Report of the Committee
on
Governance of Universities and Colleges

PART-I

"GOVERNANCE OF UNIVERSITIES"

SITY GRANTS COMMISSION
1971

DATA

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PRINTED AT THE INDRAPRASTHA PRESS (CBT), 4 BAHADUR SHAH ZAFAR MARG, NEW DELHI-1.

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CHAPTER I

OUR APPROACH TO THE PROBLEM

The recommendation which led to the setting up of the present committee on university and college governance was made at a conference of Vice-Chancellors convened by the Ministry of Education & Youth Services and the University Grants Commission on April 21-24, 1969. After the inauguration of the conference by the Union Education Minister and the address of the Chairman of the University Grants Commission, the conference split itself into three committees, referred to as committees A, B, and C. The committee B dealt, inter alia, with the question of governance of universities and discussed the subject at length. The committee felt that several of the points which would have to be considered in relation to the governance of universities needed further examination in depth. It was, therefore, recommended that the University Grants Commission may appoint a special committee which could, inter alia, study the problem of university governance in its various aspects, with particular reference to the following:

(i) Structure of universities and composition of and representation on various university bodies, i.e. senate/court, syndicate/executive council, academic council etc.
(ii) Relationship of universities with affiliated colleges including conditions of affiliation, constitution of the governing bodies, university representation etc.
(iii) The question of student participation in statutory bodies of universities/colleges.

When the report of the committee B was presented along with the reports of the two other committees to the plenary session of the Vice-Chancellors' conference, the recommendation with regard to the appointment of a committee to consider the problem of governance of universities in its various aspects was accepted, and it was resolved that the University Grants Commission be requested to take suitable action in that behalf.

Accordingly, the Commission appointed two committees in June 1969 to consider the issues relating to governance of universities and colleges respectively. The committee constituted under the chairmanship of Dr. P.B. Gajendragadkar, Vice-Chancellor, Bombay University, was concerned with

the governance of universities, while the committee constituted under the chairmanship of Rev. P.T. Chandi, then Vice-Chancellor, Gorakhpur University, was requested to deal with the governance of colleges. A list of members of the two committees is attached (Appendix 1).

The terms of reference of the two committees were:

Committee on governance of universities

To consider the structure of universities; functions, responsibilities and powers of the statutory bodies; conditions of service of staff, student participation, and related matters.

Committee on governance of colleges

Relationship of colleges with the universities; conditions of affiliation, procedure of selection and conditions of service of teachers, constitution and powers of governing bodies, university representation, student participation, and related matters.

The two committees at their first joint meeting held on 4th October 1969 decided to constitute different groups or panels to deal with various aspects of the questions under consideration.

Letters were then addressed by the Chairman of the committee on governance of universities, on behalf of the two committees, to the Vice-Chancellors of the universities requesting them to communicate their views and suggestions on the issues covered by the terms of reference of both the committees. Letters were also addressed to the State Governments inviting their views. Replies were received from some Vice-Chancellors and State Governments. Representations from several individuals and institutions interested in the problem were also received. Some members of the committee met a number of teachers, students and educationists at a few university centres, and ascertained their views. The chairmen of the committee and of the groups met some members of Parliament belonging to different political parties to ascertain their views on the points with which the two committees were concerned. Opinions and evidence thus collected were of considerable value to us in formulating our final conclusions.

The reports made by the different panels of the committee have also given us valuable assistance. Besides, at the meeting of the two committees, the relevant issues were fully discussed. The committee at its meeting held on November 4-5, 1970 considered the draft report which had been circulated to it earlier. The committee approved the draft with some modifications, and appointed a subcommittee consisting of Professor S. Nurul Hasan, Professor M.V. Mathur and the Member-Secretary to revise the draft in the the light of the discussions held at the meeting. It was further decided that the chairman be authorised to approve the revised draft and submit the same,

on behalf of the committee, to the University Grants Commission. The final draft was circulated to the members on 6-5-1971.

At this stage, we wish to make it clear that the views expressed in this report and in the reports that we propose to make hereafter are the views of the members of the two committees in their individual capacities.

While the work of the two committees was proceeding, Rev. P.T. Chandi, who was the chairman of the committee on governance of colleges, relinquished his office as Vice-Chancellor, Gorakhpur University, and took another assignment outside India. Thereupon the Chairman of the University Grants Commission amalgamated the two committees into one committee, and asked Dr. P.B. Gajendragadkar to be the chairman of the larger combined committee. The composition of this committee on governance of universities and colleges is indicated in Appendix II.

Before the committee had made any appreciable progress in its work, the Vice-Chancellor of the Delhi University wrote to the Chairman of the University Grants Commission in November 1969, requesting that the two committees appointed by the University Grants Commission might also examine the composition of the main statutory bodies of the Delhi University and the mode of their constitution. The Chairman with some members of the committee accordingly visited the Delhi University and held discussions with the university authorities, and representatives of teachers, students and a administrative staff.

In April 1970, the Union Education Minister suggested that further publicity should be given to the appointment of the two committees as the teachers' associations and other interested parties were not fully aware of their work. The Commission accordingly issued a press note inviting organisations and individuals interested in the relevant matters to communicate their views to the University Grants Commission. A copy of the press note issued is attached (Appendix III).

After the work of the committee had made some progress, we decided that we should submit our report in three parts. The first, we thought, should deal with the governance of universities and should be submitted as early as possible; and the second report, to be submitted later would deal with the governance of colleges, and the third would be concerned with conditions of service, emoluments, responsibilities, and other matters relating to university and college teachers. The reason which weighed in our minds for coming to this conclusion was that the problem of governance of universities was relatively more urgent, and our report in respect of that problem should be submitted expeditiously.

It appears that as a result of the report made by the Banaras Hindu

University Inquiry Committee in July 1969, the Union Education Minister while suggesting the adoption of interim measures for the governance of Banaras Hindu University, gave an assurance that a comprehensive bill dealing with the Banaras Hindu University would be introduced in the Parliament as early as possible—and we thought that our first report would have relevance to the proposed measure. On the 28th August 1969, the Hon'ble Minister made a statement on the floor of the House in which he dealt with the problem of indiscipline and unrest among students, witnessed on several university campuses, and stated: "The time has come for a comprehensive survey of, what is called, the governance of universities for which a committee has been appointed by the University Grants Commission". "This committee", the Minister said, "is also going to look into the subject of student participation. Therefore I have to wait for the report of the committee before introducing a comprehensive bill concerning the governance of Banaras Hindu University". Mainly in view of this statement, we decided to make our report in three parts, and to give prority to the report on governance of universities.

There is another factor which also weighed in our minds in coming to this conclusion. On the 21st February 1969, Mr. Madhu Limaye, a Member of Parliament, introduced Bill No. 11 of 1969 "to constitute students' unions and to provide for their representation in Central Universities bodies". After the bill was introduced, it was circulated to ascertain public opinion. Mr. Limaye has also introduced another Bill No. VIII of 1969 called "The University Grants Commission Amendment Act 1969" for inserting a new section in the Act (Section 12-A) intended to make it compulsory for all universities to set up university students' unions and similar unions in colleges, and to make the setting-up of joint teacher-student committees at the university and college levels mandatory. Student participation, which is one of the topics with which our report on the governance of universities is concerned, has thus assumed further public importance, and added a new dimension to the problems under consideration. Mr. Limaye had also introduced a Bill regarding Teachers' Unions in the Central Universities. We shall deal with this problem in our report on teachers.

Before proceeding to make our specific proposals in relation to the governance of universities, we think it necessary to refer to some general considerations which will broadly indicate our approach to the problem. The first question which we must ask ourselves is: why has it become necessary to appoint this committee to consider the question of governance of universities when, in 1964, a report had already been made by a committee appointed by the Union Ministry of Education to examine and report on a 'Model Act' for universities?

The answer to this question is not difficult to find. The Education Commission (1964-66) referred to "the quick, almost breath-taking, rate at

which social changes take place". Therefore administrators and educationists connected with higher education have inevitably to examine the problem of governance of universities, and of the content of university education from time to time. "In a traditional society", says the report, "change is so slow that the conservatism of the educational system does comparatively little harm. In a modern society, on the other hand, change is so rapid that the system must be always alert if it is to keep abreast of the significant changes. The educational system which does not renovate itself becomes out-of-date and hampers progress, because it tends to create a lag between its operative purpose and standards and the new imperative of development both in quality and quantity". We do not want to imply that the sole reason for appointing the present committee is the need for innovation and reform. Where reform is most needed, it is not unoften most delayed for a variety of reasons, including the complexity of the existing situation. In such circumstances committees tend to become substitutes for action. We hope our report will not suffer this fate.

Besides the report of the committee on a 'Model Act' for universities did not receive adequate attention, and its recommendations were, by and large, not implemented. Nevertheless, the process of change can no longer be ignored, particularly because new challenges have been thrown to university education, by the claims made by teachers and students for active participation in the administration and academic affairs of the universities. In order that university education should fulfil its function properly, it is apparent that the question of student and teacher participation should receive serious and earnest consideration. The university system should be sensitive to the changing conditions of society and shifting patterns of thought and behaviour, and must be ready to meet new demands and requirements. The pattern for the governance of universities ought not to remain static. Experimentation should be the very essence of university education. With the explosion of knowledge, the methodology of teaching and the content of education itself have to change. The system of higher education must, therefore, be dynamic. Frenquent changes may not be advisable to disturn the even tenor of higher education, but that does not mean that the system should be stationary and stagnant. It is obvious that the essential dynamism of higher education requires suitable changes in the existing administrative and academic machinery in the universities.

Apart from this, as already indicated, a new dimension has been added to the problem of governance of universities as a result of the claim justly made by university students for participation in university administration, both in academic and non-academic sectors. In Kerala, the relevant University Act has made specific provisions for such participation. Mr. Limaye's Bill, to which we have already referred, is intended to further this objective in the Central Universities. The manner in which such participation should be secured, the extent to which it should be provided for as a

first step, the object which it is intended to achieve, are all matters with which we shall deal later. At this stage, we are referred to this aspect of the matter because it gives an additional reason for having a fresh look at the problem of the governance of universities.

While dealing with the question of governance of universities, we will be concerned primarily with the organizational set-up of the universities, the different categories and classes of their officers, and the composition, functions and powers of the various statutory bodies which constitute the traditional components of the university set up. It seems essential in this connection to enumerate the objectives or goals of university education. These are relevant since the nature and composition of different statutory bcdies and their respective functions, powers and duties will mainly depend on these general considerations.

What then is the object, purpose and goal of university education? In 1947, Jawaharlal Nehru while addressing the graduates of the Allahabad University said, "a university stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search for truth. It stands for the onward march of the human race towards even higher objectives. If the universities discharge their duties adequately, then, it is well with the nation and the people". This statement very eloquently describes the essential purpose or goal of university education.

University education has a manifold function to discharge. Pursuit of excellence in knowledge and advancement of knowledge have been the main functions of university education. This approach, however, is no longer adequate in the context of rapid national development and social change. The function of a university today is not only to enable the students to attain excellence in knowledge, but also to contribute directly to national development, to furnish intellectual and moral leadership to the community at large. Today when our nation is struggling to march towards the establishment of an egalitarian society, bases on political and economic justice and social equality, university education can no longer remain a passive spectator. The task of creating a new social order which has assumed paramount importance today cannot be overlooked by the university community. Thus the goal of university education has a dual character; firstly the pursuit of knowledge and the attainment of excellence in different disciplines, and secondly the development of a sense of ethos which makes the university community conscious of its obligations to the community at large of which it is an important segment. As the Report of the Education Commission (1964-66) so aptly points out, the university education should have a three-fold emphasis:

— internal transformation so as to relate it to the life, needs and aspirations of the nation;

— qualitative improvement so that the standards achieved are adequate, keep continually rising, and at least in a few sectors, become internationally comparable; and
— expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalisation of educational opportunities.

The Education Commission felt that the existing system of education is largely unrelated to life, and there is a wide gulf between its content and purposes and the concerns of national development.

In drawing up this report we are deeply conscious of the fact that any change in the structure of the universities or of their organisation will not by itself, be a material factor in improving the quality thereof. But we are also conscious of the fact that an organisational pattern which is not in harmony with the needs of progress can retard the pace of development, and that a flexible pattern of organisation, which is responsive to the changing needs of society as well as knowledge, can be a powerful factor in accelerating progress.

This committee does not have within its purview the problem of the contents of education, nor is it possible for this committee to deal in detail with the new challenges that will face the institutions of higher learning in the next decade. First and foremost is the problem of the "expansion of numbers". Indian society is in a state of ferment. In view of social changes under way, those sections of society that could not get an opportunity for higher education for centuries will have to be given facilities and encouragement to receive the benefits of higher learning. The Planning Commission has recognised that the percentage of young people in higher education will need to be substantially raised in the coming years. But this would need large additional resources. Resources would also be required to improve the existing facilities. There is a desperate need for more facilities and resources. We need highly educated personnel not only to solve the multifarious problems facing a developing society, but also to spread enlightenment among the masses to promote a scientific outlook, and to provide leadership in the struggle against backwardness and obscurantism.

Equally important is the challenge of the expansion of knowledge. The rate of growth in the research output of the world has been so high that the volume of knowledge is doubled within a short period of 10 to 15 years. This indicates that existing knowledge soon becomes outdated. There have been rapid changes in methods and techniques, and the specialisations within each discipline have been growing quickly in depth, sophistication and diversity. On the other hand, the distinction between disciplines is becoming more and more blurred, and no fruitful contribution can be made to knowledge, if attention remains confined within the narrow sphere of individual disciplines. This also emphasises the importance and need for co-

operative research by teams of scholars, who may belong to several disciplines.

There is a growing feeling that the universities must come out of the "ivory tower", not only because the intellectuals should have a commitment to social problems and the cause of humanism and justice, but also because knowledge should be related to social purposes, and research should contribute materially to the transformation of society. This involves a radical change in the syllabi and structure of courses. Further it involves a continuous review of the educational system and a more careful planning of the content of education. The university organisation should ever be responsive to these changing social needs.

At the same time, in view of the rapid advances in various fields of knowledge, it is imperative that the prevailing system of education and methods of instruction should be critically reviewed from time to time. The Education Commission (1964-66) was of the opinion that 'some of the teaching until comparatively recently has been dominated by a syllabus which is many years out-of-date'. There has to be a continuing emphasis on experimentation and innovation, particularly in the field of postgraduate education and research, to enable the educational system to retain its dynamism.

In order to improve the quality of instruction as well as to impart to it a social relevance, there should be a greater contact between higher education and the problems of life and society. No longer can we afford an isolation between universities on the one hand, and industry, agriculture, rural development, public administration etc., on the other. The organisation of the university should, on the one hand, prevent the growth of an exclusive caste system of academics and administrators, and on the other, encourage mobility between the universities and the various sectors of national life and economy.

To face this challenge as well as to ensure that the pupil is able to enrich his personality and to develop all its facets, there should be greater participation of students in the affairs of the universities and colleges. Similarly for proper development of the pupil's personality as well as in the interest of national integration, and above all to enable gifted students to avail of the best facilities available in any part of the country, there should be provision on a much larger scale than at present, for scholarships and other facilities to encourage mobility.

Also, it is becoming increasingly necessary for different universities to cooperate for specialised or general purposes, to set up and maintain common laboratory/library services, to pool effort and resources for developing specialities, and to undertake joint programmes of research, seminars, etc. The specialised knowledge developed in one university should be

available to other universities.

We are deeply conscious of the fact that these challenges cannot be met unless we are able to increase substantially the *total (as also the per capita) expenditure* on higher education. There is little chance of the universities fulfilling legitimate expectations, unless higher education and research are given a much higher priority in the national scheme of things, than at present. Expenditure on higher education and research should be considered, not merely as an essential social service, but as an investment for the future.

Besides the explosion of knowledge and the problems which flow from it, we have the impact of the explosion of number of students. India claims to have the third largest number of college students in the world after the U.S.A. and the U.S.S.R. The arrival on the university campuses of an ever-increasing number of students, year by year, poses another challenge to university education. This explosion needs a radical change in organisation, and the methods of teaching and examinations. It involves the responsibility of introducing diversified courses, and giving different options to students with different aptitudes and different abilities.

We have so far indicated the nature of the problems which academic life is facing today, because we wish to emphasise that the pattern of university organisation needs continuing review and adjustment. The system has to be so framed and evolved as to enable the academics to introduce appropriate changes from time to time in the contents of education and the methods of teaching and evaluation of student performance. The administrative wing of the university has to function in a human and imaginative manner, and the statutory bodies of the university should be so organised as to give to the academics, full freedom and latitude, to meet the changing requirements of modern society. *Inflexibility or rigidity should be foreign to the organisational set-up of the university, and flexibility and capacity to change should be its characteristic.* It is in the light of this principle that we propose to examine the problem of the governance of universities.

Without going into a detailed examination of these and many other problems facing higher education, we have tried to ensure that the structure of university organisation is flexible enough to be able to adapt itself to the changing needs of society. To be effective, it should encourage innovation, experimentation and change. It is for this purpose that we have emphasised the need for autonomy in universities, while respecting the right of the community at large to make the universities responsive to the needs and requirements of the country.

The concept of university autonomy is often misunderstood. It is not a "legal concept", not even a "constitutional concept". It is an ethical concept and an academic concept. This concept does not question that, in a

democratic society like ours, legislatures are ultimately sovereign, and have a right to discuss and determine the questions of policy relating to education including higher education, which means that legislatures can determine the structure of universities, their rights and their obligations. It is well known that education including university education is within the legislative competence of State Legislatures. Entry 11 in List II of the Seventh Schedule in the Indian Constitution makes it clear that the State Legislatures are sovereign and are competent to deal with all problems of university education subject to limitations which flow from entries 63, 64, 65 and 66 in Union List I of the same Schedule. Entry 66 in List I provides for coordination and determination of standards in institutions of higher education or research and scientific and technical institutions. Thus subject to the limitation imposed by these latter entries, the sovereignty of State Legislatures to deal with university education cannot be and is not in question; in other words, university autonomy does not suggest that the universities are a state within a state, and a law unto themselves. The concept of university autonomy, however, means that it would be appropriate on the part of democratic legislatures not to interfere with the administration of university life, both academic and non-academic. The claim for autonomy is made by the universities not as a matter of privilege, but on the ground that such an autonomy is a condition precedent if the universities are to discharge their duties and obligations effectively and efficiently as regards imparting and advancement of knowledge, and also making their unique contribution to the life and development of the nation. There are two aspects of university autonomy—(i) autonomy within a university, and (ii) autonomy in relation to agencies and authorities external to it, the most important of which is the state.

There is a positive aspect of the university autonomy which relates to the functioning of the statutory and other bodies of a university. Bossism of "senior members" must be eradicated, and the deliberations and debates in the various bodies pertaining to all matters falling within their purview must be free, fearless and objective. Effective participation of all the members concerned is an essential ingredient of the concept of university autonomy.

On the university campus teachers and students are jointly engaged in the pursuit of knowledge and the search of truth. This pursuit must not be affected by a fear of public disapproval or criticism. Academics must enjoy full freedom to express their views on all matters with which they are concerned, independently of any consideration as to whether their views would receive public approval or not. Freedom from fear of public disapproval is yet another aspect of the concept of autonomy.

Participation of students in the present context is perhaps a necessary concomitant of university autonomy. While considering this aspect of the question it is necessary to emphasise, that the object of student participation

as we conceive it, is to help make university education richer and more meaningful and significant.

