.0	16.1
32.	Nagpur	21.1	21.0
33.	North Bengal	18.0	20.4
34.	Orissa University of Agriculture & Technology	8.6	11.6
35.	Osmania	14.9	14.5
36.	Panjab	17.3	17.9
37.	Panjab Agricultural University	10.4	3.3
38.	Panjabi	11.4	11.7
39.	Patna	17.4	18.1
40.	Poona	17.7	17.1
41.	Rabindra Bharati	3.9	3.7
42.	Rajasthan	14.4	15.2
43.	Rajasthan Agricultural University . . . . .	..	..
44.	Ranchi	18.8	18.1
45.	Roorkee	14.3	9.9
46.	S. V. Vidyapeeth	16.5	15.9
47.	Saugar	15.8	17.2
48.	S.N.D.T. Women's	17.1	14.8
49.	Shivaji	19.9	19.2
50.	Sri Venkateswara	9.9	10.6

1	2	3	4
51.	U. P. Agricultural	10.3	10.0
52.	Utkal	17.0	15.3
53.	Varanaseya Sanskrit Visvavidyalaya	10.8	8.4
54.	Vikaram	19.4	18.8
55.	Visva Bharati	4.1	4.3
56.	Bangalore	..	16.7
57.	Andhra Pradesh Agricultural University	..	6.8
58.	Indore	..	21.3
59.	J.N.K. Visvavidyalaya	..	8.9
60.	Jiwaji	..	20.0
61.	Udaipur	7.2	11.7
62.	Ravi Shankar	..	16.2

APPENDIX XXII

(Vide Para 154)

*Statement showing the proportion of teachers provided with quarters
(as on 31-3-63)*

Sl. No.	Name of the University	Percentage of teachers provided with residential accommodation
1	2	3
1.	Agra	8 %
2.	Aligarh	24.62 %
3.	Allahabad	7 %
4.	Andhra	30.1 %
5.	Annarnalai	34.3 %
6.	Banaras	17.34 %
7.	Bhagulpur	19.5 %
8.	Bihar	19 %
9.	Bombay . . . . .	..
10.	Burdwan . . . . .	..
11.	Delhi	20.5 %
12.	Gauhati	43 %
13.	Gorakhpur . . . . .	..
14.	Gujarat . . . . .	..
15.	Jabalpur . . . . .	..
16.	Jadavpur	7 %
17.	Jammu & Kashmir . . . . .	..
18.	Jodhpur . . . . .	..

1	2	3
19. Kalyani	88 %
20. Karnatak	43.3 %
21. Kurukshetra	66 %
22. Lucknow	15 %
23. M.S. University of Baroda	36 %
24. Mysore
25. Nagpur	2.83 %
26. North Bengal
27. Osmania	8.2 %

APPENDIX XXIII

Summary of Recommendations/Conclusions contained in the Report

Sl. No.	Reference to para No. of the Report	Summary of Recommendations/Conclusions
1	2	3
1	4	<p>While agreeing with the recommendation of the Sapru Committee for excluding serving Vice-Chancellors from the membership of the Commission, the Committee are of the view that at least half of the members of the University Grants Commission should be non-officials with high academic distinction and sound judgment, who have an intimate knowledge of the universities. They should be appointed as individuals and not as representatives of particular institutions. The composition of the Commission should be such as not to give an impression on the public mind that it is not completely independent.</p> <p>The Committee also agree that besides the Chairman there should be some wholtime members or at least some members who may be available for specified periods. The Commission may divide itself into panels with such members as conveners to look after the work allotted to the panels.</p>
2	5	<p>The Committee feel that in view of the strenuous nature of the duties and responsibilities involved, there should be some age limit prescribed for the appointment of Members of the University Grants Commission.</p>
3	6	<p>The Committee consider the period of six years as quite sufficient for a person to remain a member of the University Grants Commission and recommend that a member of the Commission should not be eligible for reappointment.</p>

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It has been admitted by the representative of the Ministry of Law during evidence that the dividing line between 'maintenance' and 'development' expenditure is very thin. The Committee feel that there may be objections that some of the grants which have so long been given by the University Grants Commission to State Universities or 'institutions deemed to be universities' should be considered to be maintenance grants and not development grants. They are glad to know that the Ministry of Education propose to amend the University Grants Commission Act to avoid the legal difficulty in University Grants Commission giving such grants to State Universities and 'institutions deemed to be universities'. The Committee hope that the proposed amendment will bring out the intention of Government in a clear and precise language.

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The Committee regret to note that the University Grants Commission has neither so far carried out any inspection of any department or departments of any university under Section 13(1) of the University Grants Commission Act, 1956, nor has the power conferred on the University Grants Commission for withholding of grants under Section 14, been exercised so far. The Committee are surprised to note the lenient attitude of the University Grants Commission in this matter. They feel certain that if the aforesaid sections had come into play, development schemes in some of the universities would not have been delayed so much as has been pointed out by the Committee in Chapter III. It is of the utmost importance that the Commission should exercise its legitimate powers effectively if standards are to be maintained and improved.

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The Committee note that Rules and Regulations for some of the sub-Sections of the Sections 25 and 26 have not been framed even though these sub-Sections relate to some important matters such as the returns and information which are to be furnished by universities in respect of their financial position or standards of teaching and examination maintained therein defining the minimum standards of instruction for the grant of any degree by any university.

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regulating the maintenance of standards and the co-ordination of work or facilities in universities. The Committee consider that rules and regulations on these important sub-sections are essential for fulfilling the main purpose of setting up the University Grants Commission, i.e. co-ordination and determination of standards in universities. The Committee need hardly stress the urgency of making rules and regulations on these important sub-Sections and suggest that the Ministry of Education should ensure that such rules and regulations are framed early.

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The Committee are of the view that the agencies and methods through which the University Grants Commission has been trying to effect co-ordination and determination of standards in the universities require improvement. They feel that regular inspections of universities under Section 13 of the University Grants Commission Act should help both the process of co-ordination and maintenance of standards.

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16

The Committee suggest that the Central Government should give a lead by implementing the recommendations of the Model Act Committee in the Central Universities. They hope that in the case of the Banaras Hindu University and Aligarh Muslim University whose Acts are under discussion for amendment, the Model Act will be taken into consideration while finalising the amendments.

The Committee feel that the Central Government should without any further delay take some effective steps to elicit the reactions of the universities and of the State Governments to the Model Act and then try to persuade them to give effect to the provisions of the Act with necessary local variations.

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The Vice-Chancellor is the most important functionary in a university, not only on the administrative side, but also for securing the right academic atmosphere for the teachers and the students to do their work efficiently and in the

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right spirit. He is the chief academic and executive officer of the university. The Committee feel concerned over the present tendency of appointing more and more non-educationists as Vice-Chancellors of universities, both Central and State. They also note with regret that Government from time to time appoint Vice-Chancellors in other *ad hoc* Commissions, Committees and other assignments outside the university which take away their valuable time and create diversion for them. The Committee are strongly of the view that a Vice-Chancellor should be a distinguished educationist or scholar with administrative experience or a person with distinguished public life and an education-oriented outlook. This key office should not be a matter of patronage.

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19

The Committee are in full agreement with the recommendation of the Committee on Model Act for Universities (mentioned in paragraph 19 of this Report) and suggest that the University Grants Commission should pursue the matter with the State Governments. The Committee further suggest that the organisation of the existing University Grants Committees in the State may be reviewed by the University Grants Commission so that necessary remedial steps may be taken.

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The Committee note that some of the universities are not members of the Inter-University Board. In the opinion of the Committee it will be desirable if all the universities join the Inter-University Board which provides a useful forum for exchange of notes among Vice-Chancellors and discussion of common problems.

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The Committee feel that though more or less an informal association, the Inter-University Board has been discharging important functions not only as a common forum for all the universities—but also as an agency to enforce some standard and code among the universities. The Committee hope that close co-ordination between the University Grants Commission and

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Inter-University Board will continue to be maintained and full use will be made by the University Grants Commission of the forum provided by the Inter-University Board for exchange of notes amongst the Vice-Chancellors and for improving the standard, discipline and administration of the Universities. The Committee suggest that the feasibility of giving the Inter-University Board a formal status may be examined.

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(i) The Committee consider that the Conference of Vice-Chancellors has a useful role to play. They suggest that it should be convened periodically for discussing important academic problems. Besides meeting at conferences, the Vice-Chancellors may also discuss common problems through correspondence.

