

Report of the Committee  
Appointed by the U. G. C.  
on  
Calcutta University

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CALICUT UNIVERSITY P.O.

*Dated 6th July, 1974.*

Dear Dr. George Jacob,

I have great pleasure in submitting this report of the Committee for the Reorganisation and Development of Calcutta University.

I should apologise for the long time the Committee has taken over its work. This has been due not merely to the seriousness and complexity of the problems involved but also to the misfortune the Committee suffered in the sudden and irreparable loss of its Chairman the late Mr. Justice A. K. Mukherjea. A substantial portion of the draft report had, however, been more or less finalised by him before his death and the Committee's views on some of the most important problems of the Calcutta University had also taken final shape while he was Chairman. The Committee would like to place on record its deep gratitude to the late Mr. Justice Mukherjea for his invaluable guidance and his remarkable insight into the problems of University Education in general and of Calcutta University in particular.

The Committee would consider its recommendations regarding the reorganisation of the Calcutta University as the core of its report. Indeed the chief reason for the setting up of the Committee was the staggering load the University had to bear and the urgent need to devise a pattern of organisation by which it could be helped to stand on its feet.

The Committee would also lay particular emphasis upon the financial support the Calcutta University needs to restore it to its previous high standard of achievement. Considering the University's past record and its present responsibility for nearly all post-graduate education and research in the State, the Committee would underline its recommendation that for financial support Calcutta University should be treated as an institution of national importance.

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It is interesting to recall the words in which James William Colville referred to the future of Calcutta University while delivering its very first convocation address in 1858 :

“ The plant is young and tender, and obstructed by weeds and brambles. But it is healthy and if carefully tended will, by God's blessing, become a goodly tree and over-shadow the land.”

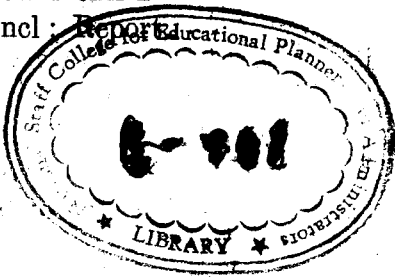
The tree has indeed grown bigger than William Colville could ever have imagined, and spread itself far wider than was good for its health ; and today it is suffocated by other weeds and brambles. The task given to the Committee was to find out and show how it could be restored to its pristine vigour. The Committee has done so to the best of its light in the following report, sharing the faith of its founders in the future of the University.

With warm regards,

Yours sincerely,  
(M. M. Ghamini)

Dr. George Jacob,  
Chairman,  
University Grants Commission,  
New Delhi-1

Encl :



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Date 1/1/85

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## ACKNOWLEDGEMENTS

The Committee's task could not have been accomplished except with the goodwill and cooperation of many individuals, groups and organisations. They include experts and educationists, teachers and students, to all of whom we acknowledge our debt. We are particularly grateful to the Vice-Chancellor, the Pro-Vice-Chancellors, the Registrar and the Development Officer of Calcutta University for their assistance and cooperation in providing all the materials the Committee needed. We are also grateful to all those who communicated their views to us and to those who spared their time for meeting the Committee personally. We would like to make special mention of the Vice-Chancellors of the other Universities in West Bengal and the experts who visited the University Departments.

The Committee would like to place on record its deep appreciation of the valuable services rendered by its Secretary, Dr. R. C. Gupta of the University Grants Commission. He had the difficult task of putting together in a coherent form the vast amount of materials collected, the varied views expressed by individuals and groups, and the results of the discussions in the Committee. The report is substantially in the form in which he drafted it. It was most unfortunate that his illness and premature retirement deprived the Committee of his able assistance in the final stages of its work. We are particularly grateful to him for making his assistance available even after his retirement.

We are equally grateful to Dr. M. L. Mehta who assisted the Committee with great ability as an associate of Dr. Gupta from the initial stages and later, after the retirement of Dr. Gupta, performed the functions of Secretary to the Committee. His long experience in the University Grants Commission especially with matters concerning Science Departments of Universities and his grasp of details were of great value to the Committee. The Committee very much appreciates the devotion, diligence and zeal he brought to bear on the work of completing the report in spite of many difficulties.



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## Chapter I

### APPOINTMENT OF THE COMMITTEE

The problems and difficulties faced by the University of Calcutta were the subject of a letter dated 3rd September, 1970 addressed by Dr. S. N. Sen, the Vice-Chancellor, to the Minister for Education, Government of India. In his letter the Vice-Chancellor said :

“Whatever its early glories, the University has now been facing great difficulties caused by its large size. The University has always suffered from extreme paucity of funds. The block grant given to the University by the State Government was fixed at Rs. 16 lakhs in 1951-52.\* It has not been increased since then, though the University has long been trying to induce the State Government to raise the grant. We have the largest number of students among Indian Universities. But 10 other Universities (Punjab, Kerala, Bombay, Madras, Bihar, Patna, Rajasthan, Gauhati, Mysore and Osmania) possessed larger revenue than we had in 1966-67. The University of Kerala had 1.40 lakhs students—the second largest University—but had an income of Rs. 180.35 lakhs, larger than ours by 64 per cent. The University of Punjab was the third in size—with an income which exceeded ours by 92 per cent. The Universities of Bombay and Madras—our sisters in age—had about 50 per cent. of the number of students as compared to our University. But both of them possessed incomes which were 20 to 30 per cent. higher than that of ours.”

The Vice-Chancellor went on to say that taking into account the students of the affiliated Colleges as well as the University Departments, Calcutta University had the lowest per capita income and the situation was getting worse with every passing year because of mounting pressure for admission both to Colleges and the

\* This refers to the statutory grant received by the University from the State Government. Shri D. K. Guha, Education Secretary and member of the Committee, has pointed out that although the statutory grant has remained unchanged the State Government has in consideration of the expanding needs of the University substantially increased the total grants from year to year; for example in 1969-70 the total grants amounting to Rs. 61.90 lakhs including the statutory grant. The details of the grants received by the university from the State Government are given in Chapter XI “Finances of the University”. The State Government is also reported to have recently decided to raise the amount of statutory grant to Rs. 60 lakhs per annum from 1974.



University Departments. He emphasised the need for providing adequate accommodation for several of the existing Departments of the University as well as the need for starting new Departments.

