

**REPORT OF THE EXPERT COMMITTEE  
ON  
CORRESPONDENCE COURSES  
AND  
EVENING COLLEGES**



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## PREFACE

The Ministry of Education, Government of India, appointed in August, 1961 a '*Committee on Correspondence Courses and Evening Colleges*'. The Committee submitted its report in two parts, one dealing with 'correspondence courses' and the other with 'evening colleges and evening classes'. The two reports are here printed together. I am happy to say that the Committee's recommendations described in the reports have been accepted by the Government of India in the Ministry of Education and are under implementation.

The Committee is grateful to Dr. Homer Kempfer (Deputy Chief Educational Adviser, T.C.M.) and to Mrs. Muriel Wasi (Deputy Educational Adviser, Ministry of Education), Member-Secretary of the Committee, for their valuable contribution and help in the preparation of the reports.

The system of correspondence courses and evening classes constitute an important element in the educational development plans of our country (as of most of the newly-developing and advanced countries). It is apparent that without some form of correspondence system and evening classes it would be difficult, if not impossible, to meet the large-scale educational needs, specially in the field of technology, of an expanding economy.

In the case of correspondence courses, lessons prepared by outstanding teachers can be made available to everyone taking the course even if he is in a remote part of the country. The correspondence system does not suffer from the limitation of classroom accommodation, time-table difficulties which often restrict the number of academically desirable combinations of subjects that a student could study for his degree; and such other factors. The system has a special appeal these days in view of the very serious shortage of competent teachers. Correspondence courses and evening classes have some serious inherent limitations, but they also possess some definite advantages—which the Committee hopes will be fully exploited—in terms of widening the educational opportunities open to young men and women in our country, and in economising the educational costs per student.

The Committee would like to stress the importance of taking every possible care to ensure that adequate standards are maintained. Again, standards are not static, and every endeavour

should be made to continuously improve them and raise their level.

I hope the reports would be of value and interest to all concerned with higher education in our country.

D. S. KOTHARI

[*Chairman*]

Committee on Correspondence Courses  
and Evening Colleges

## REPORT OF THE EXPERT COMMITTEE ON CORRESPONDENCE COURSES

In March 1961, the Ministry of Education appointed an Expert Committee to work out the pattern and relevant details of the Scheme of Correspondence Courses (prepared as an item under the Third Five-Year Educational Plan) in terms of a Central Advisory Board of Education Resolution passed at the Board's 28th meeting held at New Delhi on January 16 and 17, 1961 :—

“For the Correspondence Courses, the Board suggested further detailed studies by a small committee before a firm decision could be taken”.

2. An Expert Committee was constituted with the following personnel :-

Dr. D. S. Kothari . . . . . (Chairman)	Chairman, University Grants Commission
Mr. P. N. Kirpal . . . . .	Educational Adviser to the Government of India
Prof. N. K. Sidhanta . . . . . (Died in December, 1961)	Vice-Chancellor, Delhi University
Dr. P. Parija . . . . .	Vice-Chancellor, Utkal University
Mr. T. M. Advani . . . . .	Principal, Jai Hind College, Bombay
Dr. Ram Behari . . . . . (Appointed in place of Prof. N. K. Sidhanta in January 1962)	Professor and Head of the Department of Mathematics and Statistics, University of Delhi
Dr. Homer Kempfer . . . . .	T. C. M. Consultant on Correspondence Courses, New Delhi
Dr. Hans Simons . . . . .	Consultant on General Education, University Grants Commission
Dr. P. D. Shukla . . . . .	Deputy Educational Adviser, Ministry of Education
Mrs. Muriel Wasi . . . . . (Member-Secretary)	Deputy Educational Adviser, Ministry of Education

Most unfortunately, Prof. Sidhanta, who attended the meetings in July and September, 1961 died in December of that year. The Committee would like to place on record its deep appreciation of his most valuable contribution to its deliberations and its sense of sorrow and loss at his untimely passing. The vacancy caused by his death was filled by Dr. Ram Behari, Professor and Head of the Department of Mathematics and Statistics, University of Delhi.

3. The Committee has met six times in all, on 7th July and 22nd September, 1961, 29th January, 9th March, 11th May and 21st May, 1962.

4. Its discussion has ranged over a wide area since Correspondence Courses are being tried out for the first time in Indian University education, and it is essential to clarify certain basic issues as well as to formulate educational and administrative problems. There is a general lack of Indian experience in the use of the Correspondence method. This lack of experience generates caution and argues the need to proceed slowly so as to ensure that in the absence, inherent in this method, of regular classroom contact between teacher and taught, it is still possible to create and maintain high educational standards. The Correspondence method admits of greater flexibility than classroom education particularly in the combination of subjects leading to a degree, and this is an advantage that should be fully exploited in the interests of sound education. Indeed, the Committee has been strongly impressed through all its deliberations by the need to secure flexibility in the application of the system to varying conditions in the country. Also, with the Correspondence method it is possible and, in the view of the Committee, essential to achieve results with economy since many items of expenditure in the regular system of education at day and evening colleges are eliminated.