(ii) The Committee also consider that the Conference of Principals on regional or university or State basis may be of great use in the discussion of common problems including standard of teaching, discipline, students amenities, finance, etc. They suggest that the Conference of Principals on an All India basis should be convened once in two years and the conferences on regional or State or university basis should be convened more frequently.

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The Committee feel that there is an urgent need to increase the percentage enrolment in the Faculties of Science, Technology, Medicine and Agriculture in the universities and other institutions of higher learning, keeping in view the scientific manpower assessment for the 4th, 5th and 6th Plans. They hope that earnest measures will be taken to increase teaching facilities in these subjects in the universities, colleges and other research institutions so that trained manpower is available to meet the needs of the planned economic development of the country. Experience shows that only 5 or 6 years after the creation of necessary facilities, trained personnel become available.

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29

The Committee hope that in the light of observations of University Grants Commission and recommendations made by the Standards Committee mentioned in paragraph 29, a sound

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admission policy will be worked out and pursued. The Committee suggest that effective steps should be taken towards diversification of courses at the secondary stage so that at least 40% to 50% of students could go for some vocational or technical training or on some apprenticeship scheme, thereby relieving pressure of admission in the universities and colleges.

16

35

The Committee feel deeply concerned at the unplanned growth of new universities—some of them with a small number of students and still smaller financial resources. The Committee regret to note that there is an unseemly competition to have new universities in every region of the States.

The Committee consider that prior approval of the University Grants Commission for the establishment of a university in a State, though at present not legally necessary, is very desirable. They suggest that the University Grants Commission should be rather strict in giving financial grant to such universities as have been started without the consent of, or consultation with the Commission. The Committee would also like to stress that the cause of higher education would be better served by starting well equipped and well conducted colleges and postgraduate classes than by starting ill equipped universities.

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The Committee are of the view that it will greatly help the development of higher education if a perspective plan for the next 5 to 10 years as suggested by the University Grants Commission is prepared by every State Government, taking into account the available resources (including personnel) and facilities and the needs for further development and expansion of higher education. They suggest that the University Grants Commission should pursue the matter with the State Governments and help them in preparing such perspective plans. They feel that ordinarily all new universities should be made to pass through a period of gestation as university centres which may be established for providing post graduate education in various subjects.

The Committee would also suggest that it may be examined whether big universities, e.g., the Universities of Calcutta, Bombay etc. having a post-graduate teaching department should establish regional post graduate sections with a postgraduate teaching department should standard of teaching.

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The Committee feel that it will greatly improve the academic standards in the country if one Central University is set up in each State or one of the existing universities is converted as a Central University, though it will cost substantial amount to the Central Exchequer. They, therefore, hope that the Education Commission will consider this matter in all its aspects and arrive at a decision. Meanwhile they suggest that the feasibility of declaring the three Presidency Universities viz., Calcutta, Bombay and Madras (or at least the city portion of these Universities) which are considered to be highly developed, as Institutes of National Importance. These Universities will thus be brought under the purview of Central Government and further developed through liberal resources and broad based policies relating to recruitment and admission on an all-India basis.

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The Committee do not feel happy that the Ministry of Education has created certain educational institutions analogous to universities but outside the scope of the University Grants Commission thereby adversely affecting the authority of the Commission in taking steps for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in universities.

The Committee feel that this practice is likely to create disparity in the quality and value of degrees conferred by different institutions and should have been avoided. The Committee suggest that the University Grants Commission should be consulted before any institution is empowered to confer degrees equivalent to those awarded by the universities. The Committee also suggest that proper co-ordination should be maintained between the institutions of national importance and the University Grants Commission.

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The Committee have dealt with the question of maintenance grants being given to 'institutions deemed to be universities' in paras 7 and 8 of Chapter I of this Report. They note that according to the opinion given by the Attorney General, the University Grants Commission is not empowered under its Act to give maintenance grants to State universities and 'institutions deemed to be universities.' It is stated that the entire question as to which agency, whether the University Grants Commission or the Central Government, should pay maintenance grants to 'institutions deemed to be universities' is under consideration.

The Committee hope that a decision in the matter will be reached at an early date. They further hope that a decision on the question as to the source from which matching grants be provided for development schemes of 'institutions deemed to be universities' will also be arrived at early.

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The Committee feel that the audit of the 'institutions deemed to be universities' which are given maintenance grants by the University Grants Commission/Central Government should be done by the Comptroller and Auditor General. It should also be ensured that proper internal auditing system is introduced in all these institutions.

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The Committee note that the expenditure on education as a whole in India is very low as compared to other advanced and developing countries. They no doubt agree that other subjects such as defence, food etc., also claim the attention of Government and have to be taken care of. Nevertheless, they would emphasise that there is a direct link between education and national development and prosperity. The Committee, therefore, suggest that the feasibility of levying an education cess to finance educational programmes at all levels may be considered. The Committee are glad to note that the Gujarat Government has already made a beginning in this respect and increased the education cess on lands and buildings in urban areas. While appreciating the view of the Ministry of Education that the grants to be made for university educa-

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tion have to be adjusted within the resources available for education, the Committee cannot help feeling that such low investment in education is likely to create a generation of youngmen lacking in a sense of good citizenship or even lacking in basic human virtues. The Committee apprehend that that may make all our developmental expenditure infructuous. They strongly recommend that for the Fourth Plan sufficient funds should be placed at the disposal of the Commission if it is to discharge its functions effectively.

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The Committee are inclined to take a serious view of the casual treatment given by the University Grants Commission to the issuance of utilisation certificates. The Committee also regret that the Ministry of Education which are empowered to issue directions to the University Grants Commission under Section 20 of the University Grants Commission Act, have not issued any direction even though large amounts have been given by the Commission for which utilisation certificates have not been issued. They suggest that the whole matter should be considered at a high level and suitable measures be taken so that such financial irregularities do not occur in future.

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The Committee are not happy over the very slow progress achieved by various universities in utilising the grants allocated by the University Grants Commission on the basis of the recommendations made by the Visiting Committees for projects relating to science subjects, humanities and those of general nature like hostels, staff quarters, guest houses, non-resident students' centres, hobby workshops, health centres and printing presses. They, in particular, regret that some of the universities such as Bombay, Bhagalpur, Magadh, Nagpur, Ranchi, etc. have not utilised even 20 per cent of such allocations. The Committee feel that the University Grants Commission should not only allocate more funds to those universities which show progress but they should also analyse the causes of slow progress in other universities so as to devise remedial measures for smooth functioning of development schemes sponsored by

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them. They are also of the view that the expenditure on plan projects should be so worked out that there is an even distribution of such expenditure in various years of the Plan to avoid hasty and unscrutinized disbursal of amounts in the last year of the Plan.

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As concluded by the Education Ministers' Conference and admitted by the University Grants Commission, the present procedure of matching grants is not satisfactory in some ways and it needs examination and modification so as to make it more effective in operation. The Committee would like the Government/University Grants Commission to assess the working of the system and take suitable corrective measures.

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The Committee are of the view that it is a serious matter if the schemes sponsored by the University Grants Commission are discontinued after the recurring assistance is stopped by the Commission after a stipulated period. If a University has to discontinue a scheme after some time, the whole money spent by the Commission, State Government and the University concerned over the scheme may become infructuous. The Committee suggest that the whole problem should be examined thoroughly and steps taken to ensure that no scheme sponsored by the University Grants Commission is discontinued by any university after the grants from University Grants Commission for that purpose are stopped after a stipulated period. The Committee also suggest that an assurance from the State Governments may be sought that they will arrange the necessary money for continuing the scheme even after the stoppage of the grant from the University Grants Commission.

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The Committee are of the view that fragmentation in the field of higher education and the division of responsibility among various agencies is not desirable for academic reasons. They consider that the problems in various sectors of education are closely inter-related and require an overall consideration.

In this connection, the Committee would like to reiterate the recommendation made in para 8 of their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi wherein they considered it desirable that grants to all institutions of higher education should be regulated through the University Grants Commission. The Committee further consider that in the interest of higher education (i.e., post-secondary education), it should be the responsibility of the University Grants Commission to effect promotion and coordination of all higher education and not university education only. The Committee hope that this matter will be examined and a decision taken thereon early. They at the same time suggest that pending a decision on this matter, the Ministries/other agencies giving grants to institutions of higher education admitted to the privileges of a University should canalise the grants through or consult the University Grants Commission before grants are paid and before any developmental activities are undertaken by them in relation to those institutions.