Referring to the extremely inadequate accommodation available in some of the University Departments the Vice-Chancellor stated :

“Any one who walks in the corridors of the Asutosh Building which houses the Arts and Commerce Colleges during the full session, will find it difficult to move freely on account of the very large number of students including lady students proceeding from one class to another.”

The Vice-Chancellor referred to the lack of facilities in the University and added :

“There is no doubt that a large amount of discomfort has been brought about by the lack of facilities for study available in this University crowded classes, inadequate lectures, insufficient laboratory and library facilities, very small student amenities, etc. If the University were in a position to offer better facilities for higher study, research and amenities, it would serve to neutralise a large amount of student unrest.”

The Vice-Chancellor further observed that the University had set up a Development Committee which was preparing plans for a new Science campus, a Social Science campus and a separate Commerce College and also examining various projects for the development of the University both from the short-term and the long-term points of view.

Concluding his letter to the Minister the Vice-Chancellor suggested that a review committee, consisting of representatives of the Union Ministry of Education, University Grants Commission, Education Department of the Government of West Bengal and Calcutta University be set up to examine the various schemes of development of the university.

#### U.G.C. DECISION

The Ministry of Education, Government of India, forwarded the note of the Vice-Chancellor to the University Grants Commission for its consideration. The Commission at its meeting

held on 4th November, 1970 noted that the Education Commission (1964-66) had reviewed the extraordinary difficulties faced by the Calcutta University, largely on account of its rapidly increasing and almost unmanageable undergraduate population, and had expressed the view that the University needed a major reorganisation. The Education Commission had suggested that it would be advisable for the State Government in consultation with the University Grants Commission and the Government of India 'to have the affairs of the University closely examined by a small competent body with a view to finding a way out of the present impasse'. In view of the above, the University Grants Commission decided that a committee be appointed with wide terms of reference to examine the development problems of the Calcutta University in all their aspects including, if necessary, the restructuring of the University and the setting up of autonomous colleges.

#### THE COMMITTEE

Accordingly, in consultation with the Ministry of Education and the Government of West Bengal, a committee consisting of the following persons were appointed by the Commission :

- |    |   |          |
|----|---|----------|
| 1. | * Mr. Justice Arun K. Mukherjea,<br>Judge, High Court of Calcutta,<br>Calcutta.                                     | Chairman |
| 2. | Professor M. M. Ghani,<br>Vice-Chancellor,<br>Calcutta University.  | Member   |
| 3. | Dr. P. Mitra,<br>Deputy Director,<br>National Physical Laboratory,<br>New Delhi.                                    | "        |
| 4. | Dr. R. S. Sharma,<br>Professor of History,<br>Patna University.<br>(Now Professor of History,<br>Delhi University.) | "        |
| 5. | Dr. M. M. Chakrabarty,<br>Professor of Applied Chemistry,<br>Calcutta University.                                   | "        |

\* Afterwards Judge, Supreme Court of India, New Delhi. After the sad and sudden death of Justice A. K. Mukherjea Professor M. M. Ghani was appointed Chairman of the Committee in January, 1974.

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|-----|---|---------------------------|
| 6.  | Dr. S. K. Bhattacharyya,<br>Professor of Economics,<br>Calcutta University.               | Member                    |
| 7.  | Dr. A. K. Sharma,<br>Professor of Botany,<br>Calcutta University.                         | ,,                        |
| 8.  | Shri J. C. Sengupta,<br>Secretary,<br>Education Department,<br>Government of West Bengal. | Member (Until April, '72) |
| 9.  | Shri D. K. Guha,<br>Education Commissioner,<br>Government of West Bengal.                 | Member (From April, '72)  |
| 10. | Dr. R. C. Gupta,<br>Joint Secretary,<br>University Grants Commission.                     | Secretary                 |

Dr. Gupta was assisted by Dr. M. L. Mehta, Deputy Secretary. After the retirement of Dr. Gupta in December, 1973 the functions of the Secretary were performed by Dr. Mehta.

The Committee appointed by the University Grants Commission was asked to "assess broadly the needs for higher education and research which the university should be expected to meet over the next ten years or so, and in the light of this to recommend such changes in the structure and organisation of the university as would enable the university to fulfil its role and obligations effectively and adequately". The committee was also required to examine the question of establishing autonomous colleges on the lines recommended by the Education Commission, to assess the developmental needs of the university departments, and to indicate broadly the financial implications of its recommendations.

It may be recalled in this connection that in pursuance of the recommendations made by the Conference of Vice-Chancellors convened in April, 1969, the University Grants Commission had appointed committee under the Chairmanship of Dr. P. B. Gajendragadkar to consider the problems of the governance of universities and colleges in their various aspects with particular reference to the following :

- (i) Structure of universities, and composition and representation on various university bodies, i.e., syndicate/executive council, academic council, senate/court, etc.

- (ii) Relationship of universities with affiliated colleges, including conditions of affiliation, constitution of governing bodies, university representation, etc.
- (iii) The question of student participation in statutory bodies of universities/colleges.

Part I of the report of the committee on governance of universities and colleges which deals with the structure of the universities, the functions, responsibilities and powers of statutory bodies, student participation, and related matters, was available to the present committee and has been referred to in this report.

#### TERMS OF REFERENCE

The Government of West Bengal had also appointed a committee in February, 1971, under the Chairmanship of Dr. S. N. Sen, Vice-Chancellor, Calcutta University, "for going into the financial, administrative and other aspects of non-Government affiliated colleges, excluding sponsored colleges." Since problems relating to collegiate education in West Bengal were under the consideration of this committee, the Government of West Bengal was of the view that the terms of reference of the present committee appointed by the University Grants Commission might be limited to the 'development and associated problems of the Calcutta University including the question of giving autonomous status to some of the colleges affiliated to it' in view of the above the precise terms of reference of the committee were formulated as follows :

- (i) to assess broadly the needs for higher education and research which the university would be expected to meet over the next ten years or so, and in particular to examine the developmental needs of the university departments;
- (ii) to examine the question of conferring the status of "autonomous colleges" on selected institutions on the lines recommended by the Education Commission (1964-66) and to consider the relationship between the university and its colleges;

- (iii) in the light of the foregoing to recommend such changes in the structure and organisation of the university as would enable it to fulfil its role and obligations effectively and adequately; and
- (iv) to indicate the financial implications of its recommendations.