5. The Committee has considered these matters very carefully, drawing upon the experience of other countries such as Australia, Scandinavian countries, the U.K., the U.S.A. and the U.S.S.R., and is convinced that if the scheme is consistently operated by exacting and skilled teachers and educational administrators, standards need not and will not suffer. Academic standards are determined by several factors such as admission standards, well-prepared instructional materials, easy-to-understand texts, ample exercises in the application of knowledge, pretested and constantly revised courses, careful correctional and instructional service, invigilated examinations of quality, careful administration and fair marking standards set for passing examinations. Indeed, the opinion is held that under the Correspondence method it is possible for persons with concentration and discipline to become better instructed and educated graduates than those at present produced by some affiliated colleges.

6. The scheme contemplated by the Ministry of Education aims at providing additional opportunities for several thousand students. Some of these are educated students who wish to continue their education. Others are persons who have been denied these facilities to-date and are at present in full-time employment or are, for other reasons, prevented from availing themselves of facilities at colleges.

### **Ensuring Quality with Economy**

7. The Committee has given much thought to how Correspondence Courses should be organised so as to be both educationally effective and economic. It has reached the conclusion that at least under present conditions Correspondence Courses in India leading to a degree or equivalent qualifications should be administered by Universities only. Indeed, the Committee would go further and say that it would not be advisable on academic and other grounds to establish any separate institution concerned exclusively with such Correspondence Courses. For the maintenance of academic standards, it is essential that Correspondence Courses should be part of a wider academic framework that is provided by Universities. In addition to

such courses, there may be other trade and industrial courses run by professional bodies that may lead to special or specific qualifications, but this Report is not concerned with such courses.

8. The Committee regards Correspondence Courses as a step designed to expand and equalise educational opportunity. If adequate care is taken in terms of para 7 above, it should be possible to achieve this objective through the Correspondence method without diluting standards. The Committee is of the view that for the present Correspondence Courses should be confined to the first University degree.

9. In courses contemplated for the first degree, the Committee holds the view that for a part of the course, there should be personal contact between teacher and taught. While it is difficult to be precise about the duration of such "contact" classes, the Committee would recommend that the period should be about three weeks a year, and that the classes should be organised on a tutorial in preference to a lecture basis. Where the teachers and the University running the courses are not themselves able to run such "contact" classes, it should be possible for the University to make alternative arrangements with a University or local educational institutions near the residence of the students concerned.

10. In order to maintain educational standards, the Committee feels that it is necessary to associate top-ranking scholars and teachers with it in the preparation of courses and the selection of textbooks. "writing the teacher into the text". This is highly specialised work requiring both aptitude and training and implies the collaborative effort of teachers, writers and editors. It must be reiterated that Correspondence Courses at University level are being organised for the first time in Indian education. Writers who can "write the teacher into the text", and instructors able to correct written scripts and advise regularly on them in writing will in general require some training and even continuing guidance. The Committee feels strongly that there should be some arrangement to organise the work done by them with a view to ensuring continuing improvement in the quality of this work. It is hardly necessary to stress that the success of the entire scheme will depend upon the competence, resourcefulness and dedication of the staff that runs the courses.

### **Administration of Courses**

11. The Committee has considered the subject-fields in which it would be advisable to start work and is of the view that, in the first instance, the scheme should be limited to subjects in the Arts and Commerce faculties. In later years, Science and Technology could be introduced. Indeed, there is reason to suppose on the experience of Australia, the U.K., the U.S.A. and the U.S.S.R. that the Correspondence method has succeeded better in fields in which study is concrete rather than abstract. The Committee's reason for suggesting that the teaching of Science should be delayed is because this calls for greater organisational effort.

12. Normally a Correspondence Course should take appreciably longer than the ordinary degree course, say, four years in lieu of the usual three. It is, however, conceivable that outstanding students may be found taking the Correspondence Courses and for them it should be possible to compress the course to three years. There should be three written examinations, suitably spaced. In addition, for Correspondence Courses, it is advisable in the

Committee's view to have a *viva* to assist students rather than to intensify their screening. In other words, candidates should be "*vivaed*" up: they should never be "*vivaed*" down.

13. Fees for students applying for these courses should be reasonably high in the first year, but should be progressively lower in the second and third years, and, perhaps, if this is possible, be eliminated altogether in the fourth year.

14. Apart from the "contact" classes mentioned in para 9 above, the Committee wishes to recommend two supplementary aids in the shape of (a) Refresher Course in which instructors and students could come together and bridge the gap that is inherent in the Correspondence system and (b) the use of radio and television to assist the bridging of the gap already referred to. Both these will raise standards in spoken language and will correct a too easy reliance upon the written word. Furthermore, the Committee feels that it must underline the very important role played in the Correspondence system by a textbook library containing many copies of the same book and supplementary books. The Correspondence Course system implies the constant use by the student of a library service. It is the duty of the authorities concerned with Correspondence Courses to guide and encourage students to draw on the literature available in a library. The Committee, therefore, recommends that adequate provision should be made to build up such a library in any University that undertakes to run Correspondence Courses.