The university is a corporate complex with many constituents—administrators, heads of departments, deans of faculties, teachers and students. In this complex, there is no party in "power" and no party in "opposition". Therefore, it is from this point of view that the question of participation of students must be conceived and considered. In considering this concept, there is no legitimate scope or justification for any "opposition complex" against the establishment of university, either in relation to its administrative wing or in relation to its faculties. As has been pointed out in the recent publication, *The Culture of the University,* by Caleb Foote: "Any mechanical analogy of a university with its very specialised and unique functions to a 'democratic society' is inapposite; yet such attributes of the democratic spirit as freedom of speech and inquiry, respect for personal autonomy, and the pre-eminence of the appeal to reason are the essence of a genuine educational climate". The concept of participation of students is to help make university education richer and more significant and meaningful. The contribution of students in determining the shape and pattern of the academic life of the university can be very substantial. When students desire to participate in the academic life of the university, and to be intensively involved in their education, when they want to be joint partners in the pursuit of knowledge, and co-sharers in the experience of acquisition of knowledge, and want to develop a sense of belonging to the university both in regard to its academic and non-academic affairs—it is obviously desirable and necessary to promote and strengthen student participation in the administrative and academic affairs of universities.

We attach the greatest importance to the establishment of an efficient and acceptable machinery for joint consultations, and we believe that such consultations should be provided for at the *faculty and departmental levels* in the universities and in colleges. Incidentally, we may point out that in all co-curricular activities, students must be allowed to participate fully in decision-making under the general guidance of some selected teacher or teachers of the university/college, and the administration of the extra-curricular activities should be left entirely to students. So far as the concept of the participation of students in the administration of a university is concerned (i.e. membership of Executive Council, Academic Council, and other statutory bodies), we must confess that it is a new concept and involves a radical departure in the traditional philosophy of university governance. It is however *necessary to accept the relevance and validity of this departure,* not so much because students are claiming participation in university administration, but because, considered purely as an academic proposition, legitimate participation of serious-minded students in academic matters of the faculties with which they are concerned, we have no doubt, would help to make the functioning of the faculties more meaningful, fruitful and significant. Students

and teachers should be regarded as junior and senior members respectively of a university, sharing common goals and ideals. We shall say something more about this aspect later. These are some of the positive and constructive facets of the concept of autonomy in the internal functioning of a university.

We recognise that this concept does not purport to exclude advice, and even guidance or direction, in a suitable form, regarding the administration of the university, when circumstances require it, by an 'authority' outside the statutory bodies. Indeed, we propose to provide for a machinery for such "supervision" while dealing with the powers of the Visitor. We may say at this place a few words about autonomy in relation to external agencies of which the state is the most important. The finances of a university are almost entirely provided from public funds; the tuition and examination fees paid by students do not amount, in general, to more than a quarter of the total budget. This being so, and also as the work and contribution of the universities to national development and life must reflect national policies (for instance as regards trained manpower) and aspirations, the universities and the Government (State and Central) have to and should work in close collaboration. Each must respect the complementary role of the other. There should of course be no day-to-day interference in the working of a university—about this there are no two opinions. But this is not enough by any means. The most serious difficulty faced by nearly all universities is the extreme inadequacy of maintenance grants provided by the State Governments. Without adequate financial support, and financial autonomy, subject to the normal safeguards and process of audit (and again in audit stress should be on "performance audit" rather than "expenditure audit", which should take into account the special characteristics and functions of a university), autonomy is a hollow phrase. We suggest that this may be examined in some detail by the University Grants Commission in consultation with the State Governments/Universities. We strongly recommend that the University Grants Commission should be involved effectively in advising the State Governments in determining the quantum of maintenance grants. Without adequate financial resources, far more than those currently provided, and above a certain minimum critical level, there can be no progress in higher education, except marginally here and there.

Whilst we are dealing with the concept of university autonomy, it is also necessary to refer to another important factor. At the last Vice-Chancellors' Conference held in 1969, some Vice-Chancellors complained that the High Courts sometimes interfere with the decisions of the university bodies—academic or administrative—rather too freely. Their grievance was that interference with the academic or administrative decisions of the university bodies was likely to lead to indiscipline, among the students and the teachers of the university, and would generate an unhealthy atmosphere on the campus. They urged that if the appointments of teachers made by the

universities in accordance with the procedure prescribed in that behalf, or if the results of individual candidates in university examinations, were upset by judicial decisions on some technical or legalistic grounds, it is likely to impair the dignity and autonomy of the university system.

We appreciate the spirit underlying this complaint, but we must emphasize the fact that in our country, the doctrine of the rule of law is paramount. Every citizen in a democratic country—teachers and students are obviously included amongst the citizens of the country—is entitled to seek justice in courts in regard to the disputes which under the law of the land are justiciable. We must also recognise that the power of the High Courts under Articles 226 and 227, and the power of the Supreme Court under Article 32 of the Constitution, to issue appropriate writs, constitute the cornerstone of the democratic way of life, which we have adopted. These powers are intended to safeguard the fundamental rights of the citizens and to prevent capricious, unfair, improper or irregular exercise of power. The university system would not, therefore, be justified in having a grievance, if any citizen such as a teacher or student or a member of the administrative staff, approaches appropriate courts for relief in respect of an alleged injustice due to him.

Though this position is clear, it would, we think, be wise for the university system itself to devise an adequate machinery to deal with grievances either of students or of teachers or members of the administrative staff in respect of all matters—academic or administrative and the machinery should be so devised that all persons concerned would have confidence in its impariality and independence, so that the ultimate decision reached by the final authority within such machinery would be regarded as satisfactory by every one. We feel confident that if the university system devises such a reasonable and satisfactory domestic machinery, to deal with grievances of all the constituents of the university system, occasions for recourse to courts of law may not arise, and even if parties move courts of law, ordinarily the courts would be reluctant to interfere with the decisions of the tribunals or bodies set up by the university system.

Incidentally whilst we are dealing with the autonomy of the university *vis-a-vis* the courts in the country, it is also necessary to consider what should be the proper approach of the university authorities in dealing with occasions, when the university campus is rudely disturbed by eruption of violence. We feel confident that if lines of communication are kept open between the different constituents of the university system, and if proper machinery is devised for the removal of grievances, no occasions may arise leading to eruption of violence or for the adoption of pressure tactics or agitational methods. If human touch is introduced in the administration of the university affairs, both academic and administrative, there would be proper response from all the constituents of the university system.

Even so, if unfortunately, despite all legitimate precautions taken by the university system, and despite all the efforts made to avoid the eruption of violence, some students—and the number of such students is always very small as compared to the total number of students studying on the university campus—adopt violent methods and create a law and order problem, the Vice-Chancellor and all his associates, including teachers and senior students, should do their best to control and stop such violence. Persuasion by the Vice-Chancellor and his colleagues and teachers and students may in many cases succeed; it is, however, not impossible that in some cases a determined group, though small in number, may persist in violence, and commit acts which constitute offences under the law of the land. In such a situation, it would, we think, not only be open to the Vice-Chancellor but would be his duty to call for the aid of the State authorities. When students studying on the university campus become violent, we must always remember that we are dealing with the anger of impressionable young persons, who may be acting under external influences or blindly protesting against alleged grievances, and they may, therefore, have to be dealt with as adolscents who are emotionally disturbed temporarily or psychologically illadjusted or maladjusted. Even so, it is important to emphasise that the commission of acts of violence cannot be condoned, merely because the persons who commit such acts are young impressionable students of the university. If the Vice-Chancellor and his associates find that the situation has gone completely beyond control, and a law and order problem faces them in all its nakedness, full assistance of the State authorities must be requisitioned.

In doing so, the Vice-Chancellor and his associates should take care to advise the State authorities who depute persons to deal with violence on the university campus to discharge their duty firmly in a human, humane and sophisticated manner. Unfortunately our constabulary, and even some of our senior police officers, are still not trained in the art of dealing tactfully and employing "minimum force" with angry mobs, particularly when they consist of impressionable young students. Experience shows that when young students are involved in acts of violence, and State assistance is sought for, and the police deal with the situation unimaginatively or harshly, and sometimes use excessive force, that itself creates a problem in which the university authorities and the community at large feel gravely concerned. Such a situation can and ought to be avoided by the State, by instructing its police officers to deal with the situation in a very restrained, sophisticated, tactful and civilized manner. That we think must be the approach of the university authorities when they face the problem of law and order, caused by the eruption of violence on the university campus.

There is yet another aspect of this problem to which we must refer before we proceed further. We have been discussing the concept of university autonomy in all its aspects—negative and positive. We have also pointed out that a university cannot and does not claim to be a state within a state,

and cannot and does not claim immunity from the jurisdiction of the courts established by law in our country. The positive aspects of the concept have also been described by us. What still remains to be discussed is the importance of the role which the University Grants Commission has to play in this sphere.

The University Grants Commission, with its intimate connection with all universities in the country, should advise and assist the universities in upholding the dignity of the university system, and safeguarding the autonomy of the universities in all its aspects. The Commission must act as a guide, philosopher and friend of the university system, and as such it is the custodian of the university autonomy, and is entrusted with the responsible task of guiding the universities to make sustained and dedicated efforts to meet the challenge facing university education today. We would like to add that the future of university education will depend largely on the dynamic role which the Commission will play in discharging its functions.

In this connection we ought to add that in our opinion, it is necessary that the State Governments should invariably follow the convention to consult the University Grants Commission, in all matters pertaining to the universities in their respective regions. We should also recommend that if any State Government intends to introduce new legislation with regard to the governance of universities, and desires to make any provision for participation of students in the university administration or make any other changes in the existing Statutes it would be advisable if it consults the University Grants Commission and the respective universities in that behalf, before it reaches a final conclusion. Nothing should be done which would in any way affect adversely the reputation of a university or its public image. This is an obligation, of course, of the university, but it is also an obligation of the State.

Having thus considered some preliminary points of general character, we ought to refer to another aspect of the universities in India, which is relevant to the question of their governance.

There is such a variety in the organisation of universities in the country, that it would be *difficult to suggest a uniform pattern,* which would be applicable to all the universities in the country. Indeed we are inclined to take the view that there is a considerable advantage in adopting a certain degree of variability, which is essential for innovation-cum-development. In other words, uniformity or rigid standardisation in this matter, is in our view, not desirable. Besides there are some obvious difficulties in contemplating the concept of uniformity in India.

There are some universities which are essentially "City Universities"—with or without affiliated colleges—and on the other hand there are univer-

sities with affiliated colleges scattered over a very large area.

Generally speaking, the number of colleges affects qualitatively the character of a university and its organisation. Where, for example, a university has a very large number, say over 100 affiliated colleges, it is obvious that there can be no effective participation and involvement of the colleges in policy-making and governance of the university.

We have repeatedly emphasised the importance and need of promoting and strengthening a sense of belonging and involvement among the constituents of a university, whether these be colleges, teachers, or students, or administrative staff. In the context of our times and the challenges we face, and the role that the universities are expected to and should play in our national life and development, a major change in their work and organisation is essential. A crucial element in this whole scheme is that the constituent units should have a sense of commitment to the ideals of the university, and a sense of participation in problems of policy, planning and decision-making, and implementation of plans of development. This can hardly be realised if the number and size of the constituent units become excessively large. The university then ceases to be a complex with an essential unity of purpose and coherence. It would be no more than a chaotic aggregate. We shall discuss elsewhere about the optimum size and governance of a college, but here we would like to deal with the question of number of colleges affiliated to a university. In our view the number should not ordinarily exceed about thirty, and certainly not beyond twice this size. *We regard this as most important principle that the Head of every college should have a seat in the university court and on the Academic Council, but this is not practicable if the number of colleges is more than thirty or so;* for otherwise the size of the university court and the council would become so large as to defeat the very purpose for which these are constituted. We are aware that this recommendation would require setting of new universities, but we see no other way of meeting of the present situation. For instance, no "reorganisation" of the Calcutta University, however radical or ingenious, can be of any avail unless its size is reduced drastically. We would suggest that once the basic principle stated above is accepted by the Central and State Governments, each case may be examined in detail by the U.G.C., in consultation with the State Government and the university concerned.

We are satisfied that in the interests of higher education the number of colleges in a university should not be too large; also that as far as possible at least one university in a State should be a "City University". And, further, as far as possible postgraduate education should be limited to university departments, and if extended to colleges, it should be on very carefully planned and selective basis (to ensure adequate standards). In the latter case, as also even in the case of well-established undergraduate colleges which have built up a high reputation for themselves, it may be desirable to give them

effective "autonomy". This is explained later.

Notwithstanding the variety, there are certain principles which will be applicable to most, if not all, the universities in the country. We have attempted to spell out such principles. It is, however, important to bear in mind that these principles are basically interrelated, integrated, and it would be unfortunate if only some of them are picked or chosen indiscriminately. This is not to suggest that variations in details would be out of place.

We are emphasising the great need for ensuring flexibility in the organisation of a university. By this, we are essentially referring to the flexibility of the academic structure, and the academic needs and the requirements of each university, in the light of its own special requirements, its conception and the changing nature of academic problems and the manner in which it wishes to specialise in certain areas. In the scheme of things we are recommending, we feel this can be ensured partly by keeping the items to be covered in the Act to the barest essentials, leaving the composition and powers of the various authorities and bodies to be dealt with in the Statutes where the initiative for amendment would remain with the universities themselves. The recommendation that the ordinances may set up as many Boards of Studies and Committees as they deem proper for dealing with interdisciplinary courses or projects of research; the suggestion that the ordinances should provide the broad scheme of the requirements for various courses, leaving it to the departments or the Boards of Faculties to spell out the details; the need for decentralisation so that the primary academic units have a great deal of initiative and power; and for simplified procedure for amending the Statutes and framing of ordinances without undue loss of time; these will contribute to flexibility in the organisational set-up of the universities to cope with the academic problems with which they will be faced. At the same time, we feel that to ensure such a flexibility, and to guarantee close association of teachers and students and the junior and senior members of the universities, it would be necessary to have some uniform pattern in all Indian universities which we have ventured to recommend.

As we have already mentioned, at the initial stage of our inquiry, we received from the Vice-Chancellor of the Delhi University, a communication addressed to the University Grants Commission, inviting the present committee to consider the pattern of the governance of Delhi University, and posing one or two specific additional problems. We do not propose to deal with the pattern of the governance of the Delhi University as such, nor indeed with the question about the pattern of Central Universities as such. We are dealing with the pattern of governance in a broad and general form, and we will make it clear when we deal with this aspect of the problem, that this pattern need not be applied in the same way to every university. The character of the university, its historical tradition, the legislative enactment under which it has functioned so long, the nature of its Statutes and Ordinances; all these

may have to be taken into account and suitable and reasonable adjustments and changes have to be made in the pattern, which we have suggested as a general pattern of the governance of universities. The individual questions referred to us by the Chairman of the University Grants Commission at the instance of the Vice-Chancellor of the Delhi University will be dealt with in due course.

Though we do not propose to deal with the problem of governance of Central Universities as such, we would like to make some general observations about the functioning of Central Universities. In our view, the Central Universities should primarily have a distinctive character of their own. The Banaras Hindu University Inquiry Committee (1969) made the following observations about the role of Central Universities:

> "The Central Universities should seek to supplement and not always duplicate the facilities and achievements of the State Universities. The State Universities, though they should function in every possible way as all-India institutions, have a basic responsibility to the needs of the State and the local community and sometimes these may not coincide exactly with the order of priorities and demands of other parts of the country or the country as a whole. However, in the case of the Central Universities their role and responsibility is clear; it is to function effectively and vigorously on an all-India basis, to help build up a corporate intellectual life in the country and to further national integration. Broadly speaking, the Central Universities should provide courses which need facilities (in terms of staff and equipment) ordinarily beyond the reach of State Universities or for which the demand would be too small if limited only to the requirements of an individual State. There is another aspect to which we would like to refer as it has reference to the special functions and responsibilities of Central Universities. It is well-known that in our country, just as some areas are economically backward, so are some areas educationally backward; and we feel that the Central Universities should regard it as a part of their special function to contribute towards removal of imbalances from the academic life of our country and take suitable action to help deserving students from educationally backward areas. In order to achieve this object such facilities as may be necessary should be made available to the Central Universities. We are aware that the University Grants Commission has been concerned with some of the problems outlined above and we have no doubt that the Commission will look into these matters further."

We broadly agree with the spirit underlying these observations.

There is another observation we would like to make before we part with this topic. We think that, apart from the Delhi University, the Central Universities should function as "unitary teaching universities" that is, these

should not have *affiliated colleges.* In Delhi, for historical reasons, the University has both teaching and affiliating functions. In our view and taking into account the pattern of development of the Delhi University it would on the whole be an advantage if the present character of the University is maintained. But so far as the other Central Universities are concerned, it would be wiser to avoid making them teaching-cum-affiliating universities. This would imply that the total enrolment should not exceed a certain maximum size, say 5,000 to 10,000, as otherwise it would be too unwieldy to function effectively and coherently. For large universities a federal type of organisation—university departments and affiliated colleges—seems not only inescapable, but also definitely advantageous.

Indeed in this connection, it would not be out of place to suggest to the Union Government, that it would be in the interest of healthy and satisfactory functioning of Indian federalism, and it would materially help the cause of higher university education, if the Union Government, with the concurrence of the State Governments, sets up at least one "city university" in every State (unitary or federal, depending on the special circumstances and needs), and treats such a university as a Central university. Modernization of courses and upgrading of research should be much easier under such a set-up. If such Central universities are established in different States, it may remove any sense of dissatisfaction that the Union Government does not assist the growth and development of higher education in the States, as much as it does by helping the existing Central Universities.

In this connection, it would not be inappropriate to refer to the oft-quoted words of the report 'Scientific Progress, the Universities and the Federal Government' (1960) (Professor G.T. Seaborg, Chairman of the Atomic Energy Commission, U.S.A.):

> "Both basic research and graduate education must be supported in terms of the welfare of society as a whole. It is in this large sense that the role of the Federal Government is inevitably central. The truth is as simple as it is important: whether the quantity and quality of basic research and graduate education in the United States will be adequate or inadequate depends primarily upon the Government of the United States. From this responsibility the Federal Government has no escape. Either it will find the policies—and the resources—which permit our universities to flourish and their duties to be adequately discharged—or no one will."

While we are referring to the part the Central Universities have to play in the educational life of the country, we would like to refer to the Bill which has been recently introduced in the Parliament, *viz.,* the Aligarh Muslim University Bill, 1970. We do not propose to consider or express any opinion on any provisions of the Bill except to deal with the general issue of the character of the Aligarh Muslim University. In the case of Azeez Basha

& others versus the Union of India*, a question was raised before the Supreme Court whether the Aligarh Muslim University can be held to be established and administered by the Muslim minority, within the meaning of Article 30(1), and the Supreme Court answered the question in the negative. It held that the university when it came into existence in 1920 was established by a Central legislation, the Aligarh Muslim University Act 1920: It cannot therefore be treated as a university established and administered by the "Muslim minority" within the meaning of Article 30(1) of the Constitution.