The inaugural session of the committee was held on April 14, 1972 in Calcutta, and was attended by the members of the university syndicate. The session was addressed by Shri Siddhartha-sankar Ray, Chief Minister, West Bengal, Shri Mrityunjay Banerjee, Minister of Education, West Bengal, Mr. Justice A. K. Mukherjea, Chairman of the Committee, Dr. S. N. Sen, Vice-Chancellor, Calcutta University and Dr. D. S. Kothari, Chairman, University Grants Commission. Thereafter the committee held a number of meetings in Calcutta and Delhi.

#### PREPARATORY STEPS

The committee at its first meeting decided to request the Calcutta University to prepare its memoranda on the matters included in the terms of reference and to provide statistical and other data, financial estimates, etc. in support of its suggestions.

A press note was issued in the leading newspapers of West Bengal wherein the terms of reference of the committee were enumerated and memoranda and suggestions were invited from individuals, institutions and organisations particularly from teachers and students of the university.

The committee addressed all Principals and Heads of Departments inviting their suggestions and memoranda on the matters referred to it. Similar communications were sent to the members of the Syndicate, Academic Council and the Senate of the University, and a large number of distinguished educationists throughout the country. In response to these communications the committee received valuable comments and suggestions from a number of individuals and institutions.

The committee also decided to meet distinguished individuals and representatives of important organisations to obtain the benefit

of their views on the development and reorganisation of the Calcutta University. The committee met the Chief Minister of West Bengal ; the Vice-Chancellor and Pro-Vice-Chancellors of the Calcutta University ; the Vice-Chancellors of the other universities in West Bengal ; the Vice-Chairman and Member (Education), State Planning Board, West Bengal ; representatives of various organisations and associations of teachers and students and employees of the university ; and the editors and representatives of leading newspapers of West Bengal. The committee also met the Scientific Adviser, Ministry of Defence ; Secretary, University Grants Commission ; Secretary, Inter-University Board ; the Senior Specialist (Education), Planning Commission ; Director, Asian Institute of Educational Planning and Administration ; and the Directors of correspondence courses in the Delhi, Panjab, Himachal Pradesh, Mysore and Rajasthan Universities. In the course of its deliberations the committee had the opportunity of discussing problems relating to the development and reorganisation of the university with Dr. D. S. Kothari, Chairman, University Grants Commission, members of the University Syndicate, a number of Principals of colleges affiliated to the university, university professors, the Registrar and other officers of the university. A list of those who communicated their views to the committee as well as of those who personally discussed with the committee the problems facing the university is annexed. (*Annexure II and III*).

The committee visited the university departments and discussed their proposals for development with the members of the faculty. Discussions were also held with the post-graduate students and research scholars in each of the Departments.

The committee agreed with the suggestion of the Chairman, University Grants Commission that the development plans drawn up by the university may be examined by a team of experts. In accordance with this suggestion the departments were visited by experts nominated by the committee (*vide Annexure*) and their comments and advice have been taken into consideration by the committee in making its recommendations regarding the development of the university departments.

## Chapter II

### BASIC FACTS AND FIGURES

#### PRE-EMINENCE OF THE UNIVERSITY

The pre-eminence of the Calcutta University remains unrivalled in the annals of higher education in India. The University has produced a galaxy of scholars and savants who have brought honour and distinction to the country. It had the privilege of being closely associated with the work and achievements of many distinguished men such as Asutosh Mukherji, Brojendranath Seal, Jagadishchandra Bose, Chandrasekhara Venkataraman, Meghnad Saha, Satyendranath Bose, Sisirkumar Mitra, Surendranath Dasgupta, Sarvapalli Radhakrishnan, Suniti Kumar Chatterji and Rameshchandra Majumdar. It would not be easy to recount the names of all the eminent persons who by their scholarship and outstanding contributions in various fields of knowledge earned distinction and glory for themselves and the University.

#### SIZE AND JURISDICTION

The Calcutta University at present has 16 faculties and 61 departments functioning in the University colleges namely, College of Arts, College of Commerce, College of Law, College of Agriculture, College of Technology, College of Science and College of Medicine. The University's jurisdiction which at one time extended over the whole of northern and eastern India and Burma has now shrunk and extends only over the city of Calcutta and four districts of the State of West Bengal. However, it still remains the largest university in the country, and in the words of the Vice-Chancellor, "in relation to its total student enrolment, the largest university in the World."

#### STUDENT ENROLMENT

The growth of student enrolment in the Calcutta University, including its affiliated colleges, has been rapid. It has risen from

1.17 lakhs in 1962-63 to 2.45 lakhs in 1971-72. The rise in enrolment during the last ten years is indicated in the following statement :

## GROWTH OF STUDENT ENROLMENT

(1962-63 to 1971-72)

Year	Total Enrolment	Increase over the preceding year.	Percentage increase
1962-63	1,17,248		
1963-64	1,20,829	3,581	3.0
1964-65	1,36,243	15,414	12.8
1965-66	1,45,641	9,398	6.9
1966-67	1,61,973	16,332	11.2
1967-68	1,75,379	13,406	8.3
1968-69	1,91,539	16,160	9.2
1969-70	2,09,203	17,664	9.2
1970-71	2,34,840	25,637	12.2
1971-72	2,44,584	9,744	4.0
1972-73	2,40,872	(—) 3,712	(—) 1.5

The sharp decline in the rate of growth from 12.2 per cent in 1970-71 to 4.0 per cent in 1971-72 may be due to a variety of factors, including the delayed declaration of results, and fluctuations in the number of external students.

The faculty-wise student enrolment in 1971-72 in the various universities located in West Bengal is given below :

STUDENT ENROLMENT : FACULTY-WISE  
(UNIVERSITIES IN WEST BENGAL)  
1971-72

Faculty	Name of the University						
	Burdwan	Calcutta	Jadavpur	Kalyani	North Bengal	Rabindra Bharati	Visva Bharati
Arts	29,413	1,05,241	1,359	383	12,038	3,054	416
Science	17,599	58,701	806	621	4,987	—	324
Commerce	8,604	57,955	—	—	5,331	—	—
Education	1,219	4,878	9	187	422	—	205
Law	—	8,471	—	—	—	—	—
Engg./Tech.	685	3,292	1,923	—	433	—	—
Medicine	—	5,233	162	—	100	—	—
Agriculture including Vet.Science	—	571	—	689	—	—	100
Others	—	242	46	44	—	447	236
<b>TOTAL ENROLMENT</b>	<b>57,520</b>	<b>2,44,584</b>	<b>4,305</b>	<b>1,924</b>	<b>23,311</b>	<b>3,501</b>	<b>1,281</b>



It will be seen that the student population under the jurisdiction of the Calcutta University in 1971-72 was approximately three times the total student population of the other six universities of the State. In arts and science courses, the student enrolment in the Calcutta University and its colleges was  $2\frac{1}{2}$  times, in commerce almost four times and in education approximately double of that in all the other universities of the State put together. In medicine the enrolment in the Calcutta University was 5,233 as against 262 only in the other universities. Till recently instruction in law was given only in the Calcutta University.