15. Early in its deliberations, the Committee, in consultation with the late Prof. N. K. Sidhanta, Vice-Chancellor, Delhi University, who was a member, suggested that this University might operate the scheme in 1962. The University of Delhi agreed to the proposal and appointed a Sub-Committee to go into the detail of its operation. On the basis of the Sub-Committee's recommendations it has been decided that the Courses should be restricted, in the first instance, to English, Modern Indian Languages, Mathematics, Economics, Political Science, History and Commerce. It would however be advisable in the Committee's view as stated in para 11 for Science subjects to be incorporated into the scheme as early as possible.

16. As the *raison d'être* of the Correspondence scheme is that it is not circumscribed by physical conditions such as proximity and physical accommodation, but can take in students at great distances as well as make available to students in remote areas the best teachers available, the Committee is of the view that Delhi University should be enabled to cater for students in all parts of the country. Under its Act, the University could not previously organise Correspondence Courses. It has, therefore, been necessary to amend the Act. It has been amended *vide* Delhi University (Amendment) Act, 1961, as published in the Gazette of India Extraordinary Part II, Section I, dated December 20, 1961, so as to enable the University to cater for Correspondence students in all parts of India. The Act came into force on February 1, 1962.

17. The view has been expressed that "the scheme of teaching through correspondence should be a self-paying proposition as the income from fees should be more than sufficient to meet the expenses of the scheme. In view of this and having regard to the fact that only block grants are paid to Universities through the University Grants Commission.....it is undesirable to specify any particular grants for the scheme at this stage". The



Committee has considered this matter at length and agrees with the view that it should be possible to organise Correspondence Courses on a self-paying basis. However, in the early stages of the scheme when enrolment is not surely to be very high, it will be difficult to make the Course self-paying. The Committee desires to stress the necessity for maintaining high standards in running Correspondence Courses and, in the short term, it may be necessary for capital and recurring expenditure to be incurred in order to run the scheme effectively. Even so, *per capita* expenditure for Correspondence Courses should be substantially lower than *per capita* expenditure at regular colleges.

18. It is gratifying to note that eleven Universities have expressed their willingness to start Correspondence Courses. As is apparent from what is said above, considerable expenditure will have to be incurred in the preparation of teaching materials if quality is to be ensured and maintained. To do this without making the scheme unduly expensive, it will be necessary to enrol adequate numbers. In the case of Correspondence Courses it would be unwise to multiply "overheads" by having a number of Universities preparing teaching material which may be more or less similar. It would be much better, to the extent possible, for teaching material prepared by one University, or several Universities on a co-operative basis to be utilised by all Universities running Correspondence Courses. For all these reasons, the Committee feels that for some time to come Correspondence Courses should be run by one University only, namely the University of Delhi. The Committee feels that the volume of correction in the Correspondence system is so great and its nature so monotonous that staff placed exclusively on this job, will tend to grow weary of the work. It, therefore, suggests that the work of correcting assignments should be divided over a large number of competent people, including teachers outside the Correspondence Course Departments, who could do the work on a part-time basis.

### **Need for Informed Publicity**

19. In view of the doubts that have been expressed by the public and in the press on the difficulty of providing economic education of a high standard through Correspondence, the Committee has considered the desirability of producing for public information literature on the scheme, describing the means whereby these objectives can be reached, and large numbers educated through Correspondence as competently as, and more economically than at Universities and affiliated colleges. A pamphlet on this subject has been prepared by the Committee and will be distributed to the public. It will be available with the Ministry of Education.

20. In implementing the Delhi University scheme, the Committee considered the Report of the Working Group and generally accepted its recommendations that are cast as an Appendix to this Report.

21. The Committee would like to express its gratitude to Dr. Homer Kempfer. His expert advice and assistance, so generously placed at its disposal, have been of the greatest value to it in its work. Its thanks are also due to Mrs. Muriel Wasi, Member-Secretary of the Committee, for her devoted work and valuable assistance throughout its deliberations and in the preparation of the Report.

### **Summary of Recommendations**

(i) The Committee recommends that Correspondence Courses leading to a degree or equivalent qualifications should be administered by Universities only. (Para 7).

(ii) For the present, Correspondence Courses should be confined to a first University degree. (Para 8.)

(iii) For part of the Course there should be personal contact between teacher and taught, "contact" classes being organised on a tutorial in preference to a lecture basis. (Para 9.)

(iv) To maintain educational standards, it is necessary to associate top-ranking scholars and teachers with the preparation of courses and the selection of textbooks. Some arrangement should be made to organise work by staff so as to ensure continuing improvement in the quality of work. (Para 10.)

(v) The Correspondence method is susceptible of use in both Science and the Humanities. However, for the present in view of organisational difficulties, the Committee recommends that the Courses be started only in the faculties of Arts and Commerce. Science should be incorporated as early as possible. (Paras 11 and 15.)

(vi) For a first degree, Correspondence Courses should normally take longer than for a degree at a regular college, say, four years instead of the usual three. Outstanding students may, however, be able to compress this into a period of three years. Flexibility in all matters relating to the application of the system to varying needs is strongly recommended. (Para 12.)

(vii) Fees for students applying for these courses should be reasonably high in the first year but should be progressively lower in the second and third years and perhaps, if this is possible, be eliminated altogether in the fourth year. (Para 13.)