The Aligarh Muslim University has over the years made a notable contribution in the education of Muslims, and has contributed to the study of Muslim culture and philosophy in depth as one of its prominent academic activities, and the academic work, writings and speeches of its scholars have consistently emphasised the fact that Indian culture is composite in character, and to the enrichment of this composite culture, Muslims have made a significant contribution. Similarly the Banaras Hindu University has over the years specialised in the study of Hindu culture and philosophy, and has emphasised the progressive character of Hindu way of life, and yet it cannot be regarded as a Hindu institution. These two universities are national institutions and must always remain as such. Since we believe that the Central Universities have to play a major role in the development of education in the country, and should serve as pathfinders and pace-setters in the sphere of educational progress, it is essential that the Central Universities should maintain their national character. In our view, it should be the special privilege of Aligarh Muslim and Banaras Hindu Universities not only to specialise in the study of Muslim and Hindu philosophies and cultures respectively, but to make a joint endeavour to encourage a cooperative study of the evolution of the present Indian composite culture, philosophy and way of life. Students and teachers of these two universities, by their academic and non-academic activities should contribute, as indeed all universities should, to bring all the Indian communities together as members of the mighty Indian brotherhood, entitled to and enjoying the same fundamental rights, and subject to the same fundamental obligations—and thus to strengthen the cause of secularism.

In this report, we are repeatedly stressing the importance of effective participation or involvement of teachers, and also of student (except in certain obvious "areas" such as appointment of examiners, etc.) in decision-making and governance; but as regards "representation" as an element of such participation we have, following the Radhakrishnan Commission recommendations, generally avoided direct elections in the case of teachers. Apart from special or ideal situations, elections could lead to factionalism and other evils, which seriously hamper and disrupt academic work and

* A.I.R. 1968 (Vol. 55) Page 662.

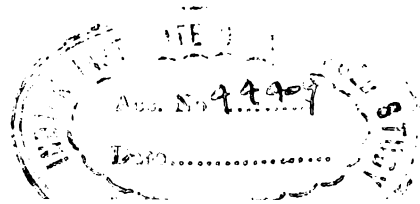
healthy development of universities.

What is really important is to ensure the effective participation of all categories of teachers with the process of decision-making. In this report we are seeking to ensure precisely this type of effective participation.

Where it is necessary to have elections, we recommend that the elections should be, as far as possible, according to the system of proportional representation, so that groupings with the intention of dominating the administration of the university may not be resorted to.

The principle which we have adopted in making our recommendations, is that for the effective participation of all the constituent elements of the university community in discussion and decision-making as stated earlier, the method of election for appointment of members on university and college statutory bodies should be avoided, except when there are compelling reasons to the contrary. Normally the operations of democracy require elections but in our view democratisation of university administration, and delegation of powers and functions to which we attach considerable importance, does not necessarily involve the adoption of the principle of election. The concept of one coherent complex, to which all the constituents belong, requires that methods should be devised to enable a large number of teachers to take part in the making of decisions, which would be the function of the Boards of Studies, the Faculties and the Academic Council. Experience has shown that if the principle of election is adopted in respect of the composition of the statutory bodies of the university, it is not always true that opportunities are made available to a large number of people, nor are the best men inclined to stand the stress and strain of elections. Besides, the process of election is, we apprehend, likely to introduce considerations which may not be consistent with the academic atmosphere in which the university bodies should function. As our proposals will show, in some cases we have recommended appointment by rotation, while in others we have recommended nomination.

We are of the view that in the case of unitary universities it would be best, on the whole, to avoid election in filling positions on their bodies, and to adopt the method of 'rotation'. How the rotation is to be effected, is a matter of detail. The basic consideration should be to adopt a method (say, based on 'seniority', after classifying the total number under appropriate categories) which would ensure representation on the bodies of all the major categories and interests. Obviously, this can work when the number involved is not too large, and that is why we have the unitary universities specially in mind. "Rotation" is totally meaningless when the number is very large—so large that a vast majority of this category would never be eligible for appointment. We would, therefore, suggest that in the case of affiliating universities, and particularly when the number of colleges is large, the positions be filled through some process of election, which would imply



a measure of participation. Each college could elect, say two representatives (one from the senior and one from junior teachers), who would constitute an "electoral college" to select persons for the various university bodies. It could be so organised that one third number of the "electoral college" retire every year.

We feel that participation should be extensive and intensive. What is important is to have a strategy, which will effectively promote and build necessary, purposeful and meaningful participation. We are satisfied that in most cases the best way at this stage is to avoid an election, though in some areas election would be more meaningful.

At the same time, we consider it necessary to emphasise that wherever power is given to an individual, be he the Vice-Chancellor or the Dean or the Head of the Department, it is desirable that such power should be exercised by the person concerned after full consultation with his colleagues.

Amongst the recommendations we propose to make there is one particular recommendation to which we would like to refer at this stage. We have limited the area of functions of the Academic Council in one sense, and in another sense we have made the functions of the Academic Council more significant and important. At present, the Academic Council is called upon to consider matters pertaining to all the faculties, and the debates in relation to these matters pertaining to different faculties do not always interest members of the Council, who are not involved in the said decisions directly or even indirectly. We are, therefore, contemplating that the Academic Council should deal with general academic issues, and should really be the most important academic body in the university. Our anxiety is to save the Academic Council the trouble and the labour involved in dealing with matters pertaining to all or several of the faculties, though they may not always involve questions of general academic importance.

In the scheme which we have envisaged, the Boards of Studies will play a decisive role in matters concerning the respective disciplines with which they are concerned, and so we have given great importance to the composition of these Boards. We are also contemplating the division of these Boards into two categories; one dealing with postgraduate studies and the other dealing with undergraduate studies. But we do not want these Boards to function in isolation, and some of the recommendations we propose to make, will show that there will be integral relation between the work and the activities of the two Boards. As we have already indicated, our intention in making the proposals in the subsequent chapters is not to set up a rigid and inflexible pattern. On several recommendations, it would be open to the State Legislatures to adopt the course, which may appear to be consistent with the historical background and the functioning of the universities in the respective States, and with the local tradition and requirements. However,

the basic proposals recommended by us should be considered as an integrated scheme, and if changes are made in our recommendations, care should be taken not to disturb their integrated character. We would like to repeat what we have already observed that the process of evolving a pattern of governance of universities, as well as the process of modernizing and changing courses of studies in different disciplines, should be a continuous process. There should be no finality, inflexibility or absoluteness about them. In that sense, our recommendations should be taken for adoption for the present, and after their working is observed say for five-ten years, the problem may be reviewed in its entirety, That is the concept of experimentation which, we think, must inspire higher education.

If our universities are to make their proper contribution to national development and progress, and fulfil in some measures the role envisaged by Nehru in his memorable words quoted earlier, it is of the utmost importance that the "public image" of universities is such as would inspire general confidence and respect for them, and promote and strengthen the community's trust in their work and capabilities, and faith in their future. All this is by no means easy. And much of it would depend on the universities themselves—their students, and perhaps even more so on their teachers, and head of institutions and vice-chancellors. However, it is plain that no small responsibility and obligation, as regards the public image of universities, rests on the Government in the States and at the Centre. Much depends on how they deal with the important issues concerning universities: What genuine regard and respect they have for them: What faith they have in their future? It is not necessary to elaborate the point which is essentially a simple one. Nothing should be done by the Government which may undermine and adversely affect the prestige and status of the universities, and everything possible should be done as would raise their public image.

In conclusion, we would like to emphasise the fact that in the matter of making the university education purposeful, meaningful and significant for the teachers, students and the general community, what ultimately matters is not so much the pattern to which the university and its statutory bodies conform, but the spirit of dedication and the sense of purpose which should guide the activities of those who will function in these statutory bodies. The administrative wing of the university as well as the academic wing must work in a spirit of cooperation, understanding, and imagination, and human touch must be present on the university campus, in the class rooms, co-curricular activities and even in purely administrative matters. Lines of communication between different sections of the university community must always remain alive and should never be allowed to be blocked. University organisation should prove to the community at large that debate and dialogue, communication and exchange of ideas carried on freely, fearlessly and objectively, can solve all problems. We venture to express the hope that the proposals which we are making in the following chapters, if accepted,

would lead to progressive and desirable changes not only in the outlook of all the constituents of university community, but also in the activities of the statutory bodies of the university and its administrative wing.

We recognise that a sense of ethos in the minds of the teachers and students will help and sustain the proper functioning of the university system, and our endeavour will be to make such recommendations regarding the pattern of the organisational set-up of the universities, which would facilitate the work of all statutory academic bodies in fulfilling their tasks and obligations. If the dual goal of "Knowledge and Commitment" of university education is zealously and earnestly pursued by the university community, in the words of Nehru "all will be well with our country".

CHAPTER II

ACTS, STATUTES, ORDINANCES & REGULATIONS

The universities in India are established or incorporated by Acts of Legislature*. Legislatures have sovereign authority to deal with university education, subject to the limitations to which reference has already been made. We have pointed out that in order that the universities may perform their functions properly, their autonomy should be scrupulously respected by the legislatures and the executive, though there would be some spheres in which the State may exercise supervisory authority over the administration of the universities, and that should only be through the Visitor, as indicated later. In the scheme which we recommend, the President will be the Visitor of the central universities, and the Governor will be the Visitor of the state universities.

ACT

The Act under which a University is established may provide for the following: definitions; objects; powers; jurisdiction of the University; visitation; officers of the University; authorities of the University and their powers**; audit of the accounts of the University; provision for correspondence courses; private candidates; and autonomous colleges/departments. The Act should make it obligatory for the University that its teachars (including colleges) shall be appointed on a written contract, and that there should be a provision for arbitration in case of any dispute arising out of such contract; further, that every employee or student of the University (including colleges admitted to its privileges) should have the right to appeal to the Executive Council of the University, in case he feels aggreived by the action of any officer or authority of the University/College. It may also provide that the Statutes adopted under the Act shall prescribe conditions under which colleges and other institutions may be admitted to the privileges of the

*According to the UGC Act, 'University' means a 'University established or incorporated by or under a Central Act, a Provincial Act or a State Act. Other Institutions of higher education may be deemed to be "universities" but may not be designated as universities.

**The details about the manner of appointment of the officers, the terms and conditions of the appointment of officers, and the composition of the University authorities may be provided by Statutes.

University and the withdrawal of such privileges; conditions of service of staff (including the manner of termination of their service) and pension, insurance and provident fund. The Act may indicate the items which may be provided through Statutes and Ordinances, and the procedure for the framing of Statutes and Ordinances and Regulations. The Act may provide that Statutes shall be framed for establishing "Student Unions" in the universities and colleges, and for the participation or representation of students in the functioning of the university/college. Similarly, it may provide that the Statutes may be framed for 'teachers associations' and 'non-academic staff associations'.

The Act may further provide that the proceedings of any of the authorities shall not be rendered invalid merely because of any vacancy not filled up or any 'formal defect' in the composition of the authorities; that there will be no civil liability in respect of action taken by the officers or employees of the university in good faith; the power of the Registrar or other person authorised by the University to enter into agreements and to sign documents, authenticate records, etc.; delegation of powers by the authorities or officers of the University to individuals or committees. Provision should also be made to enable the Vice-Chancellor to exercise the powers of the statutory bodies of the university, and pass appropriate orders, if in his opinion the relevant matter is so urgent that an immediate decision in respect of this is necessary. Such action of the Vice-Chancellor should in due course be reported to the appropriate authority whose power he has exercised. In view of our recommendation regarding delegation of powers, the occasions for the exercise of such power by the Vice-Chancellor, in respect of urgent matters, may not frequently arise.

A provision may also be made that no member of the university (teacher, student or non-academic staff) shall engage in any activity instigating or involving violence, including threat of violence, likely to disrupt teaching or study or research or the administration of the University or the proceedings of any of its bodies, or obstruct any teacher or officer of the University in the performance of his duties, damage or deface any property in the University or any colleges admitted to its privileges, or occupy or use the same otherwise than in accordance with the rules or other provisions made therefore by the University or College authority concerned. In defining the powers of the University, the Act should give specific authority to the University to co-operate or collaborate with other Universities, learned bodies or associations in such manner as may be prescribed in the Ordinances. Provision may also be made for such other matters as have been indicated in the following chapter.

STATUTES

Though the first Statutes of a University may be framed under the autho-

rity of the Legislature, the University should be authorised subsequently to amend, repeal or add to the said Statutes. However, no change in the Statutes thus made should come into operation without the previous approval of the Visitor. The Executive Council may, from time to time, make new or additional Statutes or may amend or repeal Statutes, provided that the Executive Council shall not make any Statute or any amendment of the Statute affecting the status, powers or constitution of any existing authority of the University until such authority has been given an opportunity of expressing an opinion on the proposal, which shall be stated in writing, and shall be considered by the Executive Council.

Every Statute or addition to the Statute or any amendment or repeal of the Statute shall require the approval of the Visitor, who may give his assent thereto or withhold his assent or remit the same to the Executive Council for re-consideration. A new Statute or Statute amending or repealing an existing Statute shall not come into operation unless it has received the assent of the Visitor.

The Statutes may provide for the following:

(a) The composition, powers and duties of the Court, Executive Council, Academic Council, Student Council*, Selection Committee, Faculties/ Schools, Finance Committee, and such other bodies as may be deemed necessary to be constituted from time to time; the establishment and recognition of Students Union, Teachers Association and non-academic staff Association; the mode of appointment of the Vice-Chancellor, and Pro-Vice-Chancellor, the terms and conditions of their service, and their powers; the mode of appointment and powers of the Registrar, Finance Officer, Librarian, Principals of the University-maintained Colleges, Deans of Faculties; principles governing seniority; conditions of service of staff, the manner of termination of service of staff and disciplinary action; and the provision of pension, insurance and provident fund for the benefit of the employees of the university.

Statutes may also provide for the following matters:

Discipline of students, classification of the emoluments and manner of appointment of teachers; conferment of honorary degrees and other distinctions; withdrawal of degrees, diplomas, certificates and other academic distinctions; establishment and abolition of faculties/schools, departments, halls/hostels, colleges and institutions; procedure for admitting colleges and other institutions to the privileges of the University and for the withdrawal of such privileges; alumni associations and/or conditions of registration of old students. In these matters the Executive Council should be obliged to

*See page 45.

obtain the views of the Academic Council before modifying the Statutes.

Provision may also be made of such other matters as have been recommended in the following chapters.

ORDINANCES

The Executive Council should be given the power to make, amend, repeal and add to the Ordinances of the University. All Ordinances made by the Executive Council should come into effect immediately (unless the Council itself decides otherwise to await the directions, if any, from the Visitor within the period indicated in the following paragraph).

Every addition, amendment or repeal of Ordinances should be submitted to the Visitor within a specified time, say a fortnight. The Visitor should have the power to direct the University, within a specified time thereafter not exceeding four weeks, that the operation of any such Ordinance be suspended. The operation of such Ordinance shall thereupon be suspended on receipt of the above mentioned order of the Visitor. The Visitor shall as soon as possible inform the Executive Council about the objection that he has to the proposed Ordinance, and ask the Executive Council for its comments. After receiving the comments of the University, the Visitor may either withdraw the order suspending the Ordinance or disallow the Ordinance. The decison of the Visitor shall be final. It may be mentioned that there are a few universities where according to their present Acts no reference to the Chancellor (Visitor recommended here) is required for additions or amendments to ordinance. This practice may continue.

The Ordinances may provide for the following:

(a) The establishment and constitution of Centres of Study, Boards of Study, Inter-disciplinary Committees, Special Centres, Special Laboratories, Committees for Advanced Study and Research, Committees of Departments/ Centres, Admission Committee, Examination Committee, Boards of Residence and Halls, Student Advisory Committees of Colleges. Hostels/Halls, Faculties, Departments, manner of cooperation and collaboration with other universities, learned bodies or associations or among the institutions admitted to the privileges of the university, etc.;

(b) Such other terms and conditions or service of teachers as may be prescribed in accordance with the Statutes;

(c) The qualifications of teachers;

(d) Student participation in University/College affairs and governance;

(e) Management of colleges and other institutions founded or maintained by the University and the supervision and inspection of colleges and other institutions admitted to the privileges of the University;

(f) Degrees, diplomas, certificates and other academic distinctions to be

awarded by the University, qualifications for the same, the duration of the courses of study and other essential features of such courses and the type and nature of examination for such degrees, diplomas or certificates;

(g) The conduct of examinations including the terms of office and the manner of appointment and the duties of examining bodies, examiners and moderators;

(h) The admission of the students to the University and their enrolment, the maintenance of discipline among the students, the conditions regarding residence of students;

(i) The conditions of award of fellowships, scholarships, studentships, exhibitions, medals and prizes;

(j) The fees to be charged for courses of study and for admission to the examinations, degrees and diplomas of the University;

(k) Remuneration to be paid to examiners, moderators and tabulators, etc.

(l) Creation, composition and functions of other bodies, committees, or boards necessary or desirable for improving the academic life of the University;

(m) Special arrangements, if any, for the residence, discipline and teaching of women students; and

(n) Terms and conditions of service of the academic non-teaching and of the non-academic staff of the University.

The Act should provide that in framing Ordinances relating to matters enumerated above except (b) and (n), the Executive Council shall act on the recommendation of the Academic Council. The Executive Council should not have the power to amend the draft as prepared by the Academic Council, but it may either reject the proposal or return the draft to the Academic Council for reconsideration, either in whole or in part, together with any amendments which the Executive Council may suggest. In such a case the Academic Council may consider the question afresh, and if it reaffirms its original draft by a majority of not less than two-thirds of the members present and voting, and more than half the total number of members of the Academic Council, the same will be sent back to the Executive Council which shall then either adopt it or refer it to the Visitor, whose decision shall be final.

It should also be provided that the Academic Council shall consult the Student Council before proposing the draft of an Ordinance in respect of the constitution of Student Advisory Committees and matters indicated under items (d), (h), (i) and (m) above.

It would be advisable for the Universities not to bring into the Ordinance, the details of the number or title of papers or the marks allotted to each paper prescribedfor the various examinations. Doing so would prevent changes being introduced from time to time, hamper innovation and experi-

mentation, and lead to a rigid uniformity which would not be in keeping with the present-day requirements of academic life.

REGULATIONS

The authorities of the University and other statutory bodies may make regulations consistent with the Acts, Statutes and the Ordinances for;

(a) Laying down the procedure to be followed at their respective meetings and the number of persons required to form a quorum; providing for the giving of notice to the members of such authority of the dates of meetings and the business to be considered, and for the keeping of record of the proceedings of the meetings. They may also provide for all other matters solely within their jurisdiction and not provided for in the Act, Statutes or the Ordinances.

(b) Travelling allowance rules, leave rules, financial procedures, etc.

(c) A provision should be made in the Act that the Executive Council may direct any authority or committee of the University, other than the Court, to cancel or amend in such form as may be specified any regulation made by such authority or such body, and such authority or body shall cancel or amend the regulation, as directed.

CHAPTER III

THE VISITOR AND THE UNIVERSITIES

In dealing with the question of autonomy of the universities, we have already indicated, that the concept of university autonomy does not exclude the broad supervisory function of the State over the administration of the university. We recommend that the Visitor should have such supervisory powers. We would like to indicate that in our view it would be convenient hereafter, if according to the Acts of the central universities which describe the President of India as the Visitor of the central universities, the State Governors are similarly described as Visitors of the universities in the respective States. Apart from the advantage of having a uniform nomenclature for the Central and State Universities, the powers that we propose to recommend for the Visitor are really such as are essentially the supervisory powers of the State, and are not the powers that ought to be exercised by the head of a university. At the same time, we would not like the Government to interfere directly with the functioning of a university. By making it essential that the authority of the State is exercised through the President or the Governor in his capacity as the Visitor, the possibility of direct intervention by Government officials in the functioning of the university would be eliminated.