The Faculty-wise growth of student enrolment within the Calcutta University from 1962-63 to 1971-72 is indicated below :

STUDENT ENROLMENT : FACULTY-WISE  
CALCUTTA UNIVERSITY (1962-63 to 1971-72).

Year	Arts	Science	Commerce	Education	Engg/Tech	Medicine	Vet.Sc.	Agri.	Law	Others	Total
1962-63	52,822	30,639	21,580	1,428	2,582	4,267	209	32	3,645	44	1,17,248
1963-64	57,146	30,809	20,497	1,520	2,590	4,378	171	36	3,645	37	1,20,829
1964-65	67,082	31,459	25,212	1,575	2,741	4,149	153	46	3,778	48	1,36,243
1965-66	70,901	32,095	27,869	2,145	2,891	4,763	200	62	4,655	60	1,45,641
1966-67	77,624	36,813	31,890	2,521	2,981	4,889	162	59	4,994	40	1,61,973
1967-68	80,677	40,974	36,855	2,996	3,081	4,905	178	101	5,576	36	1,75,379
1968-69	83,988	46,973	41,957	3,891	3,104	4,885	171	127	6,400	43	1,91,539
1969-70	91,177	49,652	48,745	4,367	3,263	4,708	239	135	6,748	169	2,09,203
1970-71	99,607	56,811	54,861	4,846	3,060	4,898	452	136	9,920	159	2,34,840
1971-72	1,05,241	58,701	57,955	4,878	3,292	5,233	452	119	8,471	242	2,44,584

Percentage increase of

99.2   91.6   168.6   241.6   27.5   22.6   10.3   271.9   132.4   450.0   108.6

The enrolment in arts and science has almost doubled during this period; in commerce it has almost risen three-fold.

The stage-wise distribution of student enrolment in the Calcutta University and its colleges is shown in the statement given below :

**STUDENT ENROLMENT : STAGE-WISE**

(1964-65 to 1971-72)

(Figures within brackets indicate the percentage of the total enrolment).

Stage	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
PUC	31,550 (23.2)	30,888 (21.2)	29,307 (18.1)	30,831 (17.6)	24,912 (13.0)	24,652 (11.8)	26,096 (11.1)	28,559 (11.7)
Graduate	97,439 (71.5)	1,07,007 (73.5)	1,25,023 (77.2)	1,35,827 (77.4)	1,57,331 (82.1)	1,74,951 (83.6)	1,98,960 (84.7)	2,05,174 (83.9)
Post-graduate	5,095 (3.7)	5,233 (3.6)	5,186 (3.2)	5,951 (3.4)	7,243 (3.8)	7,390 (3.5)	7,583 (3.2)	8,842 (3.6)
Research	299 (0.2)	294 (0.2)	337 (0.2)	344 (0.2)	100 (0.1)	310 (0.1)	318 (0.1)	272 (0.1)
Dip.Cert.	1,450 (1.3)	1,527 (1.0)	1,415 (0.9)	1,650 (0.9)	1,433 (0.7)	1,623 (0.8)	1,475 (0.1)	1,608 (0.5)
P.P.	410 (0.1)	692 (0.5)	705 (0.4)	776 (0.4)	451 (0.2)	277 (0.1)	408 (0.2)	434 (0.2)
<b>TOTAL :</b>	<b>1,36,243</b> (100%)	<b>1,45,641</b> (100%)	<b>1,61,973</b> (100%)	<b>1,75,379</b> (100%)	<b>1,91,939</b> (100%)	<b>2,09,203</b> (100%)	<b>2,34,840</b> (100%)	<b>2,44,584</b> (100%)

The percentage of students at the graduate level in 1971-72 was 83.

At the postgraduate level, the percentage of students was 3.6 as against the all-India average of 5.5. At the research level also, the percentage was below the national average. It was only 0.1 per cent as against 0.5 for the entire country. The graduate, post-graduate and research enrolment of the Calcutta University vis-a-vis those of the other universities in West Bengal in 1971-72 is indicated in the following statement :

University	Student Enrolment		
	Graduate	Post-graduate	Research
Burdwan	48,884	1,666	16
Calcutta	2,05,174	8,842	272
Jadavpur	2,620	1,586	79
Kalyani	1,060	793	77
North Bengal	19,188	494	15
Rabindra Bharati	224	3,054	33
Visva Bharati	715	265	75

This indicates that the postgraduate and research enrolment in the Calcutta University exceeds the total enrolment at these levels of all the other universities in the State put together.

#### AFFILIATED COLLEGES

The University maintained six university colleges for post-graduate courses and had 209 affiliated colleges in 1971-72. The number of affiliated colleges of the Calcutta University rose from 124 in 1962-63 to 209 in 1971-72. As many as 85 new colleges came into existence during the period 1962 to 1971. In 1971-72,

the number of colleges affiliated to the other universities of the State was as follows :

University	Number of affiliated colleges
Burdwan	48
Jadavpur	1
Kalyani	1
North Bengal	28
Rabindra Bharati	33*

The course-wise distribution of colleges affiliated to the Calcutta University during 1962-63 and 1971-72 is given below :

Category	Number of colleges	
	1962-63	1971-72
Arts, Science & Commerce	102	172
Engineering/Technology	4	6
Medicine & Dentistry	10	10
Agriculture & Vet. Science	1	2
Teachers' Training	5	14†
Law	1	3
Physical Education & Music	1	2
<b>TOTAL</b>	<b>124</b>	<b>209</b>

The facts and figures given above are indicative of the extraordinary upsurge witnessed in various fields of higher education within the jurisdiction of the University.

It was inevitable that such an explosion in the number of colleges and students should impose a terrific strain upon the administrative machinery of the University and create serious academic problems. The more important of these problems are identified in the next chapter.