(viii) Two supplementary aids (a) Refresher Courses and (b) use of radio and television are recommended in order to raise standards in spoken language and to correct a too easy reliance on the written word. (Para 14.)

(ix) Correspondence Courses should be run in the first instance by one University, *i.e.*, the University of Delhi, and the subjects to be included in the course as well as the details of administration should be as suggested by the Working Group. (Para 15 and 18 and Appendix.)

(x) It is important to ensure that the scheme is administered so as to achieve economy. This will be possible in virtue of the fact that items of expenditure normal at regular colleges can be eliminated under the Correspondence system, and also if an adequate number of students is provided for so as to reap the benefits of large-scale organisation. (Paras 4, 16, 17 and 18.)

APPENDIX

UNIVERSITY OF DELHI  
CORRESPONDENCE COURSES

Report of the Delhi University Working Committee

(1) The Correspondence Course for B.A. (Pass) Degree will be started from the academic year 1962 and the subjects offered will be limited to the following :—

English, Modern Indian Languages (Hindi, Urdu, Bengali, Punjabi, Sindhi, Tamil, Telugu, Kannada and Malayalam), Mathematics, History, Political Science, Economics and Commerce.

The combination of subjects will be as follows :—

English, Modern Indian Language, and any two of the remaining five subjects.

NOTE.—To begin with, for the admission in 1962, Modern Indian Language will be confined to Hindi only and in the course of the year it will be determined for which other Modern Indian Languages provision of instruction can be made for the subsequent years.

(2) Those candidates who did not offer Hindi for the Higher Secondary Examination of the Board of Higher Secondary Education, Delhi or the Matriculation Examination of an Indian University or an examination conducted by some public body in India and recognised as equivalent to either of the aforesaid examinations, shall be permitted to offer any two of the three papers in any of the above subjects from the B.A. (Pass) Course which they have not otherwise offered.

(3) The syllabi and examination will be identical with those prescribed for the regular students.

(4) The duration of the course will be three years for those who have passed the Intermediate or equivalent examination and four years for those who have passed the Higher Secondary or equivalent examination.

(5) For the first batch of students, the final University Examination will be held in September 1965 for those who have passed the Intermediate Examination, and in April 1966 for those who have passed the Higher Secondary Examination.

(6) The fees charged will be Rs. 250 for the first year, Rs. 200 for the second year and Rs. 150 for the third year in the case of those who have passed the Intermediate Examination and for those who have passed the Higher Secondary Examination, the fees charged will be Rs. 250 for the first year, Rs. 200 for the second year, Rs. 150 for the third year and Rs. 100 for the fourth year. The students will be required to pay registration fee and the University enrolment fee and such other fees as may be prescribed from time to time by the University.

(7) The medium of instruction will be English for the present except for the Modern Indian Languages.

(8) To begin with, about 400 students (men and women) will be admitted in the first year.

(9) Admissions will be open to persons all over India and will be by selection on merit.

(10) The minimum age for admission will be completion of 16 years on the first October of the year in which admission is sought.

UNIVERSITY OF DELHI

STATEMENT SHOWING ESTIMATED INCOME & EXPENDITURE ON THE CORRESPONDENCE COURSES

	FIRST YEAR 1962-63*	SECOND YEAR 1963-64	THIRD YEAR 1964-65	FOURTH YEAR 1965-66
<i>RECURRING EXPENDITURE</i>				
<b>STAFF</b>				
(1) Academic Staff (pay and Allowance) . . . . .	1,90,000	3,00,000	3,85,000	4,30,000†
(2) Non-Academic Staff . . . . .	65,000	75,000	85,000	90,000
(3) Other Allowances and Honoraria . . . . .	1,000	1,000	1,000	1,000
<b>TOTAL</b> . . . . .	<b>2,56,000</b>	<b>3,76,000</b>	<b>4,71,000</b>	<b>5,21,000</b>
<b>OTHER CHARGES</b>				
(1) Equipment . . . . .	3,000	3,000	3,000	3,000
(2) Printing & Stationery . . . . .	40,000	50,000	60,000	60,000
(3) Contingencies . . . . .	15,000	30,000	45,000	45,000
(4) Postage . . . . .	2,000	3,000	4,000	4,000
<b>TOTAL</b> . . . . .	<b>60,000</b>	<b>86,000</b>	<b>1,12,000</b>	<b>1,12,000</b>
<b>GRAND TOTAL</b> . . . . .	<b>3,16,000</b>	<b>4,62,000</b>	<b>5,83,000</b>	<b>6,33,000</b>
<i>NON-RECURRING EXPENDITURE</i>				
(1) Equipment & Library books . . . . .	25,000	25,000	25,000	25,000
<b>INCOME</b>				
(1) Estimated Income . . . . .	1,00,000	1,80,000	2,40,000	2,50,000

\*The estimates are for the full year.

†The Scheme will come into full operation in the fourth year, beginning from 1962-63. The Academic Staff will consist of one Director (Rs. 1,000-50-1,500), seven Associate Directors (Rs. 700-1,100) and 21 Assistant Directors (Rs. 400-800). Text writers (50 lessons per year in each subject) will be paid at Rs. 50 per lesson.