As our recommendations will show, we contemplate the appointment of a Chancellor, and recommend that the Chancellor should have the privilege of presiding over the convocations of the university, but he would not be saddled with any administrative responsibility or authority. In other words, the idea in making this recommendation is to associate some distinguished citizens in the State with the universities.

The important power which the Visitor should have is the right, whenever he is satisfied that it is necessary to use it, to cause an "inspection" to be made by such person or persons as he may direct, of the university or any institution maintained by the university, or of a college/institution admitted to the privileges of the university, including the buildings, laboratories, record and equipment thereof, and also of the conduct of examinations teaching and other work conducted or done by it, or to cause an inquiry to be made in a like manner in respect of any matter connected with the administration and finance of the university or the institutions maintained

by it. In the Acts of the universities where similar provision has already been made, it has been provided that the university or the institution, in whose case an inspection or an inquiry is to be made, shall be entitled to appoint a representative, who shall have the right to be present and be heard at such inspection or inquiry. We are, however, of the view that while full liberty should be given to the university/institution concerned to be heard by the committee that may be appointed by the Visitor, it should be left to the committee to decide whether or not, having regard to the nature of the subject matter of the inquiry, the representative of the university and of other parties interested in the inquiry should be allowed to be present during the hearings of the inquiry. It is, however, necessary that before the Visitor issues a directive to the university, in pursuance of the report received by him as a result of the said inquiry, he shall give an opportunity to the Executive Council or the committee of management of the College to make its comments on the findings of the inquiry or inspection and the recommendations made. The Visitor may after considering the comments of the university or college decide what action, if any, and the manner in which it should be taken in respect of the recommendations made in the report.

The Visitor should also have the right to annul any proceedings of the university which are inconsistent with the Act, Statutes or the Ordinances. A provision may, however, be made that before making any such order the Visitor shall call upon the university to show cause why such an order should not be issued, and if any cause is shown within reasonable time, he should consider the same before giving the final order.

We would recommend to the Government of India that before the Visitor exercises his power in regard to the Central Universities, he may consult the University Grants Commission. We also recommend to the State Governments that where important questions of academic policy are involved, they might also take advantage of the advice of the University Grants Commission, or advise the Visitor of a State University to obtain the advice of the University Grants Commission.

We recommend that the Visitor should have the power to nominate persons on some of the statutory authorities or bodies of the university. Specific suggestions in this regard will be made when we deal with different bodies and authorities of the university in the course of this report. At this stage, we want to emphasise the fact that as an integral part of this recommendation, we also recommend that in exercising his power of nomination, the Visitor should choose a person from out of a panel of names drawn up by a committee consisting of his own nominee, who will be the chairman of the committee, a nominee of the Chairman, University Grants Commission, and a nominee of the Vice-Chancellor of the university concerned. This process will apply in the case of every recommendation that we have

made about the Visitor's power to nominate, except in the special cases where we have indicated to the contrary. It is important that persons nominated to various bodies of the university are able to give adequate time to the work of these bodies.

The most difficult problem in regard to the relationship between governments and universities is in regard to financial powers. Funds of the universities are almost entirely provided by the State, and universities' own source of income, such as fees, form a small proportion of the total income of a university, except in those universities which are primarily affiliating in character. In universities which are largely self-sufficient, the nature of financial control exercised by the Government will necessarily be marginal, and mainly confined to ensuring proper accounting and audit.

We recommend that a provision should be made in the Act that the Visitor should appoint a committee at regular intervals (say every five years) to determine the annual maintenance grant of a university in the form of "block grants". On such a committee there should be at least one representative of the university, one educationist not in the service of the university nominated by the Visitor, a nominee of the University Grants Commission, and one person each representating the Finance and Education Ministries/Departments of the State. In the case of the central universities it is not necessary for the Visitor to appoint representatives of the Finance and Education Ministries, since both these Ministries are represented on the University Grants Commission. The recommendations of this committee in relation to State universities should be considered by the appropriate State Governments and the University Grants Commission, and the decisions reached after such consideration should be given effect to. Similar recommendations in regard to the central universities may be considered by the University Grants Commission, and thereafter given effect to by the Central Government.

The block grant should take into account the normal expenditure of the university, the increase resulting from periodical increments in emoluments etc., and the need to provide some financial "cushion" for the normal development of a university, in respect of items not covered by the development grant from the University Grants Commission, and the committed expenditure arising out of the development grants. It should also be ensured that if the Government approves any revision of pay scales/allowances of its own staff, which would have its effect on the staff of the university, the Government should provide additional grants to meet such additional financial expenditure outside the annual block grant.

The block grant will give flexibility to the university administration, only if the university is permitted to accumulate the unspent balance of a financial year, to be spent in the subsequent years of the period, for which

the block grant has been fixed. This would, it is hoped, avoid wasteful expenditure during the closing months of each financial year. It would also enable the universities to plan their expenditure more judiciously.

In respect of development grants, we feel that there should be a machinery for consultation between the university, the University Grants Commission, and the State Government. We endorse the existing practice followed by the University Grants Commission in appointing visiting committees of experts to indicate the fields and priorities for development. It is necessary that a high-powered independent body of academics, who can take a detached view, should assess the needs and requirements of the universities. Furthermore, the developmental needs of the universities should be judged in the wider national perspective, and in accordance with a rational and effective use of the resources of a State. But once the proposals made by the said committee receive the approval of the University Grants Commission, the State Governments are expected to and should normally accept the proposals as approved by the University Grants Commission.

As we have already observed, the autonomy of a university would be meaningless if it is not accompanied by adequate financial resources, but at the same time a certain measure of financial control is essential, since the universities use public funds provided by the State Governments or the University Grants Commission. Such control should be more in the nature of general supervision rather than an examination so detailed as to leave little room for innovation or operational flexibility, and should be exercised with restraint, imagination and understanding.

In recent times there has been a tendency on the part of some State Governments to require universities to conform to the financial rules of the Government. This is not always in the best interest of the functioning of universities and their academic development, and in some cases may involve elaborate procedures, neither necessary nor suited to the working of universities. Also if all such rules and procedures were to be observed, universities may need setting up an auditing and accounting machinery which may involve substantial expenditure, without any corresponding advantage. We recommend that the University Grants Commission should, in consultation with the Comptroller and Auditor General of India, suggest simplified financial procedure and rules for the guidance of the universities.

AUTHORITIES OF THE UNIVERSITIES

We have earlier stated that the organisation of a university will depend upon its type. There will have to be differences between the various types of universities such as unitary, teaching and residential universities which impart postgraduate education themselves but entrust undergraduate education to colleges, federal city universities, universities having postgraduate departments and also doing undergraduate teaching (though a number of colleges affiliated to them may also be imparting postgraduate education), and finally universities where the bulk of undergraduate as well as postgraduate instruction is being imparted in colleges and the universities' own departments are either very few or are in the stage of being established.

We recommend that the three principal authorities of the universities already in existence in most universities, namely the Court/Senate, the Executive Council/Syndicate and the Academic Council be continued, and where anyone of these does not exist, it should be provided. We also recommend the introduction of two new authorities, namely the Faculties/Schools and the Student Council.

We realise that, as already stated, the constitution of the authorities will differ according to the type and stage of development of the university. We have, therefore, mainly indicated the broad principles regarding the constitution of these bodies, which may be suitably modified, keeping in view the basic principles. We also recommend that the State Governments may take note of the variations between the different types of universities in their respective States, and may consult the University Grants Commission in accordance with Section 12 of the UGC Act, before they decide upon formal legislation for the universities.

However, we feel that the powers and functions of the authorities which we recommend may be suitably provided in the Acts of all types of universities.

Powers and functions

The Court/Senate of a university performs a vital role in the life of a university. It provides a forum where a cross section of the academic community (including those responsible for formulating the academic policies of the university teachers and students) and representatives of different sections of the general community meet together periodically, generally once a year, to discuss and review the broad policies and programmes of the university, to suggest measures for its improvement and development, and to express its views on the annual report and the annual accounts of the university. Discussion of basic issues by the Court would make the university responsive to the needs and requirements of society, and provide an opportunity to the wider community to understand its policies and problems. The Court should, therefore, remain essentially a 'deliberative' body, and should not be saddled with the authority to over-rule decisions of the Executive and Academic Councils, or the other academic bodies of the university. Consequently, the word "supreme authority" or "supreme governing body" used to describe the Court in the Acts of many universities may be dropped. Since we are visualising a division of functions between the university authorities rather than a hierarchical structure, the concept of a 'supreme authority' or 'supreme governing body' would be out of place. On the other hand, the views of such an important body, regarding the broad policies and programmes of the university, will naturally carry a great deal of weight with different university bodies, as well as with the Government, without compromising the academic autonomy of the university.

The Act may, therefore, provide for the Court in the following terms :

1. There shall be a Court and its constitution and the terms of office of its members shall be as prescribed by the Statutes.

2. Subject to the provisions of this Act, the Court shall have the following powers and functions, namely :
   (i) to review from time to time the broad policies and programmes of the university and to suggest measures for the improvement and development of the university;
   (ii) to consider and pass resolutions on the annual report and the annual accounts, together with audited report of the university; and
   (iii) perform such other functions as may be prescribed by the Statutes.

Composition

The numerical strength of the Court may range between 100 and 150, depending upon the size and the type of the university, and the number of its departments and colleges. We recommend a definite proportion of the

total membership for each category of the constituents; it would not be desirable to provide for a category of membership which would keep on increasing and thus upset the ratio.

Forty per cent of the members of the Court should be drawn from outside, while the remaining 60 per cent should be internal (including students).

Outside members

This 40 per cent of the external representation may be distributed as follows :

1.	Alumni elected by registered graduates or by the Association of former students, by proprotional representation.	10%
2.	Members of the Legislature/Legislatures nominated by the Presiding Officer/Officers.	5%
3.	Representatives of learned professions and special interests including representatives of industry, commerce, trade unions, banking and agriculture to be nominated by the Visitor, in the manner described in Chapter III, the remaining members of the Executive Council, representatives of the civic body or bodies, Ministry/Department of Education, etc.	25%
	Total	40%

Having regard to the principle of associating the representatives of the community outside the university, no member of the Court in the above-mentioned categories should be an employee or a student of the university or a college or an institution admitted to its privileges.

We have deliberately recommended the elimination of the donor's constituency from the membership of the Court. It is also not necessary that the Vice-Chancellors of sister universities in a State as well as the Ex-Vice-Chancellors be *ex-officio* members of the Court. Experience shows that such a provision rarely serves any useful purpose.

Internal members

The members of the Court from within the university community may be appointed, nominated or elected in the following manner :

1. Ex-officio members

   Vice Chancellor
   Pro-Vice-Chancellor/Rector
   Deans of Faculties/Schools
   Dean of Students Welfare
   Chairman, Student Council

2. Heads of Departments of Studies and Principals of Colleges (maintained by the university or affiliated to it) 20%

3. Teachers other than Heads of Departments and Principals 15%

4. Students 10–15%

It is obvious that the Vice-Chancellor, the Pro-Vice-Chancellor or Pro-Vice-Chancellors, the Deans of Faculties, the Dean of Students Welfare and the Chairman of the Student Council should be *ex-officio* members, and their number should not be restricted.

The situation we would like to see is that in a university, the head of every teaching department and the Principal of every college maintained by or admitted to the privileges of the university, is a member of the Court However, where this cannot be achieved, and if the number of departments and colleges is very large, the heads of departments and Principals of colleges will have to serve on the Court by rotation (according to seniority). In those universities which have a large number of teaching departments and also a very large number of colleges, not more than half of the members under this category may be from among the Principals. We realise that a large majority of colleges at any given time would not be represented in the Court in many of the universities. This may not be desirable, but we feel the remedy lies in restricting the number of colleges affiliated to a university as strongly urged by us earlier, rather than making the Court unwieldly.

In the next category, i.e. of teacher other than heads of departments and Principals, we suggest a suitable ratio may be fixed as between Professors, Readers and Lecturers in the case of university-appointed teachers, and also as between university-appointed teachers and college-appointed teachers. In the latter category, it may be desirable to have a further sub-division between those having a standing of ten years and above, and those with a standing below ten years, so that the association of the younger teachers with the Court may be ensured.

As already discussed by us in Chapter I, we recommend that where the number of teachers in a particular category is not large, as in the case of unitary universities, positions may be filled on the Court by the method of rotation. In the case of affiliating universities, where the number of colleges is large, these positions may be filled by election in the manner suggested by us earlier.

Student members

In regard to the student membership, we will explain at some length in a later chapter, why we consider it desirable, that there should be a sizeable

representation of the student community on the Court. Some of the students should be those who command the confidence of the general body of the students and are elected by them. There should also be representation of those who have demonstrated their academic merit, and those who have enriched the corporate life of the university through participation in extra-curricular and co-curricular activities. Similarly, it would be helpful if there is representation of students belonging to various faculties and disciplines.

We do not think it necessary to spell out in detail the manner of student representation. It will have to vary from university to university, depending upon the type of the university and the stage of its development. We, however, recommend that :

(i) one-third of the student members of the Court should represent the University Students' Union and the Student Council recommended by us. The President of the University Students' Union and the Secretary of the Student Council may be made *ex-officio* members of the Court. The rest may be elected by the Executive Committee of the Students' Union and the Student Council. Where there is no University Students' Union, an electoral college consisting of the presidents and secretaries of the college students' unions may elect such student members of the Court, just as in the other universities members are elected by the University Student's Union;

(ii) one-third of the student members of the Court may be elected by an electoral college consisting of those students who have demonstrated their academic merit. Suitable provision may be made to secure the representation of the different faculties. In this category one seat may be reserved for a student elected by the research students (excluding teachers registered for research) of the university from among themselves; and

(iii) the rest of the one-third members may be elected by an electoral college/colleges consisting of the University Games Committee, University Cultural Programmes Committee and the University Social Service Committee (whose creation is being recommended by us). Where for some reason such committees have not been formed, an electoral college or colleges of college students, who represent extra-curricular and co-curricular activities, may be set up.

In the matter of student representation, it would be desirable to adopt the following regulations :

1. No student who passed the High School Examination more than eight years earlier, or a Pre-University or equivalent examination more than seven years earlier, or who has taken more than one year in excess of the period prescribed for the course of which he is the student, would be eligible to be a member of the Court.

2. He must have been a student of the university for at least one year previous to his becoming member of the University Court.
3. He shall cease to be a member of the Court on his ceasing to be a student of the university or holding the office which entitles him to become a member of the Court.

Term of membership

The term of the members of the Court, except *ex-officio* members, should be three years provided that in the case of student members, it should be one year.

EXECUTIVE COUNCIL

The Executive Council/Syndicate of a university, while being the principal executive body of the university, should not be deemed to be a governing council in a hierarchical sense. The powers of the university should be shared between the different authorities. Apart from the fact that this is in accordance with the principle of checks and balances, an authoritarian body would hardly be the most suitable executive authority in a university.

Composition

The Execution Council should be a body of about 20 persons with the Vice-Chancellor as the *ex-officio* Chairman, and the Pro-Vice-Chancellor/ Rector as *ex-officio* members. A majority of its members should consist of teachers of the university (including colleges), while the rest may be persons elected by the Court and nominated by the Visitor. We suggest that three persons may be elected by the Court from among its own members by a system of proportional representation, none of whom should be an employee or a student of the university or a college/institution admitted to its privileges.

Four persons may be nominated by the Visitor out of a panel to be drawn up in the manner recommended in Chapter I. Not more than one of these four persons may be an official of the Government.

Among the teacher members, there may be three to four Deans of Faculties appointed by rotation according to seniority as Professors; two to three Principals of colleges maintained by or admitted to the privileges of the university, by rotation according to seniority; one Professor by rotation according to seniority; and three teachers elected by the Academic Council from among its own members by a system of proportional representation, of whom at least one shall be a Lecturer.

For the purpose of appointing Deans and Principals by rotation, it may be desirable in universities having a large number of Faculties/ Schools and Colleges, to group the Faculties/Schools or Colleges so as to ensure their optimum representation.

Term of members

The term of elected and nominated members of the Executive Council should be three years. Such members may be eligible for re-election or re-nomination.

Powers and functions

Most of the powers and functions of the Executive Council have already been discussed in Chapter II, in connection with the framing of the Statutes and the Ordinances. In addition to those powers, the Executive Council should have control over the finances and properties of the university, the creation and abolition of posts, appointments, control over the staff welfare, and discipline of the staff and students, the power to deal with representations made by staff and students and to redress their grievances, affiliation of colleges and their inspection, and of ensuring that affiliated colleges conform to the Statutes and the Ordinances of the university, arrangements for the management and the general supervision of the university-maintained institutions, colleges, halls of residence and hostels, appointment of examiners, moderators, tabulators, etc.

The Executive Council may exercise its powers regarding the affiliation and inspection of colleges and the residence of students, and student discipline and welfare after obtaining the views of the Academic Council. However, in respect of rules affecting student welfare and discipline, sports, literary and departmental societies, management of hostels, canteens, student study centres, library, students health, national service scheme, N.C.C., extension work, national sports organisation programmes, cultural activities and social work programmes, the Executive Council shall ordinarily consult the Student Council before taking any decision. Further, the Executive Council shall exercise its powers regarding appointment of examiners, moderators, tabulators etc.; after ascertaining the view of the Faculties/Schools.

ACADEMIC COUNCIL

The Academic Council should be the principal academic body of the university, with power to coordinate and exercise general supervision over the academic policies of the university.

Composition

The Academic Council may consist of the following:

(i) Vice-Chancellor
(ii) Pro-Vice-Chancellor/Rector
(iii) Deans of Faculties
(iv) Two persons from among the Dean of Students Welfare/Warden/Proctor
(v) Librarian

(vi) Heads of Departments of Studies
(vii) Twenty Principals/Heads of Institutions, ten with less than ten years of service and ten with more than ten years of service
(viii) Five Professors other than the Heads of Departments
(ix) Five Readers other than the Heads of Departments, suitably distributed between Faculties
(x) Five University-appointed Lecturers—two from among those with more than ten years of service, and three with less than ten years of service
(xi) Fifteen college-appointed teachers
(xii) Five persons not being in the service of the university, coopted by the Academic Council for their special knowledge, provided that not more than two persons will be coopted from subjects assigned to any one faculty

In unitary or city universities where the number of affiliated colleges is small, all Principals and Heads of Institutions shall be *ex-officio* members, and the number of university-appointed lecturers may be raised to 10 while proportionately reducing the number of college-apppointed teachers.

In the case of large affiliating universities, the representation of the college-appointed teachers may be by election as suggested in Chapter I. For the categories mentioned under clauses (7) to (10) appointment may be by rotation according to seniority. The term of members other than *ex-officio* members may be two years.

Powers and functions

We recommend that the area of functioning of the Academic Council be considerably reduced, as compared to the prevailing practice in most of the universities today. The Academic Council should have the power of policy-making, or proposing Ordinances and framing regulations and rules, the power to bring about inter-faculty coordination, to give broad directives for ensuring academic standards, and for taking up matters of general academic interest to the university. Matters such as approving the syllabus, the names of the examiners, moderators and tabulators, or reports of examiners of research theses, etc., need not go before the Academic Council. In its composition, all sections of teachers are associated, and so it is appropriate that only academic matters of general importance should be its concern. In addition to the powers and functions suggested for the Academic Council in Chapter II in connection with the framing of Statutes and Ordinances, the Academic Council should have powers:

(a) to exercise general supervision over the academic policies of the university, and to give directives regarding methods of instruction, co-operative teaching among colleges, evaluation of research or improvements in academic standards;

(b) to bring about inter-faculty coordination to establish or appoint

committees or Boards, for taking up projects on an inter-faculty basis;

(c) to consider matters of general academic interest either at its own initiative or referred to by a Faculty or, Executive Council to the university and to take appropriate action thereon; and

(d) to frame regulations and rules in consonance with Statutes and Ordinances regarding the academic functioning of the university, discipline, residence, admissions, award of fellowships and studentships, fee concessions, corporate life, attendance etc.