\* These are colleges of Music & Fine Arts.

† The figure does not include multi-faculty colleges offering B.Ed. Courses also.

### Chapter III

## MAIN PROBLEMS

### STRUCTURE, ORGANISATION AND ADMINISTRATION

Nearly all the problems of the University stem from its extraordinary size and the inadequacy of its present structure and organisation as well as financial resources to cope with it. The severest handicap of the University has been its structural organisation which has remained static and failed to keep pace with the requirements of rapid expansion and development. The phenomenal upsurge in the field of higher education, and the rapid increase in the volume and diversity of educational effort at various levels, have imposed a heavy strain on the existing administrative structure and machinery of the University. In 1963, in a study of the University organisation undertaken by a team of consultants provided by the Ford Foundation, it was stated that the University was seriously handicapped by lengthy, complicated and even conflicting procedures, and a confusing array of statutes, ordinances and regulations. The report described the University procedures as generally slow, cumbersome and involved, and stated that the confusion and delays were rooted in a reluctance to delegate powers and to respect the planned spheres of activity. Too many authorities, boards, councils, and committees were used in the University administration. Academic matters were not resolved by academic persons and not at the proper academic level.

The difficulties and handicaps mentioned above have continued to exist despite efforts made to overcome them. It could even be stated that the situation has become worse on account of the increasing burden carried by the University. In view of the hierarchic structure and over-centralisation of authority, the administrative and academic machinery moves very slowly. There appears to be an unnecessary and undesirable orientation towards uniformity and centralisation at the cost of autonomy and initiative. No serious attempt has been made to introduce a measure of decentralisation in the administrative and academic functioning of the University. Rules and procedures, once adopted, have

tended to continue unchanged, and very little effort has been made to evolve policies and machinery consistent with the changing needs and circumstances.

Some opinions, communicated to the committee, regarding the functioning of the University are given below :

Much of the work of the university is unnecessarily long, time-consuming, and neither properly organised nor carried out efficiently. Another problem of the university is the multiplicity of the authorities dealing with the same problem. For example, there is a faculty of science, a postgraduate council of science, an undergraduate council of science, and the academic council whose authority and work overlap and sometimes contrary decisions are arrived at in two bodies on the same subject. The monolithic nature of the departments and the autonomy of the departments have been to a large extent responsible for preventing inter-departmental activity of various sorts.

It is impossible for the university to deal with the undergraduate students in a large number of colleges affiliated to the university, over which it has hardly any control. Drastic change in the structural organisation of the university is necessary to fulfil its role and objectives effectively and adequately.

No tinkering with the problem, no patch work, no short-time solution would be possible today. Things have reached such a pass that only a drastic and total reorganisation can salvage something out of the impending chaos. . .

In the present age of fast changing technology, the universities and technological institutions should be able to move fast enough to keep pace with the changes. This is only possible if the institutions do not exceed an optimum size and are relatively unfettered by a bureaucratic chain of procedures. This can be achieved only through decentralisation of university activities. . . Too much centralisation, as in the existing set-up of the Calcutta University, leads to concentration of too much power in different bodies.

The most pressing problem for the Calcutta University at the present moment which accounts for all the ills in the colleges, their student population and their examinations. . . The responsibility of undergraduate education is proving too much of a burden to the universities in general and the Calcutta University in particular. . . In the present circumstances, an immediate measure may be adopted to relieve the university of its overwhelming burden of the colleges.

The structure and organisation of the university should be more dynamic so that academic, financial and administrative

decisions are arrived at quickly. The present structure of senate, academic council, syndicate, college councils, boards of studies and their powers should be diversified. In academic matters, faculties and boards of studies should be made more effective than the Academic Council.

Attempts have been made from time to time to reorganise the university by changing the Acts but no serious attempt has been made to revitalise the administrative machinery which remains more or less static as before. The university administration should immediately be streamlined and strengthened so that it may work effectively.

Both by tradition and as ordained by the 1966 Act, the university administration has become excessively overcentralised, so much so that even the most minor decision slips up to the syndicate and the Vice-Chancellor, thereby creating the image of uncoordinated ponderousness.

In many matters, the university is simply badly managed. . . Excessive centralisation, rigid but arbitrary and haphazard control, loose and ineffective budgeting and various other features have been on all accounts a part of the system for quite some time.

## EXAMINATIONS

One crucial area where there has been a serious breakdown is the conduct of examinations with all its attendant consequences. Referring to this the Vice-Chancellor in his letter dated 3rd September, 1970 addressed to the Union Minister for Education said :

"This University has now to conduct 150 examinations, and this year at the B.A., B.Sc. and B.Com. Part I Examinations we have to find accommodation for more than 95,000 students. This has become a serious problem. A large number of colleges are now functioning in three shifts, morning, day and evening, and the University has been called upon to find accommodation for the examinees."

The centralised system of examinations in the Calcutta University has now assumed colossal dimensions. The whole system is put out of gear if there are disturbances in any one

sector. It was stated in the Annual Report of the University for 1969-70 :

“The present system is at the point of breakdown and something quick has to be done to remedy its defects and to find a better substitute for the present system of examinations.”

#### AFFILIATED COLLEGES

Another serious problem for the University relates to the discharge of its responsibilities towards affiliated colleges. As stated in Chapter II there has been a rapid increase in the number of Colleges affiliated to the University. Some of them are overgrown and bursting at the seams like as the University itself. For a variety of reasons the University has not been able to give adequate attention to the development of education in the affiliated colleges or even to supervise them effectively. There is at present no adequate machinery for ensuring academic liaison between the University departments and the affiliated colleges. An administrative arrangement has to be devised by which the colleges can be adequately supervised and assisted, and their problems attended to promptly and effectively.

#### UNIVERSITY DEPARTMENTS

Consequent on the overgrown base at the undergraduate level and the preoccupation of the University with the problems created by it, postgraduate education in the University departments has suffered serious neglect. The Vice-Chancellor in his letter mentioned above referred to the mounting pressure of admission to the various courses in the University departments and the inadequacy of physical accommodation, library and laboratory facilities and the extreme paucity of funds and resources to support adequately the teaching and research programme of the University departments. This coupled with large enrolments has generally resulted in insufficient facilities and has been a drag on improvements in the standards of teaching and learning.