The number of Assistant Directors is on the basis of an enrolment of about 1,300 students.

## REPORT OF THE EXPERT COMMITTEE ON EVENING COLLEGES AND EVENING CLASSES

In March 1961, the Ministry of Education appointed an Expert Committee to work out the pattern and relevant details of Evening Colleges in India in terms of a Central Advisory Board of Education Resolution passed at the Board's 28th meeting held at New Delhi on January 16 and 17, 1961 :—

“The Board approved in principle the scheme of Evening Colleges providing arts, science and professional courses of the same standard as those in the day colleges and recommended that a small committee should work out the details.”

2. A Committee was constituted with the following personnel :

Dr. D. S. Kothari . . . . .	Chairman, University Grants Commission
Prof. T. M. Advani . . . . .	Principal, Jai Hind College, Bombay
Dr. Homer Kempfer . . . . .	T. C. M. Consultant on Correspondence Courses and Adult Education, New Delhi
Mr. P. N. Kirpal . . . . .	Educational Adviser to the Government of India
Dr. P. Parija . . . . .	Vice-Chancellor, Utkal University
Dr. Ram Behari . . . . . <i>(Appointed in place of Prof. N. K. Sidhanta in January 1962)</i>	Professor and Head of the Department of Mathematics and Statistics, University of Delhi
Prof. N. K. Sidhanta . . . . . <i>(Died in December 1961)</i>	Vice-Chancellor, Delhi University
Dr. Hans Simons . . . . .	Consultant on General Education, University Grants Commission
Dr. P. D. Shukla . . . . .	Deputy Educational Adviser, Ministry of Education
Mrs. Muriel Wasi . . . . . <i>(Member-Secretary)</i>	Deputy Educational Adviser, Ministry of Education

Mr. R. K. Chhabra, Assistant Secretary, University Grants Commission, was coopted. Unfortunately, Prof. Sidhanta, who attended the meetings in July and September 1961, died in December of that year. The Committee wishes to place on record its deep appreciation of his valuable contribution to its deliberations and its sense of sorrow and loss at his untimely passing. The vacancy caused by his death was filled by Dr. Ram Behari, Professor and Head of the Department of Mathematics and Statistics, University of Delhi.

3. The Committee met ten times in all, on 7th July and 22nd September 1961, 29th January, 9th March, 11th May and 21st May, 9th July and 28th July, 30th August and 1st October, 1962.

4. In all countries in which education is democratically organised, it has invariably been found that it is not possible to accommodate at the Day Colleges of universities all those who are entitled to higher education. A certain proportion of the student population has had to forego a University education in order to meet economic demands that are made upon it at an early age. This class may consist *inter alia* of deserving members of the community, who are unable to improve their qualifications and so to compete for, and hold higher positions in the Government and the public service. There is, therefore, a real educational and social need for Evening Colleges, as there is for Correspondence Courses both of which provide men and women with the continuing opportunity to improve, enlarge and bring their education up-to-date. Correspondence Courses have already been provided and this report is concerned with the additional provision of more evening classes to supplement facilities for continuing education. In the United Kingdom, the United States of America and the U. S. S. R., Evening Colleges have been established to take care of this category of the population. Birkbeck College in the University of London has made history in the last 125 years for the "internal" students it accepts, who are willing and able to devote their leisure to study. The hours of work at this College are 5.30 P.M. to 9.00 P.M.

5. The University Education Commission report recognised the role of Evening Colleges in Higher Education and took the view that these Colleges/Classes should be for full-time workers. They would have to be held in buildings of ordinary colleges, but staff should be separate as no teacher could possibly teach in the evenings in addition to teaching day classes. Not staff only, but all the employees of the evening classes should be constituted into an organisation separate from the day institution.

6. While being in general agreement with the University Education Commission on its approach to Evening Colleges/Classes, the present Committee feels that in the light of present conditions it may be necessary to revise this recommendation. With a swiftly developing economy, and a higher demand for higher education, apart from the fact that facilities may have to be provided for employed persons who have not had the opportunity to join a College for higher education, evening classes will have to cope with a higher number of ordinary students every year. Evening classes can no longer be reserved for employed persons only. Unorthodox problems in education call for unorthodox solutions, and the problems that confront us today in Indian University life are unorthodox. That is why the Committee earlier recommended the adoption in at least one University of Correspondence Courses leading to a first degree. It was an essential part of the Committee's recommendations on the Correspondence Scheme that it should be informed by the principle of flexibility, so that the varying resources of different parts of India were used to their highest logical potential. The Committee wishes to make the same basic recommendation for Evening Classes. The need for flexibility in interpreting all recommendations relating to these classes under the Third Plan cannot be over-emphasised. In the Committee's view, it is essential that the staff recruited for evening classes, whether academic or ministerial, should be of the same calibre as the staff recruited for day colleges and should be capable of being interchanged with day college staff. As already indicated above, there are

two views with regard to the appointment of the staff, *i.e.*, whether the staff should necessarily be the same for the evening and the morning classes or must be separate for evening and day classes. The Committee is of the opinion that no strict criteria can be laid down in this regard and that it must be left to be determined in each case according to the convenience of the institution. The determining factor in employing staff anywhere is the load that teachers etc. can carry without detriment to the quality of their work in the short and the long run. If the load borne by teaching staff recruited for day college work is such that additional work at non-day colleges is possible without lowering academic standards, the Committee sees no reason why staff employed at day colleges should not be employed at evening, *i.e.*, non-day colleges.