The Academic Council may ordinarily meet twice a year.

FACULTIES/SCHOOLS

In view of the fact that there has been an evergrowing expansion in the activities of most universities, and large number of disciplines and specialities are being provided for to meet the needs of the society, and to keep abreast with the explosion in knowledge, the Academic Council cannot usefully devote its attention to the academic problems of all the disciplines. It is, therefore, necessary that the Faculties/Schools comprising of related or cognate departments and subjects should be given a large measure of autonomy. While the Faculties must respect the expert views of Boards of Studies and of Departments etc., they should also ensure coordination of teaching and research activities, and the fostering of inter-disciplinary courses, as well as projects of research.

The grouping of departments in faculties in many of the universities is not rational. While some faculties consist of a very large number of departments, there are some single department faculties. Similarly, the growing needs of subjects cannot be properly attended to on the basis of the existing groupings. For example, instead of the usual single faculty of science, it may be worthwhile having a faculty of Physical Sciences, another of Biological Sciences, and a third of Earth Sciences, and another of Mathematical Sciences. If there is a more meaningful constitution of faculties or schools, it would be possible for a department to be associated with more than one faculty or school. We recommend that the universities may apply their minds to the reorganisation of faculties or the setting up of schools. It is on the basis of reorganisation of faculties or schools that we are recommending the composition of the Faculties/Schools.

Composition

The Faculty may comprise the following:

(i) Dean of Faculty/School — *Chairman*
(ii) All University Professors in the Faculty
(iii) All Heads of University Departments assigned to the Faculty who are not Professors
(iv) One Reader per Department

(v) Two Lecturers per Department (one above ten years of service and one below ten years)

(vi) Four persons nominated by the Academic Council from other Faculties of the University

(vii) Five persons not in the service of the university coopted by the Board for their special knowledge of any subject assigned to the faculty; provided that not more than one person may be coopted in respect of a subject assigned to a single Department

(viii) One teacher from each college teaching subjects assigned to the Faculty, provided that the number of such teachers should not exceed 50% of the total number of members mentioned under (ii) to (v).

As we have stated earlier, the representatives of college teachers on the Faculties may be elected in accordance with the principles stated in Chapter I, while the Readers and Lecturers of university departments may serve on the Faculties by rotation, according to seniority.

The term of members other than *ex-officio* members may be two years.

Powers and functions

In addition to the powers and functions of the faculties, prescribed under the Statutes and Ordinances, they should have powers:

(a) to coordinate teaching and research activities of Departments/Centres assigned to the Faculty, and to promote and provide for inter-disciplinary teaching and research; and to arrange for examinations and periodical tests in subjects falling within the purview of the Faculty;

(b) to appoint Boards of Studies or Committees or to undertake research projects common to more than one Department;

(c) to approve courses of study proposed by the Departments;

(d) to recommend to the Executive Council the recommendations of the Boards of Studies or Committees for Advanced Studies and Research;

(e) to propose the draft of Ordinances for the examinations for courses conducted by the Faculty/School;

(f) to recommend proposals for the creation and abolition of teaching posts; and

(g) to carry out such other duties as the Executive Council and Academic Council may prescribe.

In a subsequent Chapter, we visualise that some of the universities would establish Centres of Study in addition to or in lieu of Departments of Studies. There should be a general provision that for purposes of the composition of the university authorities, the word 'Department" would include a "Centre".

STUDENT COUNCIL

We have recommended that the Statutes of each University should provide for the establishment of a Student Council. The functions of this Council may be as follows:

(i) to make recommendations to the Executive and Academic Councils in matters affecting the academic work of the students such as the structure of courses, pattern of instruction, etc., the corporate life of the university in so far as it concerns the students, and the co-curricular and extra-curricular activities in the university,

(ii) ordinarily, all rules affecting discipline, welfare, sports, literary, and departmental societies, management of hostels, student homes, non-resident student centres, extension work, social work, students health, National Service Scheme, N.C.C. etc., shall be placed before the Student Council for obtaining its views, which will then be communicated to the Academic and the Executive Councils for decision, and

(iii) the Council shall have the right to communicate its views, observations and recommendations to the Vice-Chancellor or any authority of the university, in respect of any matter which concerns the students. The Chairman of the Student Council will be authority to decide whether a matter does or does not concern the students.

The meetings of the Council shall ordinarily be held at least three times every year, and not more than six months shall elapse between two meetings. Extraordinary meetings may be held either at the instance of the Chairman, or at the request of not less than half of the members of the Council.

The composition of the Student Council may be as follows:

(i) President, Vice-President, and Secretary of the University Students' Union

(ii) The Secretary of the Students Advisory Committee of each Faculty

(iii) Ten persons elected by an electoral college consisting of one student representative of each College Student Council (or of Students Advisory Committees of Hostels, in case of unitary universities) in accordance with the system of proportional representation

(iv) Five students nominated by the Vice-Chancellor from among outstanding students or sportsmen or those who have distinguished themselves in any field of student activity, giving due consideration to the representation of special interests

We recommend that it would be desirable to have a teacher nominated by the Vice-Chancellor to be the Chairman of the Council.

The Secretary of the Student Council shall be elected by it from among its own members.

It is hardly necessary to mention that, as members of an authority of the university, they will be entitled to the normal TA/DA for attending the meetings or for travel necessary in the performance of their duties. It should be legitimate for the Executive Council to provide certain funds, if it so desires, where sanction for expenditure may be given by the Student Council, without reference to the Executive Council, in accordance with rules for expenditure framed by the latter in this behalf, for such purposes as the Executive Council may specify from time to time, in connection with the organisation of corporate life, curricular, extra-curricular and welfare activities etc. At this stage we may mention in anticipation that we propose to make a similar recommendation in respect of colleges/institutions admitted to the privileges of a university.

CHAPTER V

OTHER UNIVERSITY BODIES

FINANCE COMMITTEE

As stated elsewhere, the Treasurer or the Finance Officer of the university should be subject to the authority of the Executive Council. In the same way the Finance Committee should be a sub-committee of the Executive Council. Presumably to protect the financial interest of the universities, the constitution of some universities provides for an elected treasurer or an elected finance committee. While it is necessary to provide safeguards against wastage, and to secure careful and well considered utilisation of university resources, it is not useful to have an independent Treasurer or a Finance Committee. Each university should have a Finance Committee. which should consider the budget prepared by the office of the university, and scrutinise the proposals—new and old—keeping in view the resources available, and recommend to the Executive Council the financial ceiling within which the university could incur expenditure. The office in preparing the budget will take into account the proposals/budgets submitted by the departments/institutions of the university, and any proposal or views expressed by the Academic Council with regard to the academic work and progress of the university. It shall place before the Finance Committee a statement containing all proposals submitted by the departments/institutions. The Finance Committee should be treated as an advisory authority, and the final decision should be taken by the Executive Council. It is necessary that the Executive Council would keep in view the resources available to it, before it takes any decision on the financial commitments. The Executive Council should also see that it does not go beyond its resources. The constitution of the Finance Committee may be as follows:

(i) Vice-Chancellor — *Chairman*

(ii) Pro-Vice-Chancellor

(iii) Two Deans of the Faculties, to be nominated by the Executive Council

(iv) One person nominated by the Executive Council from amongst its members other than those in the service of the university or college/institution admitted to the privileges of the university

(v) Three persons nominated by the Visitor (in accordance with the procedure suggested in Chapter I)

Wherever there is a Finance Officer, he should serve as Secretary of the Committee, but need not be a member thereof. The Registrar of the university should be a permanent invitee, and have the right to participate in the discussions of the Finance Committee, but may not be a member thereof. However, where the university has no Finance Officer, and the Registrar is in the overall charge of the university administration, he should act as the Secretary of the Finance Committee.

It is clear that the nominees of the Visitor, who may be officials or non-officials, would serve on the Finance Committee in their individual capacity, and would not represent any organisation.

SELECTION COMMITTEE

We will make recommendations separately in another part of the report dealing with teachers as regards the terms and conditions of service, the manner of promotion, the question of appointment of part-time teachers or of teachers appointed for short periods, the question of inter-change of teachers between universities/Government institutions/industry, the appointment of fellows etc. Here we consider it necessary only to recommend the constitution of Selection Committee for fresh appointment of teachers and the Registrar, Finance Officer, Librarian, and Principals of university-maintained colleges. The composition of the Selection Committee and the responsibility of the university, in the matter of selection of college principals and teachers, will be discussed in the part of the report concerned with colleges.

We feel that no appointment for a period exceeding two years (including any period of *ad hoc* or temporary appointment made earlier) should be made by the Executive Council, except on the recommendation by duly constituted Selection Committee, which should be provided by the Statutes. The same should apply to part-time appointments of fellows or any other category of appointments against permanent or quasi-permanent posts.

The Statutes should provide that there shall be a Selection Committee for making recommendations to the Executive Council for appointment to the posts of Professor, Reader, Lecturer, Registrar, Finance Officer, Librarian, and Principal of a university-maintained college/institution.

Every Selection Committee shall consist of the Vice-Chancellor, who shall be the Chairman thereof, and a person nominated by the Visitor; and, in addition, the Selection Committee (for making recommendations for appointment to a post specified in column 1 of the following) Table shall

include as its members the persons specified in the corresponding entry in column 2 of the said Table:

TABLE

1	*2*
Professor	i. The Head of the Department* concerned, if he is a Professor. ii. One Professor of the Department to be nominated by the Vice-Chancellor.** iii. Three persons not in the service of the university, nominated by the Executive Council, out of a panel of names recommended by the Academic Council for their special knowledge of or interest in the subject with which the Professor will be concerned.
Reader/ Lecturer	i. The Head of the Department concerned.* ii. One Professor of the Department to be nominated by the Vice-Chancellor.* iii. Two persons not in the service of the university, nominated by the Executive Council, out of a panel of names recommended by the Academic Council for their special knowledge of or interest in the subject with which the Reader or Lecturer will be concerned.
Registrar/ Finance Officer	i. Two members of the Executive Council nominated by it. ii. One person, not connected with the University, nominated by the Executive Council.
Librarian	i. Two persons not in the service of the university, who have special knowledge of the subject of Library Science/Library Administration to be nominated by the Executive Council. ii. One person, not in the service of the university, nominated by the Executive Council.
Principal of a College/ Institution maintained by the University	Three persons not in the service of the university of whom two to be nominated by the Executive Council and one by the Academic Council for their special knowledge of or interest in a subject in which instruction is being provided by the college/institution.

*The Statutes may provide that where the appointment is being made for an inter-disciplinary project, the Head of the project may be deemed to be the Head of the Department concerned.

**It is presumed that the Professor will be concerned with the speciality for which the selection is being made and that the Vice-Chancellor will consult the Head of the Department and the Dean of Faculty before nominating the Professor.

The procedure to be followed by a Selection Committee in making recommendations, and the quorum required for its meeting, may be prescribed by the Ordinances.

If the Executive Council is unable to accept any recommendations made by the Selection Committee, it may remit the same to the Selection Committee for reconsideration, and if the difference is not resolved, the Executive Council shall record its reasons and submit the case to the Visitor for orders.

The constitution of the Selection Committees for the purpose of recognising teachers may be provided for by the Ordinances.

In case of newly established university or universities, or newly established faculties in older universities, the Selection Committee may consist of the following:

(i) Vice-Chancellor — *Chairman*

(ii) One person nominated by the Visitor

(iii) Three persons, not in the service of the university, nominated by the Executive Council, for their special knowledge of or interest in the subject, with which the professor will be concerned

The Ordinances may provide for temporary appointments for Lecturers, in some cases for Readers but not Professors, for a period not exceeding one year at a time, but in no case exceeding two years, to be made by the Executive Council on the recommendations of a Selection Committee, consisting of the head of the department (Chairman) and two Professors or Readers concerned with the subject for which the teacher is to be appointed, and another teacher not belonging to that department. The committee may be nominated by the Vice-Chancellor and should have a term of two years. The Executive Council may delegate to the Vice-Chancellor the authority to appoint a teacher on a temporary basis on the recommendations of such a Selection Committee.

It should, however, be provided in the Statutes that the period of service as temporary teachers appointed in the above manner shall not count for purposes of seniority, though it may count for other benefits.

COMMITTEE FOR ADVANCED STUDY AND RESEARCH

It would be desirable for every faculty or school to constitute a Committee of Advanced Study and Research to examine the suitability of topics for research theses, as recommended by the departments or centres or joint committees, appoint one or more supervisors for research degree students, prescribe conditions under which work done jointly by a number of scholars

could be assessed for purposes of the Ph.D. degree, recommend the appointment of examiners for research degrees, consider the recommendations of such examiners, and examine proposals for research received from departments or to initiate proposals for research, and promote inter-disciplinary and cooperative research. The committee should be presided over by the Dean. It may have three 'core' members, one professor, one reader and one lecturer, elected by the Faculties. In addition to these 'core' members, the Head of the department, the matter concerning whose department is on the agenda of a meeting, should be a full-fledged member for the purpose of that meeting. It should be the duty of the Dean to invite the Professor in charge of a section, or a speciality of a department, or the chairman or convenor of a joint committee (of departments) concerned with the proposal on the agenda of the meeting to attend such a meeting of the committee. Such invited members should have the right to participate in the deliberations of the committee.

The term of the elected members of the committee may be two years. It would be desirable for the Faculties/Schools to appoint one or two experts from outside the university to serve on the Committees of Advanced Study and Research.

It should also be possible for two or more Faculties/Schools, to establish jointly a Committee of Advanced Study and Research to promote a deal with inter-disciplinary research. The constitution of such a committee may be suitably modified.

ADMISSION COMMITTEE

In view of the fact that admission procedures have been the cause of a great deal of public dissatisfaction it would be advisable for the universities imparting instruction directly, to appoint, through an Ordinance, an Admission Committee/Committees to lay down the principles governing the policy of admission in the colleges or faculties, and to appoint such number of committees as may be desirable for supervising the actual admissions or for consulting students regarding admission policy, where the number is very large and the seats limited. The Admission Committee should have the power to designate a person or a sub-committee as the admitting authority in respect of each category of students. The Admission Committee should function under the general supervision and guidance of the Academic Council.

The Admission Committee should invariably be presided over by the Vice-Chancellor, and the Registrar should be its Secretary. It should include a few Deans, a few Principals as well as a few other teachers (Professors, Readers, Lecturers) nominated by the Vice-Chancellor.

It is important to ensure that admission procedures enjoy the full confidence of all concerned for their fairness, impartiality and integrity, and no consideration, whatsoever, is given to "influence" or "favouritism" of any kind.

EXAMINATION COMMITTEE

Every university should set up through an Ordinance an Examination Committee which should, subject to the general control and guidance of the Academic Council, exercise the following functions:

(a) General supervision of the examinations conducted by the Faculties/ Schools or by the Registrar, including moderation and tabulation.
(b) Recommendations to the Academic Council rules concerning examinations.
(c) Review from time to time of the results of university examinations and submission of reports thereon to the Academic Council.
(d) Discussion of the pattern of examinations and recommendations for the improvement of the examination system.

The Examination Committee should have the power to appoint as many sub-committees as it may deem necessary, including a committee to deal with cases relating to the use of unfair means by the examinees.

The Examination Committee should be presided over by the Vice-Chancellor or in his absence by the Pro-Vice-Chancellor. It should have as its members a few Deans, a few Principals and a few teachers nominated by the Vice-Chancellor. The Registrar/Controller of Examinations should be the Member-Secretary of this Committee.

COUNCIL OF AFFILIATED COLLEGES

The Statutes ought to provide for a Council of affiliated colleges. Its functions and composition will be recommended by us in the part of the report dealing with colleges.

We have dealt, in a following chapter, with the constitution and functions of Boards of Studies and Departmental Committees.

BUILDING COMMITTEE

It would be advisable for the Executive Council to appoint a committee to look after building projects of the university. It may have, besides the Vice-Chancellor a few technical experts, including at least one from outside the university. With such a committee teachers who are concerned with the construction of a particular building may also be associated.

GRIEVANCES OF EMPLOYEES OTHER THAN TEACHERS

Having thus made our recommendations in regard to the major bodies, which we think are essential for the efficient and progressive functioning of a university we would like to add a word about the members of the non-academic staff of the university. It is hardly necessary to point out that in the smooth functioning of the university and its general efficiency the administrative staff plays an important role. It is, therefore, of utmost importance that the problems of the non-academic staff should always be solved by mutual consultation and discussion. Throughout our report we have emphasised the significance of keeping the lines of communication open between all the sections of the university community *inter se*. In our view it would be prudent on the part of the Vice-Chancellor as well as the Registrar and other higher authorities of the administrative staff to keep in touch with the subordinate members of the administrative staff, meet them frequently, and try to understand their difficulties and problems. The adoption of human touch will enable the higher authorities to secure from all the members of the administrative staff the best cooperation. That is a matter which the university administration must always keep in mind.

As regards the question of the constitution of a Joint Consultative Committee, we do not propose to examine it here. That is a matter which each university will have to examine for itself in the light of its special needs and circumstances. In any case, there should be a continuous dialogue between the administrative staff and the authorities, conducted in a spirit of sympathy and informality. At the same time, there should be, in our opinion, a formal procedure for redressing genuine grievances. This may be done through a mandatory provision for arbitration in the case of individual grievances, and through a committee which would deal with the grievances of the employees, as well as the conditions of their work.

GRIEVANCES OF STUDENTS

We have already suggested in Chapter II that the Act should give the power to a university student who has a grievance to go in appeal to the Executive Council. Where the grievance has been on the ground that a legal right of the student has been infringed, it would be desirable for the Executive Council to set up a tribunal to enquire into the complaint of the student, the constitution of which may be determined in consultation with the Academic Council and the Student Council. The finding of the tribunal should be binding on both parties. Such a procedure is likely to reduce litigation and dissatisfaction with the administration of the university.

CHAPTER VI

ORGANISATION OF TEACHING DEPARTMENTS

Where the university conducts teaching, the most important problem which will confront it in the coming decade, is the balancing of the need for upgrading the quality of teaching and research and the pressure of expanding enrolment, and the balancing of the needs of an individual discipline with the requirements of interdisciplinary teaching and research. We, therefore, feel that while departments of studies should cater to the requirements of individual disciplines, this has to be accompanied by a development of teaching and research programmes on an inter-disciplinary basis; and this should be encouraged and facilitated by providing for the establishment of a suitable organisation, through Ordinances, having powers to recommend creation of posts, syllabi and courses, enrolment of research scholars, appointment of examiners etc.

Some universities may set up (besides the usual departments) a few centres of study, essentially multidisciplinary in character, having the same powers as "departments". We can also envisage an organisation of the entire academic programme on the basis of multidisciplinary "centres" or "schools." A discipline may of course find a place in more than one centre. We feel that innovation and flexibility should be permitted, so that national needs and the growing academic requirements may be fully taken into account.