## FINANCES

Lastly there is the all-embracing problem of acute insufficiency of resources which has affected the university's activities. Since 1964-65 the university has not been able to square its budget on account of its income falling far short of its requirements. Year after year deficits have been accumulating and but for the timely ad-hoc grants provided by the State Government, the University would have found it extremely difficult to function. The worst sufferer from the paucity and uncertainty of resources has been the University departments in respect of both maintenance and development. It is of the utmost importance for the future of the University that it should be saved from this distressing situation and its finances placed on a firm basis.

These problems are discussed in the ensuing chapters.

## Chapter IV

## SIZE AND JURISDICTION

The opinions and suggestions communicated to the Committee are almost unanimous that the present size of the University has to be drastically reduced. The University Education Commission (1948-49) was of the view that 'most Indian universities have become too large for efficient working', and that 'even under the best circumstances, no university can properly control conditions with a group of colleges numbering 50 or more'. The remedy proposed by the University Education Commission was that 'new universities be established in towns possessing either one college of adequate strength to stand on its own feet as a university, or a group of such colleges which could form a teaching university of the federative type'.

The Education Commission (1964-66) also expressed the opinion that in view of the rapid expansion in the field of higher education at the undergraduate and postgraduate levels, it would become necessary to establish some new universities as well as to reduce the size of the existing ones. The Commission observed that the problem had already become acute in the big metropolitan

cities, and was likely to become so in several other universities within a few years. The Commission felt that administrative regrouping of existing colleges through the establishment of new universities would be necessary in certain cases. In this connection, the Commission referred to the rapidly increasing and almost unmanageable undergraduate population being looked after by the Calcutta University, and emphasised the need for 'a major re-organisation'.

The U.G.C. Committee on governance of universities 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, students or administrative staff'. It is essential, in the opinion of the Committee, that the constituent units should have a sense of participation in the problems of policy, planning and decision-making. This, of course, cannot 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'. The Committee expressed the view that the number of colleges affiliated to a university should not ordinarily exceed about 30, and certainly not beyond twice this number, and observed as follows :

"We regard this as a 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 30 or so; or 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 up of new universities, but we see no other way of meeting 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."

The Committee was convinced that 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'.

## IDEA OF NEW UNIVERSITIES

In dealing with the problem of unwieldy size and numbers, the conventional approach of carving new universities out of existing ones is not the only and perhaps not the best solution. The establishment of new universities has to be considered in relation to the availability of competent staff, physical facilities and adequate financial resources and the contribution they are likely to make in raising the quality of education. It would perhaps be wrong to create a situation in which there will be an undue dispersal of available talents, funds and administrative ability, all of which are in short supply. Apart from this, the proliferation of universities would lead to the unnecessary and wasteful duplication of the administrative paraphernalia inseparable from University organization as it exists today. The present Committee, therefore, considered alternatives to the splitting up of Calcutta University into several small universities. In view of the above considerations while we agree with the suggestion that the dimensions of Calcutta University in terms of student enrolment and the number of collèges affiliated to it have to be reduced appropriately we are unable to subscribe to the view that three or four additional universities should be set up in West Bengal.

## ALTERNATIVE SOLUTIONS

As stated in Chapter III, the main problem of the Calcutta University arises from the colossal size of its undergraduate population which is now growing at the rate of about 12% annually. In order to reduce the numbers enrolled for institutional studies, the question of providing correspondence courses and other channels of part-time education through broadcasting and television has to be seriously considered. This is discussed in detail in Chapter VIII.

Correspondence courses however are not going to solve the entire problem of numbers. In view of the enormous burden cast on the University by its undergraduate enrolment, it is essential to review and modify the territorial jurisdiction of the University as well as its internal structure and organization. It may be

stated that there were a number of occasions in the past when curtailment of the sprawling jurisdiction of the University become inevitable. Under the present Act, the jurisdiction of the University extends to the whole of West Bengal excluding the areas within the jurisdiction of the other universities in the State. The distribution of colleges within the jurisdiction of the universities is shown in the map Annexe. The Committee is of the view that the jurisdiction of the Calcutta University over the affiliated institutions should be limited to the municipal areas of Calcutta and Howrah, which form an integrated unit, and the colleges outside this region should be transferred to the territorial jurisdiction of the neighbouring universities on the basis of geographic contiguity. The universities of Kalyani and Jadavpur do not at present undertake any significant responsibility of supervising undergraduate colleges, though there are a number of such colleges, which, would naturally fall within their jurisdiction. The University of Burdwan also has a lighter burden as compared with the Calcutta University.

#### REDISTRIBUTION OF COLLEGES

It is, therefore, suggested that the colleges in the districts of Nadia, Murshidabad and northern parts of the 24-Parganas be affiliated to the Kalyani University; the colleges in the southern parts of the 24-Parganas be handed over to the Jadavpur University; and the colleges West of the Bhagirathi excluding those in Howrah Municipal area to the Burdwan University. The possibility of affiliating some colleges, particularly those of Music and Fine Arts, to the Rabindra Bharati may also be explored.

#### MIDNAPORE COLLEGES

There still remain the district of Midnapore which has 28 colleges with a student enrolment of about 28,000. One could have thought of transferring these colleges to the University of Burdwan. But with the redistribution suggested above, the University of Burdwan would already have a sufficiently large number of colleges affiliated to it. It is, therefore, not desirable to add to its land further. Also there are difficulties of direct

communication between Midnapore and Burdwan. If a new university is at all to be set up in the State, Midnapore would have a strong claim to it. In addition to having a compact area and a manageable number of colleges and enrolment it would have the great advantage of co-operation with the I.I.T., Kharagpur. It should then be able to develop on lines suited to the needs of this backward area. A beginning may be made by creating a new Regional Council for the area similar to those recommended for Calcutta (See Chapter V) which will have full administrative responsibility for the colleges in that region.

### TRIPURA COLLEGES

There are 8 colleges at Tripura affiliated to Calcutta University. Some arrangements exist there for postgraduate teaching in a few subjects. The area is cut off from Calcutta and communication is difficult and round-about. The Committee is, therefore, of the view that until a new university for the State is set up, a Regional Council as suggested for Midnapore should be established with full administrative responsibility for these colleges.