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The Committee would like to reiterate the recommendation made in para 31 of their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi that a Committee consisting of the representatives of the Ministries of Education, Finance and Commerce and University Grants Commission should be set up to thoroughly examine the difficulties in obtaining foreign exchange for universities as also the procedural difficulties in regard to issue of import licences and customs clearance permits.

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The Committee note that the foreign exchange allocated under the scheme (which authorises the universities during each licensing period to utilise foreign exchange directly up to Rs. 500 for the import of each item of equipment urgently required for research, subject to the overall foreign exchange ceiling for each university fixed by the Commission) has been much less during 1964-65 as compared to the amount allocated during 1963-64. The representatives of the Ministry of Education and the University Grants Commission have admitted that this scheme has

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been most useful for the universities. The Committee therefore suggest that the feasibility of providing more foreign exchange to universities under this scheme may be examined.

The Committee would also like to suggest that in the interest of quality of higher education and in view of the foreign exchange difficulty, which is likely to continue for some time, the Government should try to get some *ad hoc* grant or loan from some international organisations, specifically for meeting the needs of education and scientific research.

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The Committee would like to reiterate the recommendation made in para 12 of their 82nd Report on the Ministry of Education—University of Delhi that the needs of the universities in regard to supply of building materials, specially cement, should have received high priority commensurate with the purpose. Now that cement has been decontrolled and there is an assurance of larger production and regular supply, the Committee hope that the Government would ensure that there is no difficulty in procuring requisite quantity of cement for universities.

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The Committee quite appreciate that there is bound to be slight differences in average annual cost per pupil in Indian Universities depending upon the recurring expenditure incurred by them. They, however, regret to note the wide variations, in such expenditure. They suggest that efforts should be made to bring as much uniformity as possible in the average annual cost per pupil in different universities.

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The Committee appreciate the idea of giving centenary grants to the universities and colleges. They are, however, distressed to note that centenary grants made in the year 1956-57 have not yet been fully utilised by Bombay and Calcutta Universities. They suggest that steps should be taken to ensure that centenary grants are utilised within a fixed period by the universities and colleges concerned.

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The Committee note from the statement giving details of centres of advanced study started so far (Appendix IX) that no such centre has been selected for the study of Psychology and Sociology. Further, while there is only one advanced centre each in History and Sanskrit, there are three advanced centres in Economics. They also note that while some universities have three to five centres of advanced study, some other universities do not have even a single centre of advanced study. The Committee, no doubt, agree that the establishment of centres of advanced study is a very selective process and the limited resources available should not be thinly spread over in different centres, yet the Committee would suggest that while selecting the location of these centres at least some consideration of regional necessity should be kept in view so that promising students of each region may have almost equal opportunities. They also suggest that the subjects for which centres are to be developed should be decided in advance after assessing the total requirements of the country and as far as possible one university should not initially have more than two centres of advanced study. The Committee also feel that if a composite culture is to be developed in India, there should be composite and integrated course including History and Psychology. Psychology is a developing subject with great social implications, and History has both cultural and applied importance. The Committee, therefore, suggest that the feasibility of developing centres of advanced study for Psychology and History should be examined by the Commission.

The Committee are glad to note that the selection of centres of advanced study is made on the basis of the quality and extent of work done in the various departments of the universities and their contribution to research and potentiality for further development and they hope that this policy will be scrupulously followed.

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While the Committee agree with the view of the University Grants Commission that the scheme relating to Centres of Advanced Study is a very important one, they nevertheless consider it essential that utmost care should have

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been taken for the growth of these Centres which have been started, so that they could enhance the reputation of India as having the highest standard of higher education and thereby attract foreign scholars also for research and higher studies. The Committee recommend that adequate financial provision should be made for these Centres and the amount provided for this scheme should be properly and fully utilised. Besides, every effort should be made to recruit qualified personnel for these Centres. The Committee hope that in due course the Centres will pave the way for raising standards of teaching and research in Indian Universities.

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The Committee are glad to learn that considerable assistance under foreign aid programmes has been procured for the development of Centres of Advanced Study. They hope that such aid will be utilised fully and purposefully. The Committee further suggest that apart from financial help the Government may seek more extensive academic collaboration, e.g., exchange of professors, exchange of publications etc.

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The Committee consider that the two aspects of Centres of Advanced Study, viz., (i) their functioning on an all-India basis and (ii) collaboration with the national laboratories are of considerable importance. They hope that the Committee appointed under the chairmanship of Prof. A. R. Wadia to evaluate the working of these Centres will specifically look into these aspects.

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(i) The Committee feel that in the field of philosophy, India has got old traditions and therefore offers great potentiality for further development. They particularly stress that the Centres of Advanced Study in Philosophy should lay equal, if not, more emphasis on the Indian School of Thought and Culture. In this connection they would like to mention among other schools, Sankaracharya's philosophy which could well be the subject of further research and study.

The Committee would also like to reiterate the following recommendation made in para 41 of

their 83rd Report on the Ministry of Education—
Visva Bharati University:—

“In view of the fact that there are different schools of Indian philosophy, the Committee suggest that facilities may be created in certain selected universities for specialised study and research of different Indian philosophies. The Committee feel that Jain Philosophy has not received due attention in any university for special study. They also feel that either the Banāras Hindu University or the Visva Bharati University each having a Centre of Advanced Study in Philosophy may be eminently suited for studies in Jain Philosophy.”

(ii) The Committee expect that Centres of Advanced Study in Mathematics in the Universities of Bombay, Calcutta, Jadavpur and Punjab would make valuable contributions to the advance and improvement in the study of Mathematics particularly at the post-graduate stage. India has a great tradition in Mathematics and Astronomy and has produced geniuses like Varaha Mihir, Khana, Bhaskaracharya, Aryabhata and Brahma Dutta. India is also reported to have invented the Zero notation and the decimal system. In the recent times, the names of Ramanujam and Narlikar easily come to mind. The Committee hope that by their contributions the Centres will restore to India the glory that was hers in this field.

The Committee attach great importance to the problem of formulating suitable courses of study in the universities. They agree with the Committee on Standards of University Education that 'unless the courses are geared to the dynamic changes taking place in different areas of knowledge, our students are likely to lag behind those of other countries where constant efforts are made in this direction'. They hope that the universities will reorganise their courses of study in the light of the suggestions made in the reports of the Review Committees. The Committee however regret to note that no serious action has

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been taken by the University Grants Commission to follow-up the recommendations of the Review Committees. They suggest that besides implementing the suggestion of organising seminars and conferences to discuss the recommendations of the Review Committees, the University Grants Commission should persuade various universities to implement the recommendations of Review Committees.

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The Committee suggest that the curricula and courses for the undergraduate and post-graduate courses in Science should be constantly kept under review to ensure that these are based on the latest knowledge of the subject and do not lag behind those of other foreign countries advanced in science and technology. They also recommend that the University Grants Commission may consider the feasibility of having a standing review committee for continuous study of science courses in the light of latest developments, so that the attention of the universities may be drawn to them. The Committee also feel that it would be desirable for the universities themselves to appoint review committees periodically to carry out a critical assessment of their courses in science.

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The Committee regret to note a general decline in interest and consequently in standard in the teaching of Mathematics and they feel that the improvement of teaching in Mathematics is essential for advanced training in basic sciences and technology as well as some of the subjects in Humanities. They, therefore, recommend that earnest measures should be taken to implement the recommendations of the expert committee appointed to draw up short term and long term programmes for improving teaching and research in Mathematics.

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The Committee on Standards has made a thorough and exhaustive study of the problems relating to higher education in the Indian universities and has given a useful Report. The Committee are convinced that if the suggestions and recommendations contained in the Standards Committee Report are implemented, it will go a long way to effect proper coordination among the

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universities and maintenance of their standards of teaching. They, however, find that action usually taken by the University Grants Commission on the reports of the experts committees has been simply to forward them to the universities and State Governments for their views and comments or for suitable action. The Committee realise that State Governments are required to take necessary action for implementing the recommendations of various expert committees in State universities, nevertheless, they feel that the University Grants Commission should pursue the recommendations of these expert committees with the State universities and keep a record as to how many recommendations of each expert committee have been implemented. The powers given to the University Grants Commission under Sections 12, 13 and 14 of the University Grants Commission Act may also be invoked, when necessary, to get these recommendations implemented.