7. The demand for higher education in India has increased very markedly in the last ten years and in response to this demand, student enrolment has risen from 4,59,024 in 1951-52 to 11,55,380 in 1961-62. It is expected that at least 120 additional colleges will come into being every year for the remaining years of the Third Five-Year Plan. Even so, for some time to come it is clear that the demand for University education will exceed the supply of facilities for it in Day Colleges. This demand is accounted for partly by full-time employees, partly by others who cannot attend normal colleges. In consequence, in addition to Correspondence Courses, that have been started by the University of Delhi this year, it will be necessary to increase the number of Evening Colleges/Classes (to be used hereafter in the Report to cover any non-day college) in existence. To the question of how many additional evening colleges should be brought into being during the remaining years of the Third Plan, bearing in mind the need to maintain high academic standards, the Committee has addressed itself in the course of its several meetings.

The Committee observed that Evening Colleges/Classes were already working in Delhi and Calcutta Universities, and that the Bombay University had devised alternative arrangements for providing facilities for students in the mornings and evenings. The Committee set up a small sub-committee to visit the three Universities and to submit a factual survey regarding the working of the scheme in these three Universities. The main points made by the Sub-Committee are given in the appendix.

8. The present position in regard to Evening Colleges may be summarised as follows :—

- (a) They provide educational facilities generally up to the first degree level in the Humanities, Law and Science. In Delhi, provision was also available for post-graduate teaching in Arts and in Calcutta facilities are provided for teaching Honours Course in certain subjects.
- (b) In certain cases, they are open only to employed persons and the institutions insist upon the production of a certificate of employment—in other cases the institutions do not insist on any certificate but give preference to employed persons and in other cases the classes are open both to employed and unemployed persons.
- (c) They are organised by the existing Universities in the Colleges running Day Classes and no additional buildings are provided for.
- (d) They are intended for local students only *i.e.*, no hostel accommodation is provided.



- (e) They always function on the premises of the day colleges.
- (f) The duration of the degree course at Evening Colleges is normally the same as for the Day classes except in the case of Bombay where part-time courses are being introduced and the duration of the Intermediate Course and the Degree Course is three years each instead of two years.
- (g) Separate teaching staff is appointed for the Evening Colleges as whole-time staff.
- (h) Most evening colleges have good libraries, but not all have good library services. Extra-curricular activities are a point that do have to be considered, but it is recognised that it is not always possible to supply these to the extent to which they are available in day colleges.

9. Facilities for employed persons and others to pursue their University studies in evening classes and to obtain a degree/diploma exist today in the Universities of Agra, Bihar, Calcutta, Delhi, Gujarat, Gauhati, Jabalpur, Jadavpur, Karnatak, Osmania, Punjab, Rajasthan, Saugar, Vikram and Utkal, and also at the Indian Agricultural Research Institute (Delhi) and the Indian Institute of Science (Bangalore).

10. The main conclusions reached by the Committee are given below:—

(i) Evening Colleges/Classes are a sufficiently important element in Indian University education today to be entitled to a clear and deliberate educational policy of their own. They should not be lumped in with other courses of education and treated as a spillover from day colleges. In addition to the flexibility that the Committee has recommended earlier for undergraduates it regards it as important to provide at Evening Colleges/Classes for refresher courses for teachers at present in service. This will make possible that sharpening of abilities and skills at various stages of the teaching profession that may have declined owing to the monotony of the work done. The Committee also recommends that Evening Colleges/Classes should go in for professional courses with provision of both degrees and diplomas.

(ii) The Committee is strongly of the view that it is not necessary to confine the subjects of study in Evening Classes to Arts and Commerce but that the scope of these classes should now be widened to take in various branches of Science, Education, Teacher-Training and Technology. In this connection, the Committee observes with interest that the Ministry of Scientific Research and Cultural Affairs has under consideration a scheme of part-time courses for Diplomas in Engineering that has an immediate bearing on the introduction of Technology into non-day engineering classes. The Committee endorses the need for such courses and believes that they will greatly add to the educational and economic value of the Evening Class scheme. It may also be worth considering whether Evening Classes should not take in such very important subjects as Librarianship in which there is a shortage of trained personnel and other skills for a diploma such as shorthand and typing and the Fine Arts of Music, Painting, Drama and the Dance. In all these matters, the view of the University on what subject to include will necessarily be final, but in accordance with the Committee's general principle of flexibility in adopting the Evening Class Scheme it recommends the teaching of new subjects and skill in these classes.

(iii) There is also a need to consider various other and new developments that appear not to have been considered to-date. One of these is the possibility of starting an institution as an evening college and then enlarging its structure to run classes through the morning and the day so as to meet the needs of students in large cities. Increasingly it is important to bring classes to the student, not the student to classes, and to provide learning facilities so as to fit the students' convenience.