At present the Calcutta University has 209 affiliated colleges spread over 9 districts as indicated below :

District	No. of affiliated colleges
Bankura .. ..	1
Calcutta .. ..	98
Hooghly .. ..	5
Howrah .. ..	14
Midnapore .. ..	28
Murshidabad .. ..	12
Nadia .. ..	9
24-Parganas .. ..	34
Tripura .. ..	8
<b>TOTAL .. ..</b>	<b>209</b>

As a result of the proposed reorganisation, the Calcutta University will have 90 colleges situated within the municipal limits of Calcutta and Howrah with a total student enrolment of about

1,16,000. The broad distribution of this enrolment over faculties/subjects is as follows :

Faculty-wise Students enrolment in Calcutta and Howrah in 1971-72.

Faculty/Disciplines	Students Enrolment
Arts .. ..	41,875
Fine Arts & Music .. ..	27
Science .. ..	25,772
Commerce .. ..	33,320
<b>Social Welfare &amp; Business</b>	
Management .. ..	451
Education .. ..	1,890
Home Science .. ..	1,058
Law .. ..	5,317
Engineering .. ..	1,691
Technology .. ..	94
Medicine .. ..	4,131
Dental Science .. ..	209
Agriculture .. ..	10
Veterinary Science .. ..	100
<b>TOTAL .. ..</b>	<b>1,15,946</b>

The reorganisation suggested and the consequent redistribution of affiliated colleges among the universities will have obvious advantages, apart from relieving the Calcutta University of a part of its burden. Under the existing arrangement, the colleges are by and large left to themselves, without any assistance or guidance from the university. Since the academic standards and quality of achievement at the postgraduate level would largely depend on the state of undergraduate education, it is desirable that there should be an equitable distribution of colleges among the several universities in order to make a closer academic liaison possible with the university departments.

COLLEGES IN METROPOLITAN AREAS

As a solution to the problem of large numbers even within the metropolitan areas of Calcutta and Howrah, the Committee

considered the suggestion, strongly put forward by a section of the opinions received by it, that the university should concern itself only with postgraduate education, transferring the undergraduate colleges to some other authority similar to the board of secondary education. This was not acceptable to the committee for a variety of reasons. The awarding of degrees is the function of the university; and furthermore it would be academically unsound to diverse postgraduate studies from undergraduate education. Higher education is a continuous process and there is a close inter-relation between undergraduate courses and postgraduate studies and research.

The Committee, therefore, is in favour of preserving and strengthening academic liaison between the university and its affiliated colleges while at the same time it recognises the need for freeing the university from its oppressive burden of administrative responsibility for an unmanageable number of affiliated colleges. How this two-fold objective can be achieved is discussed in the next Chapter.

## Chapter V

### ORGANISATION AND STRUCTURE

#### PART I

The UGC Committee on the Governance of Universities and Colleges has expressed the view that 'the essential dynamism of higher education requires suitable changes in the existing administrative and academic machinery in the universities'. The Education Commission (1964-66) also complained that administrative arrangements, once devised, generally tend to continue indefinitely, even though changing conditions render them obsolete or incompatible with the real needs and interests of the universities. The Commission, therefore, recommended that techniques and procedures which hamper achievement of the real purposes of a University should be modified or scrapped, and 'they should not be allowed to become straight-jackets within which all university activities must be fitted'.

The Calcutta University has been burdened with a rigid structure and organisation that have considerably hampered the fulfilment of its tasks and responsibilities. The Committee is of the opinion that it is necessary to streamline the existing procedures and machinery and to introduce a considerable measure of decentralisation to ensure the smooth functioning and proper growth of both the University departments and the affiliated colleges.

In earlier chapters a reference has been made to the need for restricting the size and jurisdiction of the Calcutta University. It has already been suggested that the jurisdiction of the Calcutta University may be limited to the colleges situated within the municipal limits of Calcutta and Howrah. Even when the jurisdiction thus delimited Calcutta University will still continue to be too large for effective administration and control. For efficient supervision of undergraduate education and closer liaison with the colleges, it would be necessary to make drastic changes in the existing structure and organisation of the University.

The Committee considered two alternative patterns of restructuring the University organisation, mainly relating to undergraduate education in the affiliated colleges. These are discussed below.

#### (1) *Autonomous Subject Councils :*

The first pattern considered was the setting up of six Autonomous Councils of undergraduate studies, one each for Science, Arts, Commerce, Engineering & Technology and Medicine; and an Autonomous Council of Professional Studies which will look after professional studies in Law, Journalism, Library Science, and B.Ed., and M.Com. Courses. It may be noted that the Calcutta University Act and the first regulations framed under the Act provide for councils for undergraduate studies in arts, science, commerce, medicine, engineering and technology, dental science, fine arts and music, home science and veterinary science. The suggestion now made is that the six Councils which roughly correspond to those provided in the Act, should be autonomous as regards administrative matters, including examinations. Only as regards curricula and syllabi, decisions will be taken by the Boards



of Studies and the Faculties constituted by the University, and thereafter by the Syndicate.

Each discipline within the purview of the councils would have a board of studies and its recommendations regarding curricula, syllabi and standards of teaching will go to the faculty concerned and thereafter to the Syndicate. Decisions regarding administrative matters and matters connected with examinations will rest entirely with the councils.

The councils will have their own separate administrative set up. Each will *inter-alia* have an Inspectorate of Colleges with the necessary supporting staff as well as an examination wing. Each council will also have its own Secretary.

The advantages of the arrangement described above are as follows :

- (i) It would relieve the Syndicate of the responsibility of looking after the administrative affairs of the affiliated colleges and enable it to give time and attention to pressing academic matters and the all round development of the University. The decisions of the councils except those relating to curricula, pattern of instruction, etc., would be final, and not subject to approval by the Syndicate. In purely administrative matters, the Syndicate will not even have the right to hear appeals. The only privilege that the Vice-Chancellor and the Syndicate should have is that generally given to the Visitor, namely the right to suspend these bodies and to appoint administrators in case of an emergency or gross abuse of power. Such an arrangement, the committee felt would be conducive to expeditious disposal of all administrative business. The division of the existing highly centralised administrative apparatus into several autonomous units is a pressing need for efficient functioning and management.
- (ii) The affairs of the affiliated colleges will be more efficiently attended to since each of the councils will carry the responsibility only for a fraction of the total student population of the University whereas now the University is loaded with *all* the Colleges and *all* the students enrolled in them. For example, the council of arts will have about 42,000 students under its jurisdiction. The other councils will have even less; Science 25,772, Commerce 33,320, Engineering and Technology 1,785, Medicine 4,340. The Council of professional studies would take care of about 8,000 students. This would

reduce the number of students directly administered by the Syndicate.