The Committee consider that it will be a useful and interesting study to find out how many recommendations of expert committees appointed during each of the last three years have been implemented by the State Governments/Universities. It will be futile to appoint expert committees if their recommendations are not implemented within a specific period and if the University Grants Commission does not pursue the matter with the Universities/States.

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The Committee are unhappy to note that Rs. 23.41 crores have been spent upto 1963-64 for implementation of three-year degree course scheme which even in the opinion of the representative of the University Grants Commission has not brought in much improvement in standard. They cannot help feeling that the curricula for the 11 years pre-university course is rather too heavy for the students. The observations of the universities also widely differ in their assessment about the utility of this scheme. The Committee also note that this problem has been discussed in the conferences of Vice-Chancellors and

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also by the Standards Committee and that it is again being considered afresh by the Education Commission.

The Committee are surprised to find that the three-year degree course scheme has not been accepted as a uniform pattern throughout the country and that it is still in more or less a trial stage. They, however, hope that a sound educational pattern will be devised by the Education Commission for implementation by all the universities/States. The Committee also find that some suggestions are being considered of making the graduate course into 15 years course instead of 14 years as at present by breaking it up in 12 years pre-university course and then 3 years for degree course or alternatively 10 years for school education, 2 years for Intermediate and 3 years for degree classes. They hope that this suggestion which has also considerable support of the educationists will be examined by the Education Commission.

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The Committee are constrained to observe that examinations even at present are mainly test of memory and do not satisfactorily measure the critical power and intellectual development of students. A sound system of internal assessment can play a vital role in improving the system of examinations. The Committee realise that the system of introducing internal assessment is not free from difficulties particularly if an examination, covers over 20,000 to over 150,000 students and if there is no properly conducted tutorial system. The Committee note that the Education Commission is already seized of the problem and hope that a workable solution will be evolved in the light of their recommendations and on the basis of the realistic assessment of the teaching facilities, teacher student ratio, etc. Meanwhile, they suggest that steps may be taken with proper caution to improve the present system of examination at the post-graduate stage where reforms can be effected more easily in view of the smaller number of students involved. The Committee would also like to emphasise that no hasty action in this direction may be taken so as to leave wide scope for undesirable practices.

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44	92	<p>The Committee regret to note that in undergraduate courses, the overall number of failures is more than 50 per cent. In some universities, the number of failures is as high as 70 per cent as in the case of Andhra University for B.A. (Pass) and Mysore University for B.Sc. The Committee note that the figures of failures in Indian universities is very alarming. They suggest that an intensive study of the problem should be made by the University Grants Commission and steps taken to improve pass percentages in under graduate courses by improving the standard of teaching.</p> <p>The Committee are also of the view that there is wide difference between standards of examinations in different universities. Some of the universities can be termed as liberal in awarding First Class to their students, a practice that tends to lower the standard of education and as such is harmful for the country. While conceding that the universities are autonomous bodies, the Committee feel that it is obligatory on the part of the universities, University Grants Commission and the Government to ensure that there is some uniformity of standards.</p>
45	93	<p>The Committee consider it almost imperative that there should be some uniformity of standards in Indian Universities. They are of the view that University Grants Commission should collect information regarding the standard maintained by different universities in their curricula, holding of examinations and in awarding degrees—particularly of those degrees which are not recognised by other universities. The Committee would also urge that the University Grants Commission/Ministry of Education may use their good offices to persuade the various universities to maintain more or less uniform standard in teaching and awarding degrees so that mutual recognition to degrees awarded to them may be made possible. They also suggest that services of the Inter-University Board may be invoked for this purpose.</p>
46	97	<p>Although the University Education Commission had made the recommendation about introduction of general education in the universities</p>

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as far back as 1948-49, the Committee regret to state that no significant progress has been made in introducing general education in various universities and that only Rs. 2 lakhs could be utilized for this purpose out of the provision of Rs. 8.43 lakhs during the last three years. The Committee suggest that the University Grants Commission may review the general education facilities available in various universities with a view to suggest improvements and adoption in other universities where it does not exist at present.

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The Committee do not like to accept that there are bound to be differences in the standards actually attained by various institutions imparting engineering and technological education even though they agree that rigid uniformity of standard is not possible. They are however of the view that when the courses of study are the same in both the Indian Institutes of Technology and University Departments and Colleges imparting technical education, efforts should be made to provide more or less equal facilities for teaching and research. These include provision of good teachers in more or less equal scales of pay, good workshops etc. The Committee therefore suggest that efforts should be made to reduce the differences in standard of education in the university departments and colleges on the one hand and Institutes of Technology on the other. Alternatively the Committee would like the Government to examine the feasibility of the Indian Institutes of Technology undertaking only post-graduate and higher technological teaching and research. The Committee suggest that an assessment of the laboratory and workshop facilities available with the various engineering colleges should be made and remedial measures taken as may be necessary.

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The Committee feel that the practice of charging capitation fee by the Engineering and Medical Colleges is fundamentally wrong. They also note that the Minister of Education has described this practice as "blackmarketing in education". But the Committee feel constrained to remind the Government of their own responsibility for this practice as they have failed to

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provide adequate money for those colleges whose need in those regions cannot be ignored. The Committee would also like to point out that it is Government's inaction that has made these institutions continue this practice which could have been stopped by withdrawing recognition accorded to them. They find that even after an enquiry by the Government of Kerala, the T.D. Medical College, Alleppey has been allowed to collect an enhanced tuition fee of Rs. 2,500 per annum and a special fee of Rs. 250. The Committee are surprised that this exorbitant tuition fee has been allowed to be charged by the Government and they feel that this is only an alibi for capitation fee. The Committee recommend that suitable action should be taken by the Government to put an end to the practice of charging capitation fee enhanced fees etc. by the engineering and medical colleges or by any other colleges. Till this is effectively stopped, the Committee hope that the university/Government concerned would see that the money thus acquired is properly accounted for by such colleges and proper receipts are issued by them as donation for the institute so that there may not be any room for misappropriation of the money for private benefits.

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The Committee feel that one of the most important factors in scientific research which needs to be vigorously promoted relates to research in pure and applied science in the universities and institutions of higher education. Every endeavour should therefore be made to strengthen the facilities for research in the universities by way of provision of financial resources including adequate foreign exchange, laboratory facilities, books and qualified personnel.

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The Committee entirely agree with the observations of the Standards Committee (mentioned in paragraph 106) with regard to the need for close co-ordination of university and non-university sectors in the matter of scientific research. They however, regret that at present there is no proper co-ordination between the research departments of universities and national laboratories. They feel that in an age of science and technology, universities have acquired a new role and a new significance. Interlinking of research in

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the universities (mostly of pure, basic and fundamental character) and the laboratories of the Council of Scientific and Industrial Research (mostly of applied nature) would be of great mutual benefit. Therefore, for proper development of research in the country, there should be complete co-ordination between the national laboratories and universities. A procedure should be devised to have exchange of notes or some mutual discussions among the Directors of National Laboratories and the Heads of the departments of the universities. The Committee also suggest that the feasibility of effecting institutional co-ordination between the University Grants Commission and the Council of Scientific and Industrial Research may be examined.

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The Committee are unhappy to learn that with a few exceptions the university laboratories are ill-equipped. They would like to stress that a well-equipped laboratory is essential for raising the standard of science teaching. They suggest that earnest measures should be taken to equip the university laboratories properly. The Committee also reiterate the recommendation made in para 31 of their 82nd Report on the Ministry of Education—University of Delhi that the question of financing equipment for university laboratories from UNESCO and other aid funds for the Fourth Five Year Plan may be examined early.

They consider that the universities can play a vital role in development of defence research. A major defence problem can be broken into sub-problems and such of those as are of a basic nature can be handled by the universities. The representative of the Ministry of Defence has admitted this possibility. For this purpose, the Committee suggest that there should be necessary co-ordination between the universities and Defence Research Laboratories.