While providing for opportunity to different specialities of a subject or discipline, undue proliferation of specialities in a department should be discouraged. Sufficient autonomy should be given to each specialised section within a department. In particular, the professor in charge of a speciality within a department should be associated with the selection of teachers and researchers in that speciality, in addition to the head of the department.

The primary academic unit, be it a department or a centre, should have sufficient autonomy as well as internal democracy in its functioning. Autonomy can be ensured if the basic academic decisions are initiated at the departmental level, and some administrative authority is delegated to the departments. For internal democracy, it would be necessary to appoint broad-based committees of teachers (with a measure of student participa-

tion) to deal with the specific problems, permitting them as much initiative as possible for innovation and experimentation. However, a continuity of policy is essential for the functioning of a department. There would be need for a degree of direction and coordination, to ensure that the interests of students as regards teaching and research have the first priority and claim, in relation to the department's resources and activities. The procedure should be such as to give no occasion or opportunity for the growth of factionalism.

DEPARTMENTS/BOARDS OF STUDIES AND DEPARTMENTAL COMMITTEES

It is essential to ensure that in all academic decisions, such as the framing of courses of studies, the allocation of teaching work, the appointment of examiners, approval of subjects for research for various degrees, and other requirements of research degrees, appointment of supervisors of research, creation and abolition of teaching posts or upgrading the posts, determination of the field of study of each post at the time of recruitment, and the general academic programme and functioning of the department, the teachers in the department have a full sense of participation.

Where the number of teachers in a department, including those teaching the subject in affiliated colleges, does not exceed, say 20, the functions listed above may be performed by the entire department, subject to general guidance and approval by the higher bodies as indicated elsewhere. It would be desirable to arrange for the participation of a suitable number of teachers belonging to allied and cognate subjects in a university, to be assigned by the Academic Council, and two experts of the subjects, not in the service of the university, co-opted by the Department. All the teachers of the Department and teachers from other departments and experts as mentioned above would constitute the Board. However, if it is considered desirable to have a Board, it may be on the general lines indicated below for postgraduate studies, but it would be responsible for both postgraduate and undergraduate work.

Where, however, the number of teachers (including those teaching the subject in affiliated colleges) is large, it may be desirable to appoint two Boards of Studies per Department (one for undergraduate and the other for postgraduate studies), and one Committee of the Department.

Board of undergraduate studies

The functions of the Boards of Studies for undergraduate studies shall be:

(a) to recommend courses of study and appointment of examiners for the undergraduate (including Honours) degrees;
(b) to suggest measures for period assessment;

(c) to suggest measures for the improvement of the standard of undergraduate studies.

The composition of the Board may be as follows:

(i) The Head of the University Department teaching the subject. *Chairman* (ex-officio)
(ii) Professors in the Department.
(iii) Two Readers in the Department, engaged in teaching undergraduate classes.
(iv) Two Lecturers engaged in teaching undergraduate classes in the university.
(v) Five teachers from affiliated colleges, engaged in teaching undergraduate classes, nominated by the Faculty.
(vi) Two outside experts nominated by the Vice-Chancellor on the recommendation of the Head of the Department.

If a university department is not undertaking instruction at the undergraduate level, only one Reader may serve as a member of the Board. On the other hand, in a unitary university where bulk of the undergraduate teaching is done in the department itself, the number of Lecturers may proportionately be increased. The general principle of rotation according to seniority should be applied in the case of appointments under categories (iii) and (iv).

Board of postgraduate studies

The functions of the Board of Postgraduate Studies should be:

(a) to recommend courses of studies and appointment of Examiners for postgraduate courses, but excluding research degrees;
(b) to approve subjects for research for various degrees and other requirements of research degrees;
(c) to recommend the appointment of Supervisors of research; and
(d) to suggest measures for the improvement of the standard of postgraduate teaching and research.

The composition of the Board may be as follows:

(i) Head of the Department .... *Chairman*
(ii) Professors in the Department
(iii) Two Readers in the Department
(iv) Two Lecturers in the Department, one with more than seven years of service and the other less than this period
(v) Two Heads of Postgraduate Departments of affiliated colleges
(vi) One Lecturer teaching postgraduate classes in affiliated colleges
(vii) Two persons teaching allied or cognate subjects in the university assigned by the Academic Council
(viii) Two experts not in the service of the university appointed by the Vice-Chancellor on the recommendation of the Head of the Department

The general principle of rotation according to seniority should be applied in the case of appointments under categories (iii) to (vi).

The term of appointment of members other than *ex-officio* may be two years.

In some of universities the Boards of Studies are presided over by outsiders, while in others the Head of the Department is not the *ex-officio* Chairman of the Board of Studies. It is recommended that the Chairmanship of the Board must always be with the Head of the University Department.

The Head of the Department should be well advised to hold one joint meeting of the two Boards every year, so that there may be extensive consultation on academic policies before detailed recommendations are made by the respective Boards. Regulations may also provide that joint sub-committee of the two Boards may be set up for any specific or general purposes.

We have recommended earlier that it may not be desirable to have separate departments responsible for the different specialities of a single broad discipline. It is hoped that this recommendation would find favour with the universities. If, however, for any reason the different specialities of a discipline continue to remain in the charge of separate departments in some of the universities, it would be desirable to have at least one common Board of Undergraduate Studies, and its constitution may be suitably modified in such cases. We also recommend that in such universities, the Faculties or Schools might hold periodic joint meetings of the Board of Postgraduate Studies so as to ensure greater coordination and cooperation.

DEPARTMENTAL COMMITTEE

Each university teaching department, having a large number of teachers, should associate the teachers in teaching, research and administration of the department through a Departmental Committee. This Departmental Committee should allocate teaching work, recommend the creation or abolition of teaching posts or their upgrading, make recommendations regarding the field of study of each post at the time of recruitment, and consider matters of general and academic interest to the department, and of its functioning.

The Departmental Committee may consist of:

(1) Head of the Department — *Chairman*
(2) Professors in the Department
(3) Two Readers
(4) Two Lecturers

The Readers and Lecturers may be appointed by rotation according to seniority for a period of two years.

This committee should meet regularly and the minutes of its meetings should be submitted to the Vice-Chancellor. It is hoped that this committee will not normally take any formal vote and arrive at decisions on the basis of general consensus.

Each subject may be divided into its natural and normal sub-divisions which we shall call areas—for example, in Physics the areas will be mathematical physics, solid state physics, nuclear physics, electronics and so on. All the teachers, teaching courses in a particular area and having competence in it, will form an area committee, which may meet frequently—at least once a quarter—to review the teaching and research programme and to make suitable recommendations.

However, in addition to the Departmental Committee and the Boards of Studies, the Head of the Department, should occasionally convene meetings of the entire Department and obtain advice regarding the academic work of the Department.

JOINT TEACHERS STUDENT COMMITTEE OF DEPARTMENTS

In view of the fact that a close association of the students with the functioning of the department would be conductive to the raising of academic standards, and would provide an opportunity to the students to receive proper initiation in shouldering academic responsibilities, we recommend the constitution of a Joint Teacher Student Committee in each department of a university. The function of the Joint Committee shall be to discuss matters affecting the academic work of the students in the departments, or any other matter which affects them in so far as it relates to the functioning of the departments.

The Joint Committee may consist of the following:

(i) Head of the Department — *Chairman*
(ii) One Professor
(iii) Two Readers
(iv) Three Lecturers
(v) Two research students elected by themselves
(vi) Four students of the department elected by the Executive Committee of the Departmental Society

CHAPTER VII

UNIVERSITY ADMINISTRATORS

CHANCELLOR

We recommend that all the universities should have a Chancellor. The Chancellor may be a high dignitary of the State or the Union of India or an eminent scholar or an eminent person in the public life of the State, nominated by the Visitor on the recommendation of the Executive Council, for a period of three years. He should be eligible for re-appointment. The Chancellor should have the right to preside over the Convocations of the University. It may not be appropriate to assign to him any administrative responsibility or authority.

VICE-CHANCELLOR

Let us quote what the Committee on 'Model Act for Universities' has said on the position, functions and responsibilities of the Vice-Chancellor:

"The Vice-Chancellor is by far the most important functionary in a university, not only on the administrative side but also for securing the right atmosphere for the teachers and the students to do their work affectively and in the right spirit. His duties and responsibilities and the qualities needed for bearing them have been described as follows in the Report by the Committee on Higher Education appointed by Prime Minister under the chairmanship of Lord Robbins in the United Kingdom:

'This leads us to the position of the Vice-Chancellor or Principal. His is a role which, probably unfortunately, is seldom precisely spelt out in written constitutions. Yet it would be difficult to overstate its importance, particularly in a period of expansion, which calls for imagination and continuous initiative. There is a grave danger that the needs of expansion and the increasingly complex relations between institutions of higher education and Government will impose upon the heads of universities a quite insupportable burden. There are certain duties of which the Vice-Chancellor cannot divest himself. He is at once a member of the governing body and the chairman of the main academic councils. He must therefore be at the centre of all discussions involving

broad questions of internal policy or relations with the outside world. He must represent his institution in all formal or informal relations with the University Grants Committee; he must be present at meeting of the Committee of Vice-Chancellors and Principals; he must keep in touch with potential benefactors, and he must be aware, in general, of developments in the various branches of learning. No other enterprise would impose on its chairman the variety and burden of work that the modern university requires of its Vice-Chancellor.

The selection of a Vice-Chancellor or a Principal is perhaps the most important single decision that the governing body of a university may be called upon to make; and arrangements for doing so are not made easier by the fact that such a decision may arise only once in ten to twenty years."

The Committee on Model Act further stated:

"The responsibilities of a Vice-Chancellor are not less heavy in this country than in the United Kingdom or anywhere else. In certain respects the burden of a Vice-Chancellor in Indian Universities is even greater. Among other things, he is the chairman not only of the academic body which determines the courses of study but he is also chairman of the executive body. He also presides at the meetings of the court. One of the most important questions to be determined in the light of past experience is with regard to the mode of appointment of the Vice-Chancellor."

We are in general agreement with these observations.

The Vice-Chancellor is the principal executive and academic officer of the university, and should exercise general supervision and control over the affairs of the university, and give effect to the decisions of all its authorities. He shall be the *ex-officio* chairman of the Court, Executive Council, the Academic Council, the Finance Committee and the Selection Committee, and shall in the absence of the Chancellor, preside at any Convocation of the university for conferring degrees; he shall be entitled to be present at and to address any meetings of any authority or board or committee of the university, but may not be entitled to vote there at, unless he is a member of such authority or board or committee. It shall also be the duty of the Vice-Chancellor to see that the provisions of the Act, the Statutes and Ordinances and Regulations are fully observed, and he should have the power necessary for the discharge of this duty. He shall perform such other acts as would be necessary to carry out the provisions of the Act, Statutes and Ordinances.

If in the opinion of the Vice-Chancellor an emergency has arisen which

requires immediate action to be taken he shall take such action as he deems necessary, and shall report the same at the next meeting to the authority, which in the ordinary course would have dealt with the matter, provided that where any such action taken by the Vice-Chancellor affects any person in the service of the university, such person shall be entitled to prefer an appeal to the Executive Council, within the specified time from the date on which he receives notice of such action.

All powers relating to the proper maintenance of discipline in the university should be vested in the Vice-Chancellor.

In addition to the above, the Vice-Chancellor shall exercise such other powers as may be prescribed by the Statutes, Ordinances or the Regulations.

Mode of appointment of Vice-Chancellor

We have given considerable thought to the mode of appointment of the Vice-Chancellor. We are of the view that the best system of appointment of the Vice-Chancellor would be for the Visitor to appoint the Vice-Chancellor from amongst a panel of names submitted to him by a committee. We feel that in the composition of this committee the appropriate Government should, to some extent, be involved. That is why we have recommended a provision in the three patterns proposed by us for a nominee of the Visitor on the said Committee.

It has also been stressed that wherever a committee is appointed to suggest a panel of names, it should prepare the panel, arrange it in an alphabetical order and need not indicate any preference. We agree with this suggestion. If the panel is so prepared and submitted to the Visitor, the Visitor will be entitled to select any one of the persons nominated in the panel. In case the Visitor is unable to accept any of the names included in the panel, he may call upon the committee to submit a fresh panel of names.

We considered several alternatives for constituting a committee which would recommend the panel for consideration of the Visitor for the appointment of Vice-Chancellor. We are aware that it may not be possible to have a uniform system in all the universities. We suggest the following alternatives, on the assumption that in the case of smaller universities a committee of three persons may be regarded as appropriate, whereas in the case of other universities a committee of five persons would be appropriate :

Pattern I
(a) A nominee of the Visitor.
(b) Two nominees of the Executive Council.*

Pattern II
(a) A nominee of the Visitor.
(b) A nominee of the Chairman, UGC.
(c) A nominee of the Executive Council.*

*The person/persons to be nominated by the Executive Council or the university may not be employees of the university or the members of the Executive Council/Academic Council.

Pattern III

(a) A nominee of the Visitor.
(b) A nominee of the Chairman, UGC.
(c) There nominees of the University, one of whom may be nominated by the Academic Council and the other two by the Executive Council. Alternatively, one to be nominated by the Executive Council and the other two by the Academic Council.*

We also suggest that in the case of the new universities, the first Vice-Chancellor should be appointed by the Visitor. Further, this authority may be exercised by the Visitor for appointment of the Vice-Chancellor during the first five years of the life of a university.

Term of appointment of the Vice-Chancellor

The Vice-Chancellor should hold office for a term of five years. He may be reappointed for another term in the same university.

Every effort should be made that a new Vice-Chancellor is designated before the expiry of the term of an existing Vice-Chancellor.

We recommend that in the event of a teacher of a particular university being appointed as a Vice-Chancellor of that university or any other university, provision should be made to give him leave to take up this appointment. This provision would enable experienced and youthful teachers being appointed as Vice-Chancellors of the universities, who after completing their tenure of office as Vice-Chancellor, would revert to their original teaching appointments. The leave rules should be liberalised so as to take into account the period spent as Vice-Chancellor for purposes of pension, terminal benefits, increments, leave, etc. Besides, we propose to make a similar recommendation, in a different section, in respect of teachers who may have to be granted leave for a period exceeding three years.

In regard to the question of prescribing on age limit of retirement for Vice-Chancellors, it may be observed that where the post of the Vice-Chancellor is honorary, and the Vice-Chancellor is expected and required to work voluntarily, it may not be realistic to lay down any age limit. Besides, we may add that some of the distinguished full-time salaried Vice-Chancellors who at the time of their appointment or during their tenure had crossed the age of 65 years, are known to have rendered signal service to their respective universities. Nevertheless, we think in view of the arduous duties, the office of the Vice-Chancellor should be a whole-time salaried one, and the Vice-Chancellor should retire on completing the age of 65 years.

*The person/persons to be nominated by the Executive Council or the university may not be employees of the university or the members of the Executive Council/Academic Council.

There should not normally be much of a difference between the salary of a Vice-Chancellor and that of a Professor. The Vice-Chancellor may be paid a salary of Rs. 3,000 per month. He should be provided with a furnished house for which he would pay rent at the normal rates. For facilities to a Vice-Chancellor, except those for official use, the Vice-Chancellor should pay. We recommend that a provision be made for a suitable pension to a Vice-Chancellor retiring after completing five years. The amount of the pension may be the same as for a member of the Union Public Service Commission whose salary is analogous.

It may be provided that if the office of the Vice-Chancellor becomes vacant due to his death, resignation or otherwise, the Pro-Vice-Chancellor or the Rector or senior-most Professor or any other person nominated by the Visitor for that purpose shall act as Vice-Chancellor, until the date on which the new Vice-Chancellor is appointed and assumes office.

PRO-VICE-CHANCELLOR

The following is quoted from the Report on "Model Act for Universities" :

> "The Vice-Chancellor is concerned, inevitably with almost every part of the work of the university. This in itself is an exceedingly heavy responsibility, and it becomes still more so if the university is an affiliating one with a large number of colleges and departments and students. It sometimes happens that he is unable to attend adequately to the more important work of policy making and development because of the need to attend to routine work and administration. It is, therefore, very important that the Vice-Chancellor, where necessary, is provided with a deputy, that is, a Rector or a Pro-Vice-Chancellor. Ability to delegate and yet to keep a general overall control is difficult art. It is important that relief is given to the Vice-Chancellor; but the manner in which it is done sometimes creates difficulties and complications. It may happen that if the Pro-Vice-Chancellor, or Rector, or other officer intended to provide relief to the Vice-Chancellor is chosen in the same manner as the Vice-Chancellor, it may not be possible to ensure that there is between them the complete understanding that is essential if the Pro-Vice-Chancellor is a real help to the Vice-Chancellor. One of the simplest ways in which the Pro-Vice-Chancellor can be chosen is for the Executive Council to fix the salary and other conditions of service, and leave it entirely to the Vice-Chancellor to choose the Pro-Vice-Chancellor for the duration of his own term or for a shorter period if he so desires. It will work most satisfactorily if the person so chosen is one of the Professors with some flair for administration. The next Vice-Chancellor may re-appoint the same person, but if he prefers somebody else, the last Pro-Vice-Chancellor can revert to his department."

We concur with these observations. We recommend that the age of superannuation for the Pro-Vice-Chancellor, as in the case of the Vice-Chancellor, should be 65 years and he should be paid a salary of Rs. 2,5000 plus the allowances admissible to the teachers of the university. Though a house may be provided for him, he would be expected to pay rent for the same, on the usual basis. No other free facility would be provided to him. In certain cases, the Executive Council may authorise the Vice-Chancellor to appoint more than one Pro-Vice-Chancellor, and the Act that Statutes should contain the necessary enabling clauses. It should also be possible for the Vice-Chancellor to appoint a Professor to discharge the duties of the Pro-Vice-Chancellor, in addition to his own duties as Professor. In such cases, the Executive Council may sanction a suitable allowance not exceeding Rs. 500 per mensum.

DEANS

The Dean of the Faculty should be appointed from amongst the University-appointed Professors, by rotation, according to seniority for a period of two years. However, in Faculties where there is no University-appointed whole-time Professor, the Dean may be appointed in accordance with the same principles, from amongst the Professors recognised by the universities. The Dean should perform his duties in addition to his normal duties as a Professor and should not be paid any additional allowance. He should preside over the meetings of the Faculty and the Committee for Advanced Study and Research, and should assist the Vice-Chancellor in his administrative duties. He should have the right to be present and to speak at any meeting of the Board or Committee in the Faculty or School, but should not have a right to vote at the meeting unless he is a member thereof. He may also perform such duties and exercise such powers as may be delegated to him by the Admission Committee, the Examination Committee or by any authority of the University. He should, however, not be saddled with too many administrative functions, since we have recommended that administrative responsibility should devolve on the departments.

It would not be desirable to treat the Dean as the executive head of the Faculty or the School. Recommendations of the departments to the Executive Council or the Vice-Chancellor in administrative matters need not be routed through the Dean, but he should have sufficient power to implement the decisions of the Faculties in respect of the organisation of common teaching programme, or inter-departmental or inter-disciplinary research and teaching. In the absence of the Dean, the Vice-Chancellor may nominate the next senior-most Professor to act in his place. However, in certain cases, specially of new universities, the Vice-Chancellor may be authorised to appoint the Dean from amongst the Professors of a Faculty or School.

In the case of certain professional faculties, specially where the faculty is comprised of a single or more than one college which are not maintained by the university, the Dean may be appointed by rotation from amongst the Principals of such colleges.