(iv) The choice of a college for the Evening Classes Scheme is a matter of some importance. The Committee believes that the best colleges are in the best position to effect this expansion without lowering academic standards, and to provide library and extra-curricular activities. In addition, it is such colleges that will be best equipped to develop post-graduate teaching and research in evening classes and this is now necessary. Where college buildings are inadequate for these extended activities, it may be necessary to press school buildings into service.

(v) The Committee has observed that there are colleges in Calcutta, for instance, that have specialised in a particular faculty, e.g., Commerce. This is a wise decision since it is a guarantee of high standards of achievement in at least one faculty. It may also make for the most economic distribution of work among various colleges. Students will tend to go to a college that has specialised in a particular faculty, leaving other colleges free for other specialisations. The Committee recommends that this policy be more generally adopted.

(vi) Bearing in mind the need for flexibility in operating Evening Colleges, the Committee recommends that any form of organisation, whether integrated with the day college or separate, that realises the best administrative-cum-educational results, may be adopted. It is not absolutely essential to have an entirely separate structure for the Evening College. Indeed, there are advantages in having an integrated management that will be aware of the precise teaching load of members of staff who are interchangeable between day and evening sessions.

(vii) It is necessary for library services to be extensive and efficient for where teacher-student contact, owing to the size of the classes is necessarily limited, a corresponding reliance upon library services becomes inevitable. It is observed that even where libraries are adequately stocked, library services leave something to be desired. These services include the provision of trained personnel who are in a position to deal with individual and collective requests and can help students by organising library seminars and discussions as well as an abstraction service for the quick assimilation of important and topical information. This is a high priority in the administration of Evening Classes.

11. The Committee has also addressed itself to the question of what financial assistance should be offered to various Universities proposing to start Evening Colleges during the Third Plan period. It is evident that of the Universities that have so far sought assistance under the Ministry of Education scheme, there is some uncertainty as to whether or not the University will be in a position to finance the entire scheme at the end of the Third Plan. This matter has been carefully considered and the Committee is of the view that (i) as the scheme of non-day colleges does not envisage capital expenditure in the form of buildings and (ii) as a guarantee of being able to continue the scheme at the end of the Third Plan is difficult for the Universities to give without obtaining the consent of the Planning

Commission, the best line to take at present would be to grant assistance within the provision available on the same pattern as each State Government gives to the colleges at present within its jurisdiction. It has to be stressed in communicating with Universities that as the Government of India is in no position to support the scheme after the Third Plan, the request for assistance from a University would imply the assurance of its ability to meet this expenditure itself at the end of this period. It would be desirable for the Universities to keep the State Governments concerned involved. The Committee makes the following recommendations on financial assistance :—

- (i) The Scheme of Evening or Non-Day Colleges is essentially good and must be supported. Efforts should be made to provide new colleges wherever the demand for them exists. Unfortunately, the funds placed at the disposal of the Government of India for this purpose are limited and, bearing this in mind, the Committee recommends that at least a few colleges should be supported in every State that requires them.
- (ii) In order to qualify for financial assistance from the Central Government, a college, when functioning at its full strength should have not less than 600 students on its rolls and not more than 1200.
- (iii) An Evening College should utilise the physical facilities available at a corresponding Day College in that State. Little additional expenditure should be incurred on buildings or on other capital items such as furniture. Where college buildings are not available, suitable school buildings not in use at given periods of the day should be pressed into service.
- (iv) Financial aid given by the Central Government to an Evening College should be on precisely the same basis as that given by the State Government to a corresponding day college in that State.
- (v) Financial aid at present can be given only up to the end of the Third Plan.

12. The Committee would like to record its thanks to Dr. Homer Kempfer (TCM Consultant on Correspondence Courses) for his expert advice and assistance unreservedly placed at our disposal. We are grateful to Mrs. Muriel Wasi (Member-Secretary) for her devoted work and valuable contribution in the preparation of the Report. Our thanks are due to Shri R. K. Chhabra, Assistant Secretary, University Grants Commission. We owe much to him in connection with the work of the three Fact-Finding Sub-Committees.

### Summary of Recommendations

1. Evening or Non-day Colleges are a sufficiently important element in Indian University education today and are entitled to have a deliberate policy formulated for them. [10 (i)]

2. Evening Colleges/Classes should also go in for professional courses with provision of both degrees and diplomas in engineering, librarianship, [10 (ii)]

3. The Evening Colleges/Classes should undertake the teaching of new subjects and skills such as Shorthand and Typing and the Fine Arts of Music, Painting, Drama and Dance. [10 (iii)]

4. The possibility of starting an institution as an Evening College and then enlarging its structure to enable it to run classes through the morning and the day may be explored. [10 (iii)]

5. Some Evening Colleges have specialised in particular faculties. As such specialisation guarantees a high standard of achievement in that faculty, the policy of specialisation may be more generally adopted. The organisation of Evening Colleges/Classes could, with advantage, be integrated with Day Colleges to achieve the administrative-cum-educational results. ([10(v) & (vi)]

6. An Evening College should utilise the physical facilities at present available at a corresponding day college or school, and little additional expenditure should be incurred on buildings or on other capital items such as furniture. [11 (iii)]