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The Committee are constrained to observe that the resources available to the universities for the development of science departments have not been commensurate with their requirements. They learn that during the Second Plan period, the University Grants Commission paid grants totalling Rs. 4.02 crores to the universities for

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		<p>buildings, laboratories, workshops, equipments, apparatus, library books and additional supply for scientific studies. The amount provided for these schemes during the Third Plan is Rs. 7.92 crores. The above provision for scientific research is not at all adequate considering the great need that exists for improving standards and for enabling science to play its full part in the development of the country. Science education makes heavier demands than general education in respect of accommodation and equipment. As the teaching of science necessarily involves practical work in laboratories, the teacher-pupil ratio on the science side has also to be higher. The Committee hope that Government will make provision for equipping the laboratories on which depends the standard of scientific education and research.</p>
53	110	<p>Library is the storehouse of knowledge accumulated through ages in all the countries and as such the Committee need hardly stress the desirability of encouraging the students to cultivate the habit of utilising the library facilities to the maximum extent. For that purpose the library environments should be made attractive by providing adequate library facilities including reading space in each university and college. The Committee feel that the University Grants Commission should not be content simply by making adequate provision for a good library but should also try to see that the library facilities are properly utilised by the students as also by the teachers.</p>
54	111	<p>The Committee regret to learn that the information regarding the number of colleges which provide reading room facilities for at least 25 per cent of the students on its rolls is stated to be not available at present. The Committee feel that until basic statistics are in possession of the University Grants Commission, it will not be possible to chalk out a scheme and assess its financial implications.</p> <p>The Committee further suggest that the recommendations of expert committees should be properly analysed by the University Grants Commission so as to assess the magnitude of every problem for taking suitable measures as and when funds are available.</p>

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The Committee suggest that the feasibility of starting Book Bank Scheme in various universities and colleges on the lines of University of Delhi may be examined. The assistance given by the University Grants Commission for textbook libraries can be utilized to enrich the Book Bank Scheme. Efforts should also be made by the universities and colleges and their Students' Unions to raise voluntary donation particularly from the ex-students for enriching this scheme.

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The Committee realise the importance of area studies which have been commended by the Shiva Rao Committee and hope that in course of time there would develop specialised institutions for specialised studies enjoying international reputation like the London School of Oriental Studies. But at the same time, the Committee are conscious of the limitation of funds available with Government to take up such ambitious schemes. Hence the Committee suggest that the University Grants Commission may select some universities or institutions for intensive studies on particular areas relevant to India's political, cultural and commercial interests so that with the maximum utilisation of our meagre funds, a nucleus of such studies may gradually develop. For the present, particular emphasis may be given to the South East Asian countries, Ceylon and Iran along with the studies of their languages. The Committee suggest that these centres should be open to students coming from all over the country and also from abroad and as a matter of fact suitable incentives should be given to attract students to these courses.

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The Committee attach great importance to the tutorials as they play an important role in improving the standards of education in colleges and universities. They hope that adequate financial provision will be made in the Fourth Plan to enable proper organisation of tutorials in universities/colleges. The Committee suggest that in the meantime consistent with the financial resources and limited staff and accommodation available, every effort should be made to introduce tutorials in universities and colleges and organise them on sound lines.

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58-	119	<p>The Committee are glad to note that the seminars and summer schools organised with the assistance of University Grants Commission have proved fruitful in giving a stimulus to the participants to improve their professional competence. They hope that earnest measures will be taken for the expansion of the programme which envisages to have 300 institutions by 1970 and to train 15,000 teachers every year. At the same time they would suggest that more summer schools for students and summer institutions for curriculum reform may be organised as these also call for equal attention.</p>
59	121	<p>The Committee note that it has not been possible for the Government to provide accommodation in colleges for all the students seeking admission. The Committee are of the opinion that organised courses through correspondence can have great advantages in a big but poor country like India. By this means opportunities for education and training can be made available very widely at a comparatively low cost. This will also relieve, to some extent, the pressure of number on the universities and colleges. The Committee understand that more than a million persons receive instruction through correspondence courses at the junior technical and higher educational level in the USSR. In the USA at least a million and a half undertake home study courses through correspondence. The Committee consider that the scheme of correspondence courses may be expanded so as to include also science courses and technical courses at various levels. The scheme can be used very effectively for the teaching of languages and for the improvement of education in Mathematics.</p> <p>The Committee would also like to reiterate the recommendation made in their 82nd Report (Third Lok Sabha) on the Ministry of Education—University of Delhi that in selecting universities for opening these courses, preference should be given to such universities as allow large number of private students to appear in examinations simply on payment of the usual examination fees. They would also suggest that the experiences gained as a result of the working</p>

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		of the correspondence courses in the Delhi University should be taken into consideration and put to effective use so that the difficulties encountered by the Directorate of Correspondence Courses of the Delhi University are not faced by other universities where the courses are proposed to be introduced.
60	123	<p>The Committee feel that with the rapidly increasing demand for education at all levels to meet our growing national needs, it is necessary to expand the facilities by organising evening colleges so that one can learn also while earning. They consider that expansion of evening colleges and double shift work in laboratories would lead to large economies in laboratories, buildings and equipment for science courses.</p> <p>The Committee are also of the view that the standard of teaching and research in evening colleges will not be quite effective if the State Governments alone are made responsible for giving grants to evening colleges. They, therefore, suggest that the feasibility of development grants being given to the evening colleges by the University Grants Commission as per the practice followed for day colleges may be examined.</p> <p>The Committee also suggest that the University Grants Commission may examine the feasibility of opening more such colleges with diversified courses which may lead to post-graduate courses on a phased programme. While making this suggestion, the Committee would like to point out that the relationship between the evening college and the day college, whose buildings, laboratories, libraries, etc. will be utilised by the evening college, should be clearly defined and the evening college should be properly constituted as a separate entity and not merely an extension of the day college with more or less the same governing body.</p>
61	125	<p>The Committee feel that the University Grants Commission should have given more consideration to the affiliated colleges which teach 85 per cent of the students and feed the post-graduate classes of the universities. Unless the quality and standard of teaching in the affiliated colleges</p>

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is improved, the money spent on post-graduate classes in the universities would be more or less a waste. The Committee suggest that this aspect may be kept in view by the University Grants Commission while giving grants out of the funds available with them.

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The Committee are unhappy to learn that a number of colleges have of late been set up which do not have adequate enrolment and which are ill-equipped and cannot be considered viable economic or intellectual units. The Committee suggest that establishment of such sub-standard colleges should be regulated and controlled in the interest of maintenance of academic standards.

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The Committee note with concern the deterioration in the standard of education in the affiliated colleges. They feel that the University Grants Commission should tackle the problem of improving the standard of teaching and discipline in the affiliated colleges on a priority basis. In this connection, the Committee would like to draw the attention of the University Grants Commission/Government to their recommendations contained in paragraphs 125 and 128 ante. The Committee hope that suitable measures will be taken by the University Grants Commission/Government in the light of the recommendations made by the Committee on Collegiate Education.

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The Committee are of the view that regular inspection of colleges by the University concerned greatly helps in raising the standards of education in colleges. It helps to bring to light the shortcomings of the colleges so that steps can be taken to remove such shortcomings and to tone up the administration of affiliated colleges. They suggest that the University Grants Commission should make a detailed study of the problem by collecting the various regulations of the universities regarding inspection of colleges so as to find out how far these are followed by them. As a result of such a study a procedure should be evolved with a view to ensure that all universities do carry out periodical inspections of colleges affiliated to them.

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65	131	<p>The Committee suggest that except unitary type of universities like Allahabad, Lucknow, Banaras, Aligarh and Viswa Bharati, all universities should affiliate colleges within their respective zones. As for the unitary type of universities, the Committee suggest that the feasibility of these universities also taking over adjacent colleges may be examined.</p>
56	138	<p>The Committee agree that certain items of expenditure incurred by big colleges of Calcutta such as litigation expenses, interest on loans etc. may be considered by the State Government as legitimate for purposes of grants-in-aid and that if certain items of expenditure are disapproved, intimation regarding this may be given to the colleges before such expenditure is actually incurred by them. The Committee suggest that the University Grants Commission may pursue the matter with the West Bengal Government.</p> <p>The Committee also suggest that the University Grants Commission should follow the scheme of splitting up of big colleges to its logical conclusion, i.e. of having separate building, library, laboratory etc. instead of having 2 or 3 shifts of classes in the same building with the same library and laboratory and in a way under the same management. The Committee consider that if due to stringency of funds, it is not possible to construct new buildings at present for the evening colleges, these may be continued in the buildings of some day colleges but under a separate Managing Committee to avoid interlinking. The Committee feel that in no case more than one additional college should be allowed in the building or compound of one day college in order to ensure that the library and laboratory facilities are adequately available to the students. If no accommodation is available within Calcutta, the colleges should be prepared to move outside. That would also relieve congestion of students in Calcutta.</p> <p>The Committee note that the scheme for the revision of salaries of teaching staff sponsored by the University Grants Commission does not envisage reversion to the old scales for new entrants after the assistance from the Commission ceases. They, therefore, consider it desirable</p>

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that the benefit of the revised grades should be available to all new entrants. They suggest that the University Grants Commission should pursue this matter with the State Government.