HEAD OF THE DEPARTMENT

We are not in favour of appointing the senior-most professor in the department as the Head of the Department, automatically, as a matter of course. The proper procedure that may be followed for appointment of Heads of Departments, as also the term of appointment, would need careful consideration, and may vary from university to university, depending upon the needs and the stage of development of the university. Considering the important role and functions of heads of departments, it is essential that the selection procedure inspires general confidence.

We have already recommended that the Head of the Department should perform his duties in consultation with the Departmental Committee. He should ordinarily delegate and distribute the administrative functions amongst his colleagues, both to allow himself adequate time for teaching and research, and to promote a sense of participation among the members of the Department.

We have already recommended that there may be a provision for a Professor other than the Head of the Department also to serve on the Selection Committee. It would be advisable for the Vice-Chancellor to invariably associate the Professor-in-Charge of a particular field of specialisation with the Selection Committee recommending appointments in that field.

The administration of a university should take care to ensure that the equality of all professors and the autonomy of teachers in academic matters is respected, and that no teacher is 'forced' to make certain recommendations concerning his speciality through the Head of the Department. The Vice-Chancellor may, where necessary, direct that the recommendation of the Head of the Department may be accompanied by the minutes of the Department/Departmental Committee on that matter.

CHAIRMAN OF STUDENT COUNCIL

The Chairman of Student Council should be appointed by the Vice-Chancellor from among the teachers and should hold office during the Vice-Chancellor's pleasure. He should be paid a suitable honorarium and be provided with such facilities as the Executive Council may determine. The Chairman should make available to the Secretary of the Council adequate facilities by way of office accommodation and staff etc., to enable

him to discharge the responsibilities of the office he holds.

The Chairman of the Student Council should not be burdened with the responsibility of looking after discipline, halls/hostels, welfare programme, etc. He should be readily accessible to the students, inspire confidence among them, and act as a friend, philosopher and guide. He should be kept informed of the major decisions of the University in regard to matters likely to be raised in the Student Council, and should have access to all information necessary for the discharge of his duties. He has to perform the dual role of explaining to the students the point of view of the authorities and the Vice-Chancellor, and of conveying to the Vice-Chancellor and the administration of the university the point of view or reaction of the students.

DEAN OF STUDENTS WELFARE, WARDENS AND PROCTOR

We do not propose to go in detail regarding the appointment of Deans of Student Welfare, Proctors, and the Wardens of Halls/Hostels. We feel that there should be sufficient flexibility in these matters. However, the Statutes may provide that the Dean of Students Welfare, the Proctor or the Warden shall be appointed by the Executive Council on the recommendation of the Vice-Chancellor. Their term may be three years and they should be eligible for re-appointment. They should perform such duties as may be prescribed in the Ordinances or by the authorities of the University or by the Vice-Chancellor. The Executive Council may fix a suitable honorarium to be paid to them. There should also be a provision that the Dean of Students Welfare may be appointed by the Executive Council, on the recommendation of the Vice-Chancellor, on a whole-time basis. In such a case, he should draw a salary in the scale of his substantive appointment, and in addition, he may be paid a suitable allowance. But even where a Dean of Students Welfare is appointed on a whole-time basis, the period of appointment should not exceed three years at a time, and he should continue to be associated with his parent department. He may even continue to do some teaching work without detriment to the discharge of his duties as Dean of Students Welfare.

REGISTRAR

In dealing with the position of the Registrar in relation to the administration of the university, it would be useful to refer to the pertinent observations made in the Report of the Commission on Inquiry of the Oxford University which has analysed the role of civil service in a university. The relevant part of the report is reproduced below :

"The value of an efficient civil service in a university is that it makes it possible, even with a complicated structure, to practise democratic

control by academics of the policies that shape their environment."

"Officials, of the sort we are discussing, should do more than the basic secretarial duties of keeping the minutes and helping to form an agenda. They should be expected to inform and to advise in the course of the meetings they attend. But they should not vote; nor is the responsibility for decision theirs. We are also certain that some of the business which at present goes for decision to committees should not go there at all. We would think it proper for committees to decide what rules they want to have, for instance, for sabbatical leave or for the payment of non-academic staff, but we think that the decision of where a particular case fits under such schemes should not go to a Committee but should be decided by officials. In case of doubt, the official would be expected to consult the chairman of his committee, who, unless the case falls outside the rules, should decide, reporting his decision, if of sufficient importance, at the next meeting of the committee. The Secretary of a committee supported by his chairman, can usually deal with most of the detail, thereby savings academics from acting as clerks; they waste less time because at their meetings they can address themselves to the important points."

"As the senior university official and head of the secretariat, the Registrar has important duties. Working under and with the Vice-Chancellor, he is his confidential adviser : in his capacity he can exercise initiative. The Vice-Chancellor, speaking for Council, told us (*Oral Evidence*, Part 79, p. 60) : Under the present regime most of the initiative for conducting the business and bringing it up and dealing with it at this stage comes from the Registrar. This arises from the fact that the Registrar is head of the machine which is getting it ready and bringing it up....The Advisory—initiative side is very much developed, and is essential. 'He is the Secretary of Council, but he has also become its continuing adviser, expected to offer an opinion or to make a suggestion, though not to decide or vote. He has also come to be recognised as the regular adviser of people in the university holding responsible academic positions : they have come to turn to him first on their problems (*Oral Evidence*, Part 79, pp. 59-65)'. The Registrar has, of course, many other duties, but it is in these ways that, to use the words of the Vice-Chancellor quoted in the preceding paragraph, he behaves as a Principal. We recommend that such behaviour should be recognised as proper to the post of the Registrar in Oxford, and should be expected of its holder. We also recommend that similar behaviour should be expected of the other officials of this unified secretariat : they should become advisers of the chairman of the committees they serve ; they should exercise initiative, working with their chairmen, in the preparation and conduct of business; they should act as advisers, free to speak and suggest, but not to vote, on the committees."

We wish to add with respect that this passage generally brings out the nature of the position, functions and duties of the Registrar *vis-a-vis* the university administration in India as much as in the United Kingdom.

While we are dealing with the Registrar, his duties and functions, we should also like to quote with approval the following passage from the report of the Committee on 'Model Act for Universities' :

"The office of the Registrar is also an important one. In many cases, universities find it difficult to secure a person of the right type to fill this office. Two areas from which Registrars can be recruited are :

(1) The university office : the most competent among the Deputy Registrars or Assistant Registrars can be chosen.

(2) The teaching staff : Occasionally special talent for administration and organisation is discovered in someone of the status of a Reader, who could in course of time become a Professor. But all things considered it would perhaps not be a loss to academic life if he is taken away from the department and asked to become a Registrar.

The Registrar represents the permanent part of the university executive. Vice-Chancellors hold office for a limited period in the best of circumstances, even if legislation does not impose a maximum limit to the tenure of a Vice-Chancellor. The Registrar is therefore the custodian of the traditions of the university, of its efficiency and integrity. It is also necessary that his entire loyalty should be to the university. Sometimes conflicts arise between the Registrar and one or other of the teachers or all of them together. The Registrar must, therefore, exercise his powers with discretion and understanding. His practices should always be responsive to the academic traditions of the university he serves. The Registrar should be appointed by the Executive Council. The terms and conditions of service should be clearly determined by Statutes. It is not likely to do universities much good if officers are borrowed from outside the universities to serve for a limited period, as such an arrangement has all the disadvantages of an interm arrangement. In exceptional situations, however, in order to rectify serious errors or corruption into which a university may have fallen, it will certainly be in order, as a temporary measure, to secure the services, on deputation, of an outstanding administrative officer."

We agree with the view taken by the committee on 'Model Act for Universities' and recommend that the Registrar should be the secretary of the different authorities, and not a member of any of them, except where deemed necessary and advisable. Even if the Registrar is not a member of any of the statutory bodies of the university, he will be entitled to parti-

cipate in the debates of the said bodies if authorised by the Vice-Chancellor or the Chairman of the authority or the Committee.

In regard to the question as to whether the Registrar should be an *ex-officio* member of the Court/Senate, we wish to make some observations. The Vice-Chancellor presides at the meetings of the Court/Senate and as such functions as the Chairman of the meetings. If any points are made against the administration at the meetings of the Court/Senate, the Vice-Chancellor does not and is not ordinarily expected to answer them. Answers to the points made against the administration of the university will, therefore, have to be given either by the members of the Executive Council/ Syndicate or on many occasions by the Registrar himself, who always acts as the permanent secretary of the authorities and bodies of the university. This aspect of the matter will assume greater significance in future when we take into account the recommendations we have made in regard to the composition of the Court/Senate. According to the scheme recommended by us for the composition of the Court/Senate, representatives of the general public would take a larger share in the deliberations of the Court/Senate, and may legitimately be expected to raise questions pertaining to the administration of the university, which they would feel are important from the point of view of the general community. In such a case it would, we think on the whole, be desirable to recommend that the Registrar should be an *ex-officio* member of the Court/Senate.

TREASURER/FINANCE OFFICER

The following is quoted from the Report of the Committee on 'Model Act for Universities':

> "The Committee is of the view that with the expansion of university work and activities, honorary (or paid) Treasurers independently elected by the Court or the Executive Council is not in general a satisfactory arrangement. The Committee recommends that the Treasurer or Finance Officer should be whole-time salaried officer appointed by the Executive Council specially charged with the responsibility of looking after the finances of the university. The officer should be designated as Finance Officer rather than Treasurer. It would be his duty to attend to proper investment of the university's funds, watch the expenditure, and to deal generally with matters connected with the finances of the university. He should not operate as a brake or as an instrument for delaying progress. This, however, should not be understood to mean that the importance of keeping correct accounts and following the budgetary laws is under-estimated."

We endorse the above recommendation. In some of the universities, the Finance Officer and the Registrar have the same status, and are in the

same scale of pay, and the Finance Officer is responsible directly to the Pro-Vice-Chancellor/Vice-Chancellor. We do not propose to recommend any fixed pattern for the working of these two officers i.e. the Registrar and the Finance Officer, as we feel that each university may have to determine its own procedure, keeping in view the stage of development of the university, the work-load on the Registrar and the Finance Officer, and the tradition of the university. It may be left open to the university to decide whether the Finance Officer should work under the Vice-Chancellor through the Registrar or should work directly under the Vice-Chancellor.

CHAPTER VIII

STUDENT PARTICIPATION

One of the important terms of reference of this Committee relates to the question of the participation of students in the administration of the university, both in academic and non-academic matters. We have earlier stated that, in our view, the participation of students in the academic life and affairs of the university is an essential part of the functioning of a university, and the concept of university autonomy has been discussed in a previous chapter. We believe that this participation would be of vital importance if the universities are to play a major role in national development. Student participation is not a static concept. It is an evolving concept and is intimately related to the progress of universities, improvement of academic standards and university reform generally. Whereas every university in our view should make a constructive and deliberate effort to promote student participation, the level of effectiveness and intensity of such participation would obviously depend on a variety of factors, specially the stage of development of the university and tone of its academic life. In other words, it is an academic concept, and is based on the assumption that the process of learning in the university is a joint adventure or quest of the teachers and students, a partnership in the acquisition of knowledge, and as such, it is not a unilateral process in which the teachers teach or instruct, and the students learn or receive knowledge. Considered purely as an academic concept, the participation of students in the academic life of the university involves a continuous dialogue between the teachers and the taught. It is a serious inadequacy in our university system today that in respect of matters pertaining to education or instruction, the system does not seem to provide a channel of communication, either formal or informal, between the teachers and the students, or between the administrative wing of the university and the students. Absence of such communication creates a feeling in the mind of the students that they do not have any share in the management of the affairs of the university. They do not, therefore, develop a sense of belonging to it, which is very essential for the successful working of the university.

The process of learning and the training of the student's mind involves his active participation, rather than passive assimilation. Similarly, his participation should be sought in matters relating to the organisation of

learning and in academic administration. Such participation would create among the students a greater sense of responsibility, help in developing their personality, enable teachers to benefit from the fresh ideas of the youth and also serve to make the educational system responsive to the urges and challenges of society.

Throughout the world young people, specially university students, are feeling restive. The unrest in Indian Universities is a part of this world-wide phenomenon, although in many important respects, the nature of this unrest differs from that in the western, particularly affluent, countries. We, however, do not propose to discuss the nature of the student movement outside India. In our country the origin of the present day unrest is to be found partly in the social and political factors outside the academic system, and partly in the situation prevailing within the universities.

Broadly speaking, the student movement acquires political overtones when it is motivated by a dissatisfaction with the established order. Occasionally, it leads to a desire to destroy the existing social order and to create a new one in its place. Fortunately, this trend is present in our country in only a very few places. This dissatisfaction with the entire establishment is negative and nihilistic in character. It seeks to destroy without determining what new social order has to be constructed and how. We do not propose to deal with this trend in our report. We, however, must refer to other factors which are relevant for our discussion.

In our country, the main problem facing an overwhelming majority of students is the desire that their social status be raised as quickly as possible. Their parents had been denied the benefits of higher education, and had to live a life of backwardness with hardly any hope of betterment. They are now anxious that their children should derive the maximum benefit from university education. Since the higher rungs of the social lader appear to be reserved almost entirely for the highly educated, there is a wide-spread desire among the masses, and specially among the weaker sections, to receive higher education. The attempt of some universities to restrict admission only on the basis of merit or academic achievement does not appeal to the backward sections of society, who consider such criteria to be weighted against them. No attempt to curb the expansion of higher education is, therefore, likely to be successful under the circumstances.

Although higher education has, in fact, been expanding at a rate of about 13 per cent per annum, the per capita expenditure on education, in terms of constant prices, has actually declined. Consequently, schemes of academic reform have been thwarted, and this has adversely affected the student community. The pupil-teacher ratio has become unsatisfactory, resulting in a lack of contact between the teachers and students in and/ outside the universities. For the same reason, various schemes of academic

reorganisation have not been implemented. Students cannot be blamed for falling standards when laboratory and library facilities are inadequate and buildings unsuitable. The condition in which students live and work are in most cases very unsatisfactory. There are neither enough scholarships nor hostels, nor opportunities to develop a healthy personality, and to spend leisure time gainfully.

Financial allocations made at the Centre and in the States show that higher education has not been given the high priority it deserves. Critics of the university system may be justified in referring to the failure of the universities to meet the challenge of the time, and to satisfy the requirements and expectations of the community at large, but it should not be forgotten that proper development and restructuring of university education on modern lines involves large expenditure. Lack of adequate financial resources is an insuperable difficulty. We wish to emphasise this aspect of the matter because it is of vital importance.

Dissatisfaction has become particularly acute among students because of unemployment among the educated youth, particularly the growing unemployment of the technically trained personnel. The present system of education appears to lack any concrete aim or purpose, and to be a mere ritual devoid of inner strength and reality.

The ivory-tower concept of universities is now widely questioned. Many teachers and students want education to be more closely related to the problems of life and society. There is, hence, a demand for a change in the syllabus, the structure of courses, the system of examinations, and methods of teaching.

The universities have not always done their best to improve academic standards, and the system of instruction and examination, even within the resources available to them. This is specially to be seen in respect of outmoded and old-fashioned syllabuses or courses which do not appeal to the students. These courses are neither satisfactory in developing the intellect of the student, nor in equipping him for the needs of society.

The dissatisfaction of the students with society in general, and with the existing academic opportunities in particular, can easily be exploited by interested faction leaders within the academic community, as well as those without, and this leads to the eruption of agitations based on regional, linguistic or communal demands.

Unfortunately, in our country there is a section of society which has, it seems, come to believe, that no grievance, however justified or legitimate, receives proper consideration or redress, unless it is enforced by aggressive pressure, millitant agitation or even violence. The students being the most

impressionable part of the community, quite frequently, adopt this view. Consequently, the resentment and frustration of students occasionally lead to unfortunate cases of violence and destruction of property. This is another aspect of the matter which we cannot ignore.

Sometimes a disturbing feature of student agitation witnessed on some university campuses has been a demand made by representatives of students, and at times even by large groups of students, which could not conceivably be regarded as academically desirable or sound and, which if conceded, would irrevocably jeopardise the educational standards. In making this observation, we have in mind demands such as those for lowering the percentage of pass marks or cancellation of question-papers on the ground that some of the questions were "unexpected". We hope that this is merely a passing phase. We may again emphasise, that our approach to the question of the participation of students in university administration, is based on the assumption that the students desire such participation, with the object of making education received by them richer, deeper, more meaningful and significant; in other words, the students' desire for participation is founded on academic and not political considerations.

While these general factors are extremely important it cannot be disputed that in most universities and colleges there is no machinery for continuous exchange of ideas between the students and teachers, and between students or teachers and the authorities. As a result, dissatisfaction unnecessarily mounts up where the cause of irrigation can easily be removed, and misunderstanding persists though in some case the removal of alleged grievances is beyond the competence of the academic authorities. This is specially so in cases where the case of student unrest lies outside the campus.

It is our considered opinion that in addition to a constant dialogue between teachers and students in respect of all aspects of university activity, an institutional machinery for consultation of student opinion and ensuring student participation should be established in each university.

While examining the question of the participation of the student in the administration of universities and colleges, the following aspects deserve careful consideration :

(a) What should be the level of participation ? Should it be advisory and consultative, or decisive ? Should students be full members of the authorities of the university ?
(b) On what aspects of administration should there be participation at the various levels mentioned in (a) above ?
(c) What should be the nature of student representation (faculty-wise, college-wise, nominated or elected, role of Student Union, etc.) ?

Student should have the opportunity to play a leading role in the organisation of corporate life, extra and co-curricular activities. The teachers may guide and advise them in such matters, but the decision-making should, as far as possible, be the responsibility of students. The head of the institution should have, in all such cases, emergency powers to over-ride the decision of the students; but obviously these powers should be exercised, if at all, only for compelling reasons, and the action should later be reported to the appropriate university bodies.

The students should also be encouraged to give their thought to important academic questions like the structure of courses, the content of syllabus, pattern of instruction, and of examination. Through a suitable machinery of consultation, they should also be made aware of the broad administrative problems facing the university, including its budget and finances, by giving them representation on the Court. If the students are given the opportunity to discuss with their teachers these important academic and administrative matters, they would understand and appreciate better how a university functions. It is in the interest of the universities as well as of the nation that tomorrow's leaders should adequately understand the problems of the management of universities.

The nature of student representation would naturally depend upon the aspects of university activity in which student participation is to be provided. For example, if questions concerning matters which are essentially within the purview of a faculty are to be discussed, there should be a Faculty Committee. Similarly, for hostel affairs or college affairs, Hostel or College Committees should be set up. When matters concerning the entire university are to be considered, there should be representatives of the various student bodies of the university as well as some representatives of the university Students Union on the committee concerned. We are of the view that to secure the maximum participation of the best students, there should be a blending of the principle of direct election, and of indirect election and election through various sports and cultural organisations of students, as well as nomination of some students by the head of the institution on the basis of outstanding performance.

We recommend the principle of decentralisation of authority in all spheres of university activity. It is, therefore, logical that all matters of interest to the students should not be dealt with only at one level, as for example solely by the representatives of the Students Union. At the same time, we wish to encourage the Students union to play a responsible role in the life of the academic community.

COURT

We have already recommended an effective participation of students

in the Court. The token representation of students which has sometimes been suggested is, in our opinion, hardly desirable, nor is it in the circumstances of today, appropriate. Unless the student representatives feel that they can put forward their point of view effectively, they will not get a real sense of participation. As members of the Court, they will have the opportunity to express their views on all aspects of university activity. Their voice will also carry a great deal of weight in electing the members of the Executive Council from the Court, because under the system of proportional representation, 10 to 15 per cent student members of the Court can, under certain circumstances, play a decisive part in such election.