7. To qualify for financial assistance from the Government of India, an evening college when functioning at its full strength should not have less than 600 and not more than 1,200 students on its rolls. [11 (ii)]

8. Financial aid should be given by the Government of India to Evening Colleges/Classes on the same basis as is given by the State Government to day colleges in the State. [11 (iv)]

9. Financial aid at present from the Government of India should cease at the end of the Third Plan. [11 (v)]

## APPENDIX

(a) **Delhi University** : After the closure of the Camp College which had provided facilities for employed persons for under-graduate and the post-graduate classes, the Delhi University agreed to start under-graduate classes for B.A. (Pass) students in the evening for employed persons in the four affiliated colleges. The University itself started a Post-graduate Evening College in the University for Arts subjects only. Both in the classes held in the Colleges and the University, separate staff was appointed for morning and evening classes. The duration of the courses both in the under-graduate and the post-graduate courses was the same as for regular day college students. Tuition fees charged were also exactly the same as for day classes. These classes have since been placed on a permanent footing. The Principal of a Day College is in overall charge of the evening classes, but the Vice-Principal is provided to look after the evening classes only. For the Post-graduate Evening College, the University has appointed a whole-time Principal. The Colleges have been permitted to enrol students up to the limit to which they are entitled to enrol them in the day classes.

(b) **Bombay University** : The position in Bombay is different from that of the other Universities. Till recently, the Bombay University had permitted the holding of classes from morning 7.30 A.M. till about 5.00 P.M. The morning was utilised for Arts classes and the Science classes were held during the day. Two years ago, the University introduced a scheme to provide facilities for "non-collegiate" students to appear at its examinations. Those students were given lectures under the auspices of the University to the extent of about one-third of the prescribed courses. The University authorities had felt that this system had not worked satisfactorily. The University has now taken the following decisions :

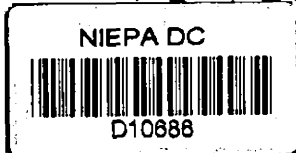
- (1) the term 'non-collegiate' may be dropped ;
- (2) affiliated colleges of the University which so desire may be permitted to enrol besides their regular number, an additional number of Arts students as laid down by the Syndicate for being instructed on a part-time basis ;
- (3) classes for these students may be held in the morning or in the evening as it suits the colleges and students ;
- (4) the students enrolled on a part-time basis should be taught the full course of studies leading to the First Year Arts, Intermediate Arts and the B.A. examinations of the University but the period over which instructions would be extended would be  $1\frac{1}{2}$  times the period needed for full-time students ;
- (5) part-time students would be charged a consolidated fee of Rs. 75 and would be provided with facilities of the use of the library and extra-curricular activities, in the same way as for regular full-time students ;
- (6) teaching of both groups of Arts students should be by the same staff, subject to the over-all condition of not exceeding the maximum teaching load including tutorials per teacher per week, and wherever on account of requirements of the time-tables a teacher has to

attend to day and morning/evening classes on the same day necessitating his coming to the college more than once, the college may provide suitable conveyance allowance to him/her ;

- (7) part-time students should be subject to the same rules of attendance, instruction, conduct and progress as obtain in the case of students enrolled on a full-time basis ;
- (8) colleges may devise their own machinery for the proper supervision of the instructional arrangement of part-time students ;
- (9) the strength of a class of a part-time group should be 75 and the Syndicate might in exceptional cases permit a large number within 10 per cent ;
- (10) the present non-collegiate students may be provided with the option of joining any of the colleges under these arrangements subject to such conditions as may be laid down by the Syndicate that if they do not wish to avail themselves of the arrangements made for instruction of part-time students, the present arrangements may be continued until they are taken to the Intermediate Arts stage ;
- (11) hours of work may be restricted in the Arts and Science Colleges from 9.00 A.M. to 5.00 P.M. with effect from the academic session beginning June 1962 subject to the condition that the restriction will become operative with regard to the First-Year Arts enrolment in June 1962 and will progressively become operative for students for the subsequent years over a period of three years so that it may be fully implemented by June 1965.

(c) **Calcutta University** : In Calcutta University till recently the Colleges provided facilities in the morning for girls, during the day for boys, and again in the evening for boys. These classes were run under the management of one Governing Body, with one Principal who was assisted by a Vice-Principal for each of three shifts. On the recommendation of the University Grants Commission, it has been decided that different classes should be run by separate colleges with independent Governing Bodies and separate staff. In fact what has happened in Calcutta is that in a particular building, classes are held in three shifts under three different names ; one in the morning from 6.15 A.M. to 10.15 A.M. ; the second from 10.30 A.M. to 5.00 P.M. ; and the third shift from 5.30 P.M. to 9.30 P.M. Though located in the same buildings, the Colleges have separate Governing Bodies, separate Principals and separate teaching and non-teaching staff. These Colleges provide facilities for the B.A., B.Sc. and B.Com. classes in all three shifts. Though in the evening shifts preference is sometimes given in admission to employed persons, there is no bar to students, who have not been employed, seeking admission to the so-called "Evening Colleges". These colleges also provide for Honours Teaching in Arts subjects. Tuition fees charged in all shifts are uniform.

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