Apart from the immediate problem of the seven big colleges, the Committee note that the Calcutta University caters to about 10 per cent of the total student enrolment in the universities and colleges in the country. The number of college students in Calcutta City and Greater Calcutta is over 1,10,000. With over 2 to 3 lakhs of school students, Calcutta poses a serious educational and social problem. The Committee suggest that the Government/University Grants Commission should immediately undertake a comprehensive survey so that remedial measures may be taken for the solution of a menacing social problem.

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The Committee commend the Central Government decision to accept the recommendations of the University Grants Commission for raising the pay-scales of university and college teachers. The Committee hope that the University Grants Commission will exert its good offices with the State Governments to ensure that they cooperate with the Central Government by implementing the new pay-scales.

The Committee feel that now that the Government of India through the University Grants Commission have taken the responsibility of fixing the pay scales of college and university teachers, they should try to evolve a code of conduct to be observed by the teachers. The Committee feel that both the teachers and the students in general should avoid participation in politics, at least in agitational politics. The objective of educational institutions being to educate and train up the younger generation, the energies of the teachers and of the students should generally be devoted to academic matters and not dissipated in extraneous and non-academic matters so that the students can come out from the educational institutions fully equipped not only intellectually but also ethically.

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The Committee further hope that with the assumption of responsibility of fixing the pay scales of the university and college teachers, the Government University Grants Commission should see that the pay scales are properly protected and the teachers do not suffer due to irregular or unhealthy practices which may be prevalent in some of the colleges or universities. Such protection should also cover the protection of the grade and pay scale on migration of teachers from one college to another college or from one university to another university.

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The Committee appreciate the difficulties of universities to attract and retain the services of well-qualified teachers in engineering and technological departments when the scales of pay in universities do not compare favourably with the Indian Institutes of Technology. The Committee fail to find any justification for such disparity in salary scales of the university teachers in engineering and technological departments and the teachers in Indian Institutes of Technology. They hope that, as proposed, the salary scales in Indian universities will be brought at par with those of Indian Institutes of Technology during the Fourth Plan.

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The Committee note that there has been a decline in the overall teacher-student ratio in the universities and colleges during 1963-64 as compared to 1962-63. They also note that during 1964-65 there has been a decline in teacher-student ratio in more than 20 universities. The Committee deplore this tendency which effects the standard of education, and makes it impossible for teachers to pay sufficient attention to students. They are of the view that steps should be taken not only to ensure that the appointment of new teachers keeps pace with the increase in enrolment but also that there is improvement in teachers pupil ratio. In the opinion of the Committee the teacher-pupil ratio of 1 : 10 would be ideal but the Committee apprehend that in view of the large financial outlay involved it may take considerable time to reach that ratio. The Committee, therefore, suggest that Government should draw up a phased pro-

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gramme region-wise in this regard. The Committee would further like to stress that the colleges should try to make up the deficiency by encouraging greater personal contact of the teachers with the students so that the standard of teaching and discipline may not further deteriorate.

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The Committee are glad to learn that there is gradual percentage increase in the number of Professors and Readers in Indian universities as compared to the Lecturers. They consider it a healthy feature and hope that this trend will be maintained. The Committee expect that promotion of teachers from a junior to a senior grade in universities and colleges is made on the basis of seniority, and unless a teacher has been adversely reported upon, he should automatically get his promotion in his turn. The Committee feel that unless the rule of seniority referred to above is followed in the matter of promotion, the system is likely to lend itself to favouritism and nepotism.

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The Committee feel that a person who does not teach has no right to be called a teacher. They also think that a Principal must take some classes as this helps him in maintaining contact with the students. The students should also have easy access to the Principal. The Committee suggest that the University Grants Commission should impress upon the colleges recognised under Section 2(f) of the University Grants Commission Act the desirability of Principals taking a few classes.

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The Committee consider that as the standard and quality of work of a university depend very largely on the quality of its teachers, every care should be exercised by the authorities concerned to ensure that teachers of the highest competence are recruited by the universities. The Committee are pained to learn that instead of merit being the basis, caste, political, regional or non-academic considerations have been playing an

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important role in the selection of teachers. This has been pointed out by several committees, appointed in the past to look into the affairs of specific universities such as Banaras Hindu University Enquiry Committee, Aligarh Muslim University Enquiry Committee and Muzaffarpur Citizens Committee on Bihar University. While the Committee accept the principle of autonomy of a university to appoint its staff without any interference, they feel that this autonomy should not be misused.

The Committee suggest that the procedure for appointment of staff—particularly the Professors and Readers—should be reviewed or revised so as to ensure fairness and justice in their appointment. The Committee hope that the universities, on their own part, will act with a high sense of responsibility in the matter and eschew parochial or extraneous consideration of any kind in the matter of appointment of teachers.

The Committee suggest that the University Grants Commission should take remedial measures by invoking the provisions of Sections 13 and 14 of the University Grants Commission Act, whenever it comes to learn of any malpractices in the selection of teachers. Otherwise in a sense the University Grants Commission may be accused of inaction in the face of such malpractices.

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The Committee attach great importance to the eradication of corruption and malpractices from the universities which are the main source of supply of officers for manning public services especially at the higher levels and hope that the report of the Committee appointed to suggest measures for eradicating corruption and malpractices from the universities will soon be finalised and early action taken on the recommendations made therein.

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The Committee are glad to note that Madras University has already introduced Gratuity-cum-Pension-cum-Provident Fund-cum-Insurance scheme and that schemes relating to Contributory

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Provident Fund-cum-Gratuity and General Provident Fund-cum-Pension-cum-Gratuity are proposed to be introduced for the benefit of the employees of the Central Universities. They hope that the schemes will be finalised and put into force early. The Committee also suggest that State universities and colleges should also be persuaded to introduce a scheme on similar lines.

75 151

The Committee are glad to learn that the scheme for the exchange of teachers between universities has been initiated with a view to encourage exchange of ideas and experiences and to promote a sense of intellectual unity in the country. The scheme makes it possible for the universities to utilise the services of talented personnel as widely as possible. The scheme also provides opportunities for the staff and students engaged in advanced studies to come into close and useful contact with distinguished teachers. The Committee hope that all universities will take advantage of this scheme.

76 152

The Committee feel that, consistent with the country's foreign exchange position, teachers should be encouraged to attend international conferences abroad and take full advantage of the assistance available under the 'travel grants' scheme. Contacts established at such international conferences, besides improving the outlook and the mental horizon of the teachers, are expected to result in fruitful collaboration between Indian universities and universities abroad.

77 153

The Committee commend the scheme of "utilisation of services of retired teachers" which helps in availing of the services of teachers of outstanding merit who have crossed the normal age of superannuation and are otherwise fit. It also helps the teachers to continue the research which has not been completed at the time of their retirement. The Committee, however, suggest that the selection of retired teachers under this scheme should be made with care and the University Grants Commission should keep itself informed of the studies and other activities undertaken by the teachers so as to assess the usefulness of this scheme.