EXECUTIVE COUNCIL AND ACADEMIC COUNCIL

We have considered carefully the suggestion made by the Education Commission (1964-66) regarding the participation of students in the Academic Council. On the other hand, we have also given due weight to the view, nearly unanimous, expressed by the Members of Parliament, teachers and student representatives whom we met, that at present it would not be desirable to give students any representation on the Executive Council.

The Executive Council's functions include *inter alia*, the appointment of teachers and examiners according to the procedure prescribed, and we are inclined to take the view that it would be wiser to take the first step in a fairly big way, watch how it works, and then take the other steps in the same direction, so as to reach ultimately the ideal of full participation of students in the university administraton.

We also feel that at the present moment no useful purpose would be served by giving representation to the students on the Academic Council. Instead, we have recommended the setting up of a Student Council which would enable the students to make their recommendations to the Executive and the Academic Councils. Their suggestions, we are confident, will be given due consideration by the Executive and the Academic Councils.

FACULTY AND DEPARTMENT

We have recommended elsewhere that the time has come for greater decentralisation of academic authority in every university. We have, therefore, recommended that more power be vested in Faculties. This would mean that the Faculties would be the decision-making authority in many vital spheres, such as courses of study, and recommendatory authority in respect of the appointment of examiners, and the creation and abolition of teaching posts, etc. Similarly, we have recommended that Departments/Boards of Studies/Departmental Committees should have the power to initiate practically all academic proposals. It would not be desirable in the interest of maintaining academic standards to give repre-

sentation to students on the Faculties or on Departments/Boards of Studies/Departmental Committees. But we feel that it would be necessary to provide for the establishment of Student Advisory Committees in the Faculties, and for Joint Teacher Student Committees in the Departments.

STUDENT ADVISORY COMMITTEE OF FACULTIES

We recommend that there should be a Student Advisory Committee for each Faculty. It should have the right to express its views on important academic questions like the structure of courses, the content of syllabus pattern of instruction and of examinations, and should also have the power to voice the grievances of the students and to make suggestions for the better working of the Faculty. Not less than two ordinary meetings of the Committee may be held in each academic year, and there should be a provision for meetings requisitioned by the student members of the Committee.

The Student Advisory Committee of the Faculty should be established by an Ordinance of the University. We recommend that its composition may be as follows :

(a) The Dean of the Faculty. .... *Chairman*
(b) The Head of each Department of Study in the faculty or a teacher nominated by him.
(c) One student to be elected by the postgraduate and research students of each department.
(d) Not more than half the number of students mentioned in (c) above, to be nominated by the Dean from among the academically outstanding students.

The Secretary of the Committee may be elected by its student members from among themselves.

In the case of the universities where postgraduate education is also provided in colleges admitted to the privileges of the university, provision may be made to associate some of the students from the colleges.

The primary academic unit of the university, be it a Department or a Centre of Study, should ensure that there is a continuous exchange of ideas between its students and teachers including the Head of the Department or the Centre. We have, therefore, recommended the desirability of setting up Joint Teacher-Student Committees of Departments.

While we recommend close and frequent consultation between teachers and students at all levels, we are not in favour of students being members of any of the academic bodies. The reason for this comparatively restricted

role of students in academic decision-making, as distinct from consultation, is the urgent need to modernise and upgrade courses of instruction, and to bring them into line with the developments in the most advanced countries. Unfortunately, even postgraduate students are not yet fully aware of the major changes taking place in universities outside India; nor are they fully conversant with the academic needs and requirements of the country.

HALLS OF RESIDENCE/HOSTEL COMMITTEE

In every Hall of Residence/Hostel, Students Advisory Committees should be set up to aid and advise the authorities of the universities in the management of the Hall/Hostel including Mess, the maintenance of discipline, and organisation of extra-curricular and corporate activities.

ORGANISATION FOR CO-CURRICULAR AND EXTRA-CURRICULAR ACTIVITIES

We recommend that every university should ordinarily establish three committees—one for games, another for social service, and the third for cultural activities. Each of these committees should comprise representatives of clubs or societies devoted to different activities, and these should be established in accordance with the principle of student self-government. Teachers may be associated to guide or advise, but should not ordinarily exercise any authority. However, the Head of the Institution may himself or through a teacher nominated by him exercise the power to over-see the financial affairs of these committees, and should also have the power to override decision in an emergency. All these clubs and committees should be represented on the Executive Committee/ General Council of the Students Union.

STUDENT WELFARE

We recommend, with all the emphasis we can command, that resources be placed at the disposal of the universities and colleges to provide basic amenities to the students; these should include adequate provision for hostels, day-students homes, adequate library seats, text-books libraries and book banks, scholarships and fee concessions, provision of cheap but wholesome meals, play-grounds, and accommodation for taking up corporate activities etc.

In addition to these physical facilities it would be desirable to entrust every teacher with the responsibility of looking after about 20 students (the present national average of pupil-teacher ratio is about 20:1). These teachers should try to win the confidence of their students, give them advice and guidance, help to solve their difficulties to the extent possible, and remain in close touch with them. It would be desirable for each teacher to

meet each of these students at least once a month. Where the number of teachers is small, the services of senior students may be utilised for the purpose.

Teachers should also be persuaded to devote some of their time to act as advisers in the various corporate activities of the students mentioned above.

It is extremely important that teachers put in charge of hostels should get to know each of their wards personally. Therefore, we are of the view that the number in each hostel should not preferably exceed 50 to 70.

Similarly, some teachers should be entrusted with the responsibility of assisting in the organisation of corporate activities of non-resident students.

The activities of the various teachers looking after the welfare of the students should be suitably coordinated, and the Principal/Vice-Chancellor should give his special attention to the establishment of a suitable organisational machinery for this purpose.

STUDENT UNIONS

We are broadly in agreement with the recommendations of the Education Commission (1964-66) regarding Student Unions. The Education Commission had recommended as follows:

> "Student unions represent an important way of providing student participation in university life outside the classroom. Properly organised, they help in self-government and self-discipline, provide a healthy outlet for students' energies and give the students useful training in the use of democratic methods.
> It is for each university to decide how its students union will function and would welcome a good deal of experimentation. But some broad principles can be indicated.

(1) Membership of the students unions should be automatic in the sense that every student should be presumed to be its member. But every student should be expected to choose at least one activity organised in the institution, e.g., arts society, football club, drama association, etc., and pay the required subscription. There should be no separate payment for the membership of the Students' Union as such. Each of the activities will thus have funds of its own and these would be handled by appropriate committees. The funds of the central union—to the extent they are needed—would be formed by contributions from each activity committee. The University or College should also give aid to the central union as well as to the different activities.

(2) It may be desirable to elect the office-bearers, not directly by the large body of students (many of whom are freshmen), but indirectly by the different students' societies in the university who would send selected representatives to the union executives.
(3) There should be some disqualification for office-bearers. For instance, persons who have spent two or more years in the same class should be disqualified.
(4) The successful working of student unions depends to a large extent upon the mutual trust and confidence between the teachers and the students. Greater teacher involvement in union activities should, therefore, be ensured. We would strongly command the establishment of a university or college union in which all teachers and students automatically become members. All committees of the union and various activity groups should have teachers on them and it should be their responsibility to guide the students tactfully on right lines without curbing their freedom to decide for themselves."

We feel that each university should continue to have a union the membership of which should be automatic for every student.

The number of students in every university is so large that direct democracy can hardly be effective, and hence, as has been stated by another committee, caste, regional, communal and other undemocratic factors seem to exercise an undue influence. We are, therefore, of the opinion that the ultimate power of the university union should be vested in a General Council (or a Parliament if the students in a particular university prefer this form). Such a Council may consist of about 100 members. About three-fourths of the total membership of the General Council may comprise of elected representatives of departmental societies and/or elected representatives of faculties and/or colleges. We do not suggest any rigid or uniform pattern because this will differ according to the type of each university.

One-quarter of the membership of the General Council should consist of representatives of Games Committee, Committee for Cultural Activities and Social Service Committee, etc.

The General Council may elect the office bearers and the executive committee.

The University may either fix a lumpsum as Union fee which may then be distributed among different clubs and departmental societies in consultation with the students, or there may be no Union fee as such but a club or society fee of which a share may be paid to the Union for its activities.

It should be the duty of the university to arrange for the auditing of the accounts of the Union and other student societies, whose funds are collected

through the university every year. Where there has been a misappropriation or misuse of funds, it should be the duty of the university to take suitable action in order to protect the rights of its students.

We feel that the condition recommended by us for a student to be a member of the Court may also be prescribed for a student to be member of the General Council of the student union or its office-bearer.

Before we conclude this part of our report, we would like to point out that in our next report which will deal with the governance of colleges and allied matters, we will make corresponding recommendations for the participation of students in the administration of colleges on similar lines, with such changes as may be necessary.

CHAPTER IX

MISCELLANEOUS

AUTONOMOUS COLLEGES/DEPARTMENTS

The Education Commission (1964-66) has stressed the importance of setting up autonomous colleges. The University Grants Commission has also given considerable thought to this question, and has encouraged the idea of initiating this experiment in some selected colleges. It has, however, not been possible to make any headway in the matter, as in the legislative enactments governing most of the universities no provision has been made to provide for autonomous colleges.

We recommend that in the Acts which may be drafted hereafter, not only a provision for autonomous colleges should be made, but provision may also be made to give certain autonomy to the teaching departments or the units of the departments, in particular the Centres of Advanced Study. We recommend that in the Acts of the Universities, the following provision as already exists in the Himachal Pradesh University Act may be made:

"The University may grant, in the manner and after following the procedure prescribed in the relevant Statutes, to a college, department or unit, which satisfies the conditions laid down in the said Statutes in this behalf, the privileges of modifying or changing for its students the courses of study prescribed by the university and of holding examination in the course so modified and such college, department or unit shall be declared in the manner prescribed in the Statutes to be an Autonomous College."

"The extent to which the courses may be varied and the manner of holding examinations conducted by such college or department as the case may be shall be determined in each case by the University."

In a subsequent report we will deal with the question of autonomous colleges in greater detail.

GRANTS COMMITTEES IN THE STATES

The Education Commission (1964-66) had observed in its report as follows:

"The Model Act Committee raised the question of University Grants

Commission or Committees being set up by the State Governments for universities within a State, but made no specific recommendation. The Standing Committee of the I.U.B. was strongly against the establishment of such Committees in the State, holding that if the State Government required any advice, it should consult the UGC. We agree with this view. In giving grants to universities, the question of finance and standards, and collaboration between universities outside a given State, are all intimately linked. It may lead to confusion if the responsibility for coordinating standards was distributed amongst a number of bodies such as the Central UGC and the State UGCs. It would also hinder the existing direct relationship between the UGC and the universities."

We concur with the observations of the Education Commission. We would, however, suggest that each State should have a Coordinating Committee of the Vice-Chancellors of the Universities in the State to discuss problems of mutual interest. The Committee should be of an advisory nature, and not an additional authority in the hierarchy for the development of the universities.

COLLEGIATE EDUCATION COMMITTEE

In some States where the number of colleges is large and where these colleges are affiliated to a number of universities, it may be useful to have a Collegiate Education Committee to advise the State Government on all policy matters affecting the colleges. This would enable the State Government to take long-term decisions on the development of collegiate education, and to decide on matters related to different disciplines taught in diffierent colleges, at widely different levels. It would also enable the Governments to maintain a reasonable continuity of policy in regard to collegiate education. Such a committee might consist of Vice-Chancellors of the universities in the State, Director of Education, the Secretaries of the Education and Finance Departments of a State, and a few eminent educationists. The State Government could, perhaps, request the Chairman of the University Grants Commission to nominate a representative to serve on such a committee.

ANNUAL REPORT

We recommend that a provision may be made in the Acts of the Universities requiring that the annual report of the university shall be prepared under the direction of the Executive Council, and it shall be submitted to the Court on or before such date as may be prescribed by the Statutes, and this report would be considered by the Court at its annual meeting. As recommended earlier, the Court may only communicate its comments thereon to the Executive Council.

AUDITED ACCOUNTS

In the case of the central universities, the accounts of the universities are audited at regular intervals by the Accountant General concerned or a person authorised by the Comptroller and Auditor General. In some of the State Universities, the accounts are audited by the Examiner, Local Fund, and in others by the Accountant General and in few cases by Chartered Accountants.

We recommend that the Acts of the universities may provide for the audit of the accounts of the universities at regular intervals, but the agency or the person who may audit their accounts may be left to be determined by the appropriate Government. The audited accounts along with the Audit Report should be submitted to the Court/Senate, with the observations of the Executive Council thereon, and a copy sent to the Visitor. Any observation of the Visitor, should also be brought to the notice of the Court. Similarly, the observation of the Court, after being considered by the Executive Council, should be communicated to the visitor.

DELEGATION OF POWERS

We recommend that for an efficient working of the universities, it is desirable that the provision for delegation of powers should not only be made in the case of the Vice-Chancellor, Pro-Vice-Chancellor/Rector, Registrar or other administrative officers of the university, but it should include delegation of powers to the teaching departments. Our intention in making this recommendation is that not only should the relevant powers be delegated to the heads of the departments, but the heads of departments in turn should further delegate such powers as are appropriate to their colleagues in the departments, so that they are able to assist the head in the administration of the department. It should, however, be understood that the delegation of powers does not result in a divorce between powers and responsibilities, and that both go together.

ADMINISTRATIVE/FINANCIAL PROCEDURE

In the universities at present, the heads of the departments and other academic persons have to undertake considerable work relating to administration and finance of the department concerned. We are of the view that there is need to relieve the academic staff of as much administrative/financial routine as possible, without creating a bureaucratic machinery. We have not gone into the details of this question but we recommend that the UGC may set up a Committee to study in depth this matter as well as the staffing pattern for administration of the departments and the faculties; relationship of the heads of departments and deans with the administrative staff, and the administrative and financial procedures and rules.

ACKNOWLEDGEMENT

Before we conclude our report, it is our pleasant duty to place on record our deep appreciation for the very able and useful assistance we have received from our Member-Secretary, Shri R.K. Chhabra. The work of the committee and its sub-committees required a well-planned programme regarding visits to different places and organisation of meetings for discussion with different persons and between members of the different groups *inter-se*. The reports received and evidence recorded had also to be simultaneously collated and classified. All this has been managed by Shri Chhabra with remarkable efficiency. With his intimate knowledge of the working of different universities spread over many years, Shri Chhabra also made valuable contribution in our deliberations, and the drafting of our proposals and recommendations.

R.K. Chhabra
Member-Secretary
June 6, 1971

P.B. Gajendragadkar
Chairman

APPENDICES

APPENDIX I

COMMITTEE ON GOVERNANCE OF UNIVERSITIES

1. Dr. P.B. Gajendragadkar, —*Chairman*
   Vice-Chancellor,
   Bombay University.

2. Professor R.P. Bambah,
   Department of Mathematics,
   Panjab University.

3. Shri G.K. Chandiramani,
   Additional Secretary,
   Ministry of Education & Social Welfare,
   Government of India,
   New Delhi.

4. Dr. Kamla Chaudhuri,
   Institute of Management,
   Ahmedabad.

5. Professor S. Nurul Hasan,
   Head of the Department of History,
   Aligarh Muslim University,
   Aligarh.

6. Professor M.V. Mathur,
   Director,
   Asian Institute of Educational Planning
   and Administration, New Delhi.

7. Shri D.P. Nayar,
   Senior Specialist (Education),
   Planning Commission,
   New Delhi.

8. Professor T.S. Sadasivan,
   Department of Botany,
   Madras University,
   Madras.

9. Dr. S.N. Sen,
Vice-Chancellor,
Calcutta University,
Calcutta.

10. Professor M.N. Srinivas,
Head of the Department of Sociology,
Delhi University.

11. Dr. R. Satyanarayan,
Vice-Chancellor,
Osmania University,
Hyderabad.

12. Dr. P.J. Philip, —*Member Secretary*
Secretary,
University Grants Commission.

COMMITTEE ON GOVERNANCE OF COLLEGES

1. Rev. P.T. Chandi, —*Chairman*
   Vice-Chancellor,
   Gorakhpur University.
2. Professor A. Aiyappan,
   Vice-Chancellor,
   Kerala University.
3. Mother Mary Briganza,
   Principal,
   Sophia College, Bombay.
4. Dr. L. Bullaya,
   Vice-Chancellor,
   Andhra University,
   Waltair.
5. Dr. M.M. Chakravarty,
   Department of Applied Chemistry,
   Calcutta University.
6. Dr. Chandran D.S. Devanesen,
   Principal,
   Madras Christian College, Madras.
7. Dr. S.N. Ghosal,
   Principal,
   Presidency College,
   Calcutta.
8. Professor Tapas Majumdar,
   Member,
   University Grants Commission.
9. Dr. Sukumar Mitra,
   Principal, Charuchandra College,
   Calcutta.

10. Shri J.P. Naik,
Adviser,
Ministry of Education & Social Welfare.

11. Dr. R. Satyanarayan,
Vice-Chancellor,
Osmania University.

12. Sardar Bishan Singh Samundri,
Vice-Chancellor,
Guru Nanak University,
Amritsar.

13. Shri J.B. Sandil,
Principal,
Gujarat College,
Ahmedabad.

14. Shri Hridya Narain Sinha,
Principal,
Tilakdhari College,
Jaunpur, (U.P.)

15. Shri Ram Swarup Narain Singh,
Principal,
Nalanda College,
Bihar Sharif (Patna).

16. Shri R.K. Chhabra, —*Member-Secretary*
Joint Secretary,
University Grants Commission.

COMMITTEE ON GOVERNANCE OF UNIVERSITIES & COLLEGES

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   Bombay University.
2. Professor A. Aiyappan,
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   Panjab University.
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   University College of Science & Technology,
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Amritsar.

20. Shri J.B. Sandil,
Principal,
Gujarat College,
Ahmedabad.

21. Dr. S.N. Sen,
Vice-Chancellor,
Calcutta University,
Calcutta.

22. Shri Hridya Narain Singh,
Principal,
Tilakdhaii College,
Jaunpur. (U.P.)

23. Shri Ram Swarup Narain Sinha,
Principal,
Nalanda College,
Bihar Sharif (Patna).

24. Professor M.N. Srinivas,
Head of the Department of Sociology,
Delhi University.

25. Dr. P.J. Philip,
Secretary,
University Grants Commission.

26. Shri R.K. Chhabra, —*Member-Secretary*
Joint Secretary,
University Grants Commission.

PRESS NOTE

The University Grants Commission has appointed two Committees to consider issues relating to governance of universities and colleges. The terms of reference of the Committees are :

Committee on Governance of Universities

To consider the structure of universities; functions, responsibilities and powers of the statutory bodies; conditions of service of staff, student participation and related matters.

Committee on Governance of Colleges

Relationship of colleges with the universities, conditions of affiliation, procedure of selection and conditions of service of teachers, constitution and powers of governing bodies, university representation, student participation and related matters.

The Committee and its panels are currently meeting teachers, students, educationists and others. They would appreciate if organisations and individuals interested in presenting their points of view before the Committees may forward them, by 15th June 1970 at the latest, to Shri R.K. Chhabra, Joint Secretary, University Grants Commission, Bahadur Shah Zafar Marg, New Delhi, for the consideration of the Committee.