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78	155	<p>The Committee regret to note that only a few universities provide residential accommodation to their teachers and that too to only about 20 per cent of the teaching staff. They fully endorse the views of the Committee on Residential Accommodation for Students and Teachers that there is an urgent need to provide accommodation to at least 50 per cent of the teaching staff. The Committee would suggest that if it is not possible to earmark separate funds for providing residential accommodation to the teaching staff, loans may be given to teachers on easy terms for building houses near the University Campus. The Committee feel that the residence of teachers in the Campus will help in developing a truly academic community wherein close personal contacts between the teachers and the taught can grow and bear fruit.</p>
79	156	<p>The Committee appreciate the scheme for construction of teachers' hostels which are cheaper than staff quarters and provide a better community life. They are best suited for young lecturers not having a large family. They hope that teachers' hostels will be constructed early in those universities where the schemes have been approved and other universities will also be persuaded to have such hostels.</p>
80	159	<p>While the Committee note the analysis of the causes of students' indiscipline given by the Ministry as shown in paragraph 159, they feel that certain non-academic factors play not an insignificant part in contributing to students' indiscipline. These are: (i) cinemacraze and witnessing of sex-provoking films; (ii) cinema posters; (iii) influence of politics in educational institutions; (iv) lack of required type of teachers and contact between the teachers and students; and (v) lack of congenial atmosphere and proper facilities at home. The Committee hope that a note of all these factors will also be taken of by the Government as the problem of students' indiscipline has been a cause for concern from the point of view of wholesome development of the society.</p>
81	161	<p>The Committee are greatly distressed that indiscipline is prevalent at all levels. They note with deep concern the spirit of general indiscipline and defiance among large sections of the younger generation. They agree that student indiscipline is obviously the result of complex</p>

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and manifold causes—some of them non-academic and that it is a symptom of various ills which afflict our society and national life. The Committee cannot help feeling that, to a large extent, this is due to the general loss of idealism and of ethical and traditional social values without any new ones having been developed. In this context the Committee would like to state that politics and politicians are to a great extent responsible for the growth of indiscipline, as very often the students are utilised for political purposes and are taught to defy authority and to resort to violence for redressal of their grievances—real or imaginary. The students are naturally influenced by the environments and the happenings there and it is upto the elder generation to set a better pattern in regard to respect for the rule of law, good manners and constitutional means for obtaining redressal of grievances, real or fancied.

The Committee expect that with the liberal flow of money and with the direct guidance and control of the Central Government, the Central Universities should serve as model universities so as to set an example and standard for the State universities to follow. The Committee therefore, expected a better standard of teaching, discipline, administration, etc. in the four Central Universities. But the Committee regret to find from their examination of the estimates relating to these Universities that at least two of them, viz., the Banaras Hindu University and the Aligarh Muslim University have failed to come up to their expectation inasmuch as there have been undesirable happenings there in the matters of admission, discipline, administration, accounts etc. The Committee are constrained to note that even the highest authorities of these two universities including the Executive Council have not set any standard of conduct to be emulated by similar authorities of other universities. The Committee hope that in future the Central Government/University Grants Commission will take effective steps to ensure that the standard of these four Universities is of such a high order that the State universities can emulate them with profit.

The Committee understand that besides the Committee on Students' Welfare, the Education

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Commission is also seized of the problem of students' indiscipline in universities. They hope that as a result of the deliberations of these two bodies, a satisfactory solution will be evolved for maintaining better discipline in educational institutions.

82 164

The Committee consider it essential that there should be a liberal scheme of scholarships which will enable bright students, even though born of poor parents, to secure the benefit of education if they are intellectually equipped for it. They feel that those who have aptitude and merit should not be deprived of the opportunity of getting higher education due to poverty but should be enabled to embark upon post-graduation standards in universities and higher institutions of learning.

The Committee feel that in view of the vast increase in the number of scholars in the universities, the number of scholarships and fellowships is very much on the low side. Consequently many deserving but poor students are not able to get the necessary financial aid. They would urge that in view of the tremendous increase in the number of students and the general poverty of a large number of students the position be reviewed so that the number of scholarships may be adequately increased. The Committee also note that the amount of scholarship per head is inadequate in many cases. It should be such as to cover the major portion of expenditure of a scholar.

83 165

The Committee agree with the views of the University Grants Commission that there should be a reasonable uniformity in the value of scholarships and fellowships awarded by the different agencies. They consider it desirable that there should be a coordinating authority for making an assessment as to the adequacy, proper utilisation etc. of all scholarships and fellowships awarded by Central agencies. The Committee suggest that an expert committee consisting of representatives of all the concerned Ministries/Central bodies should be set up to consider this question and evolve a satisfactory solution to this problem.

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84	166	<p>The Committee consider that environments and living conditions of the students have been a contributory factor in the matter of low standard of discipline in educational institutions. They suggest that the Ministry of Education/ University Grants Commission should make periodical assessments of the living conditions of students and suggest remedial measures to improve the same. The Committee are also of the view that the Ministry of Education in co-ordination with the State Governments should also undertake periodical assessments of the living conditions of school students who constitute the base of the educational system and many of whom in later years join universities and colleges for higher education.</p> <p>In this connection, the Committee would like to observe that education is no longer the exclusive privilege of the upper classes. In fact, it has reached even the lowest stratum of society. It is very often found that even in urban, not to speak of rural areas, a large number of students do not enjoy even the minimum facilities congenial for studies. Quite a large number of students of even comparatively richer families also do not very often have an atmosphere congenial for study and healthy development due to incompatibility of the temperament of parents and other members of the family. The Committee feel that while considering the question of standard of education and discipline among the students, the Government should give due attention to all these factors and try as far as possible to provide subsidised hostel accommodation for the poorer sections and day-hostels for as many students as possible to provide recreation facilities.</p>
85	167	<p>The Committee feel that the provision of adequate hostel accommodation may not be feasible for some years to come in view of the limited resources and the need for going slow with building activities in view of the present emergency. They therefore welcome the plan for establishing the students' homes in the universities for providing essential amenities for day scholars. The idea being that students who do not have</p>

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congenial environments for study at home, may utilise their time for academic work at such places in a proper atmosphere. The Committee also agree with the Committee on Residential Accommodation for Students and Teachers that location of students' homes should be decided very carefully and as far as possible the home should be located near the university or college campus. The Committee hope that during the Fourth Plan the scheme will be extended to colleges also.

The Committee are distressed to learn that two students' homes sanctioned by the University Grants Commission for Calcutta University in 1957 could not be started due to which the Commission's offer of assistance was withdrawn in January, 1966. The Committee consider the setting up of students' homes as essential more particularly in Calcutta with a preponderant population of non-resident students who mostly come from comparatively poorer families and have not the necessary facilities and congenial atmosphere in their own homes and as such would be in great need of such students' homes. They hope that the Calcutta University will again approach the University Grants Commission for the revival of the grant and will avail of the scheme of students' homes in full.

86 168

The Committee are of the view that there should not be two schemes of the same nature and hope that the schemes of Students' Homes and Non-Resident Students' Centres will be merged immediately and operated as one scheme during the Fourth Plan.

87 170

The Committee are glad to learn that the percentage of scholars residing in hostels to the total enrolment has been gradually increasing. They feel that the provision of suitable and adequate hostel accommodation is essential for a healthy corporate life and improvement in the quality of higher education. The Committee hope that earnest measures will be taken to implement the recommendations made by the Committee on

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Residential Accommodation for Teachers and Students. They further hope that adequate funds for residential accommodation of students and teachers will be placed by Government at the disposal of the University Grants Commission to enable it to assist the universities and colleges during the Fourth Plan period.

88 172

The Committee note with concern that many universities do not have proper facilities for medical treatment. They cannot too strongly emphasise that a University should have adequate arrangements for having periodical medical check-up and treatment of students on its rolls.

The Committee hope that suitable measures will be taken to improve the medical facilities in various universities in the light of the recommendations of the Committee appointed to formulate a health service scheme for teachers and students. They also suggest that measures should be taken to provide adequate medical facilities to the students and teachers in affiliated colleges and to have at least one annual medical check-up of all the students. If possible, for each college of over 1000 students there should be a medical officer and a dispensary with clinical facilities.

89 173

The Committee consider that the Students' Aid Fund in universities and colleges provides valuable help to needy students and recommend that every university and college should take advantage of this scheme.

90 175

In view of the growing indiscipline among the students, the Committee suggest that the University Grants Commission may review the working of the guidance and counselling centres so as to make such centres effective and useful to the student community. The Committee would also like to reiterate the recommendation made in paragraph 90 of their 82nd Report on the Ministry of Education—University of Delhi

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that the University Grants Commission may evolve, in due course, a model Students Counseling Centre for adoption of the scheme by other universities. The Committee feel that these centres will be more useful for the bigger universities of affiliating type where the contact between the students and the teachers is either almost non-existent or very thin.

91 177

The Committee have not been much impressed with the success and utility of the scheme of hobby workshops. They hope that the Expert Committee appointed to evaluate the scheme of hobby workshops will critically examine the existing set-up of hobby workshops so as to assess whether the benefits provided to students are comparable with the outlay involved. The Committee feel that if the scheme is to be retained it should be made purposeful and attractive for the students.

92 179

While appreciating the idea of establishing Gandhi Bhavans in some of the universities, the Committee note with regret that not much has been done to propagate the ideas and ideology of Mahatma Gandhi. The Committee feel that these ideas deserve to be properly propagated among the young students and, to that end, the Gandhi Smarak Nidhi, as also the University Grants Commission may make serious efforts to improve the working of Gandhi Bhavans set up so far, in the light of recommendations made by the Committee on Gandhi Bhavans and also to set up such Bhavans in other universities and educational centres. The Committee need hardly stress the importance of organising study circles, symposia, seminars, talks, lectures and other specialised studies in Gandhi Bhavans on Gandhian ideology and his socio-economic ideas. The Committee hope that these Bhavans will be fully utilised to explain to the students the philosophy of Indian revolution of which Mahatma Gandhi was the leader and inspirer.

93 180

The Committee regret to note that the expenditure on the scheme of Campus Projects which is intended to encourage the spirit of social ser-

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vice among students has continuously been going down over the years. They suggest that the reasons for such decline in expenditure under this scheme may be gone into and steps taken to revitalise this scheme. They are also of the view that administration of such a scheme which deals with universities should be the responsibility of the University Grants Commission.

The Committee also suggest that a scheme may also be worked out to enable the students to participate in community welfare programmes especially in rural areas. In this connection they would like to refer to paragraph 94 of their 82nd Report on the Ministry of Education—University of Delhi wherein it is stated that Social Service Leagues set up in Delhi University and its colleges have undertaken useful programmes e.g. running literacy classes, visiting hospitals and institutions for orphan children etc. The Committee would like to stress the necessity of devising some regular arrangement for attracting the students to such kinds of social work by providing incentives, if necessary.

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182

The Committee appreciate the idea of having Planning Forums in universities and colleges to create interest among the student community about the Five Year Plans and the economic problems facing the country. They, however, regret to learn that as many as 34 universities and institutions deemed to be universities and 1478 colleges have not yet set up Planning Forums. They are also unhappy to learn that Planning Forums which have been set up have not generally proved popular. The Committee suggest that the University Grants Commission in consultation with the Planning Commission may undertake a review of the working of Planning Forums in various universities and colleges. In the light of such a review steps may be taken to revitalise the programme of Planning Forums. The feasibility of entrusting the administration of the scheme to the University Grants Commission may also be examined.

The Committee are also of the view that Planning Forums should have a wider scope not only to discuss the Plans of this country, but

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also to have an understanding of the plans of other countries. Particular attention should be given to the distinctive features of democratic planning and of the crisis of development which any plan will have to pass through. The Planning Forums should also discuss the shortfalls and the reasons thereof and achievements of various Plans.

95 184

The Committee feel that the problem of medium of instruction at university level should be so tackled as not to deteriorate the standard of education. The Committee hope that a sound policy will be laid down by the University Grants Commission to be followed by a university during transition from English to regional languages/Hindi in the light of the recommendations made by the National Integration Conference and Committee on Standards of University Education.

The Committee would like to stress that before any changeover from English takes place, the University Grants Commission should ensure that a phased programme is chalked out to make available necessary text books in the languages chosen to replace English. The Committee apprehend that dependence only on regional languages without simultaneously developing a link language to be used as a common medium for all regions may result in splitting education into linguistic compartments which would make exchange and migration of teachers and students very difficult and may also affect the sense of national integrity.

The Committee cannot over-emphasize the imperative necessity of teaching English or any other advanced foreign language so that India may not be intellectually isolated.

96 185

The Committee feel that the quality of education depends very largely on the climate of hard work and proper motivation. They also feel that the number of working days should be adequately increased and classes held for a larger number of days so that the entire curricula may be covered by class lectures or by tutorials. The Committee hope that the University Grants Commission/Government will take suitable steps for this purpose.

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| 97 | 186 | <p>The Committee feel that the Community Development and Panchayati Raj have made an impact on Indian society and economy and are glad that a scheme for promoting programmes of teaching and research in Community Development, Cooperation and Panchayati Raj has been initiated in universities. They hope that the scheme will be implemented vigorously.</p> |
| 98 | 188 | <p>While recognising the utility of the extension lectures as furnishing a sort of bridge between the academic world and the intelligentsia, the Committee feel that this may be a double track scheme so that public men of eminence may also be invited to speak to the students and teachers of a university or even of a college. They suggest that for assessing the popularity and usefulness of this scheme some details (including the gist of the subject discussed, the duration, the number attending etc.) may be regularly maintained. The Committee further suggest that an evaluation of the popularity of the extension lectures among the public and benefits accruing therefrom may be undertaken by the University Grants Commission and the scheme modified or intensified in the light of such an evaluation.</p> |
| 99 | 190 | <p>The Committee welcome the scheme of assisting universities for establishment or improvement of their printing presses. They hope that every university will have a printing press of its own in due course. The Committee suggest that these printing presses should be run on commercial lines and that every endeavour should be made to bring out low priced publications which may be useful to the students and to the public.</p> |
| 100 | 191 | <p>The Committee would like to stress that education has to be taken as a comprehensive discipline even though it may have to be phased out into different stages, according to the age</p> |
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of the student or according to the age-wise mental development of the student. The edifice of University education can hardly be built up without a proper base. Unless an integrated scheme is drawn up for the development of education as a whole and unless an overall authority is set up to supervise the guidance and purpose of education from the pre-primary to the university stage, the Committee apprehend that the real purpose of the University Grants Commission or of education cannot be fulfilled.

101 191

The Committee are distressed to note that a class distinction in education is developing in so far as there is a qualitative distinction between the standard of education available to the richer section and that available to others. The Committee apprehend that this discrimination in the impressionable age is likely to affect the mental build up of both the sections—the richer students tending to develop an attitude of superiority and arrogance and the poorer students an attitude of being deprived of their dues and thus manifesting an attitude of defiance and fight against.

They feel that the Government should see that such wide disparity in education available for the richer and poorer sections should be removed. The Committee further feel that in a poor country, committed to the spread of education for the whole nation, education should not be made costly but should be made accessible to the general run of the people. The Committee feel that the Government should take this aspect of the matter into consideration in framing their educational programme.

102 191

The Committee suggest that the functions of the University Grants Commission should be extended further and it should be clearly mentioned that in addition to promotion and co-ordination, the University Grants Commission should take up in right earnest the question of guidance. The Committee feel that this is particularly important in view of the present tendency among the students of a growing spirit of defiance.

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103	191	<p>The Committee think that the University Grants Commission have taken up a number of extra curricular schemes having more or less the same objectives, but none has been pursued with the desired seriousness. While the Guidance and Counselling scheme, schemes relating to University Campus, the Gandhi Bhavan, the Hobby Workshops, Planning Forums, etc., are quite commendable in themselves, the Committee feel that there is scope for coordination and limiting the number of schemes so as to ensure their proper implementation. The Committee would like to stress the importance of providing facilities for recreation, games, outings etc. particularly to the students of affiliated non-Government colleges.</p>
104	191	<p>The Committee appreciate that the University Grants Commission within its limited resources and limited authority has been trying to perform a very difficult task. It has been able, to a certain extent, to coordinate the efforts of the different States and the Universities and also to help maintain some standard of education. But the Committee feel that education being a State subject under Constitution the University Grants Commission cannot be expected to perform miracles in the field of higher education. In a federal state an organisation like the University Grants Commission can function efficiently only with the willing cooperation of the different States in the interest of the whole nation and of the States themselves. The Committee hope that it will be possible for the Government to evolve some code so that the advice of the University Grants Commission is accepted by the State Governments as a matter of convention in the sphere of higher education. The Committee would also like the Central Government to take some interest in the improvement in the standard of secondary and primary education. Otherwise university education programme in India may end as an attempt to build up peak without building the foundation.</p>

APPENDIX XXIV

Analysis of Recommendations in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the Organisation and Working.

Serial Nos. 1, 2, 4, 5, 6, 7, 8, 9, 10,
12, 13, 14, 15, 16, 17, 18, 19, 20, 21,
22, 23, 24, 25, 26, 27, 28, 30, 32, 33,
34, 35, 36, 37, 38, 39, 40, 41, 42, 43,
44, 46, 47, 49, 50, 51, 52, 53, 54, 57,
58, 59, 60, 61, 62, 63, 64, 65, 66, 67,
68, 69, 72, 73, 76, 77, 78, 81, 83, 84,
85, 86, 88, 90, 91, 92, 93, 94, 95, 96,
98, 99, 100, 101, 102, 103, and 104.

B. Miscellaneous Recommendations:

Serial Nos. 3, 11, 29, 31, 45, 48, 55, 56,
70, 71, 74, 75, 79, 80, 82, 87, 89 and
97.