- (iii) While the decentralisation of responsibility described above and its distribution among the autonomous councils will be conducive to administrative convenience and efficiency the Colleges will not be delinked from the University in academic matters. The courses of studies, syllabuses, schemes of examination, etc., will still be subject to the final approval of the faculties set up by the university and the syndicate. This will ensure that proper academic standards are maintained and that the courses of studies are kept continuously under review and modernised according to requirements.
- (iv) On account of the more compact student population dealt with by each of the councils it will be possible to respond speedily to student needs and problems and to carry out periodical inspections of the colleges in time.
- (v) The existing unwieldy examination system which is breaking down under its own weight will be decentralised and distributed among the councils.

It would be essential for the councils to consult each other on matters of common interest and policy and to coordinate their activities to the extent necessary, as for instance in fixing dates of examinations. A machinery for these purpose would have to be provided by a coordinating body.

Although the pattern of reorganisation suggested above has so many advantages the committee while examining the practical functioning of the councils became aware of some difficulties in respect of the councils of arts, science and commerce. Unlike the colleges of medicine and engineering, the arts and science colleges are composite ones, offering arts, science and commerce subjects. This means that each of these three councils (arts, science and commerce) will have administrative dealings with and control of all the colleges other than those of medicine and engineering and professional colleges such as law and library sciences. To this extent, the object of decentralising and reducing the administrative load and distributing it among the councils is not fully served.

Secondly the councils will be responsible for varying number of students. Some of them will still have to carry comparatively large numbers while others considerably less. As stated above the arts councils will have the largest number of students, *viz.* 44,900; whereas science will have 25,772; and commerce 33,320.

The most serious disadvantage of this arrangement is that the colleges offering arts, science and commerce courses—which account for the largest number among the affiliated colleges—will have three different administrative authorities dealing with their affairs. The same college will have to communicate with and take instructions from the councils of arts in respect of its arts courses; the council of science in respect of science courses and the council of commerce regarding commerce courses. Administratively this would prove an untidy as well as repetitive arrangement, creating unnecessary multiplication of administrative work for the colleges as well as the councils.

#### ALTERNATIVE PATTERN

##### *Autonomous Regional Councils :*

Faced with these difficulties the committee considered an alternative pattern which would combine the virtues of the autonomous subject councils with a more convenient and less complicated administrative arrangements for the arts and science colleges. Under this pattern there would still be the autonomous councils for medical studies, engineering and technological studies, and professional studies. Since these councils have a small number of colleges offering a single discipline and the number of students involved is manageable they can function effectively in regard to their administrative responsibilities for the colleges and the students concerned. The multi-discipline colleges offering arts, science and commerce courses would need a different organisation in order to avoid the difficulties referred to in the previous paragraphs. For these colleges it is proposed that autonomous regional councils be set up on a territorial basis taking into account the fact that the councils should have more or less equal number of colleges and students to look after. Three such regional councils are recommended, one each for North Calcutta, Central Calcutta together with Howrah, and South Calcutta.

The regional councils will be autonomous in the same way and to the same degree as the subject councils and will be entirely responsible for the supervision of the affiliated colleges within their jurisdiction and the conduct of the examinations. This

arrangement would effectively achieve the object of decentralisation and reduction in the administrative load of the University, while enabling the colleges to deal with a single authority.

Each of the regional councils will have its own administrative set-up and its own inspectorate of colleges which will now have a manageable number of colleges to inspect and report on. The colleges will have quicker access to their respective administrative authorities and will have a greater sense of participation in their own administration.

The Committee realised that the regional councils also in their functioning would face certain difficulties unless safeguards are provided. If the regional councils were to be completely autonomous and independent of each other, the colleges under one council would have little in common with those under another. Each of the regions would have its own syllabus, its own examination, its own standards for the colleges, etc. Such a state would naturally invite invidious comparisons and lead to disparities and practical difficulties.

In order to effect such possibilities it will be necessary under this alternative pattern also to provide for (a) a common Board of Studies in each subject comprised within the regional councils with representation for teachers from all the three regions, (b) a coordinating body like the one mentioned under the first alternative.

#### *Pattern Recommended :*

Having considered both the alternatives, the implications and the other safeguards necessary the Committee recommends that the administration of undergraduate and professional education be organised as below :

#### *Six Autonomous Councils :*

1. Council of Medical Studies
2. Council of Engineering and Technological Studies
3. Council of Professional Studies
4. Regional Council, North Calcutta
5. Regional Council, Central Calcutta  
together with Howrah.
6. Regional Council, South Calcutta.

} For studies in Arts,  
Science & Commerce.

The coordination between the above six Councils will be provided by *the Council of Undergraduate Education*.

Its functions would be to consider and take decisions on matters of common interest and policies such as :

Conduct of Examinations ;

Coordination to ensure uniformity in standards of Examinations ;

Qualification of college teachers and their service conditions ; conduct and disciplinary rules ;

Constituting managing bodies of colleges and related problems ;

Inspection of colleges ;

Migration and registration of students ;

It would be obligatory for the regional and subject councils to carry out the policy decision taken by the council of undergraduate and professional education.

It should be emphasised that apart from the decision on common policy matters such as those mentioned above, the council of undergraduate and professional education will have no direct administrative responsibility for the colleges ; that responsibility will be in the hands of the regional councils or the subject councils.

#### COMPOSITION OF THE REGIONAL AND SUBJECT COUNCILS

A regional or subject council may consist of :

Two Principals to be elected by the Principals from among themselves ;

Two Heads of the Departments of Colleges to be elected by the Heads of the Departments from among themselves ; and

Three other teachers to be elected by the teachers from among themselves.

The Chairman of the council may be appointed by the Vice-Chancellor from a panel of three names suggested by a Selection Committee consisting of one member elected by the Council and one member each to be nominated by the Chancellor and the Syndicate. The Chairman will have the status of a Professor of

the University and the tenure of the Chairman may be for a period of four years.

The Council of professional studies will have a similar composition. Specific representation will have to be provided for law, teacher education, journalism, museology etc. There may be two elected teachers each for commercial studies, law and teacher education, and one each for journalism and library science. The Chairman of the council of professional studies may be appointed by the Vice-Chancellor in the same manner as in the case of the other Councils.

...

#### COMPOSITION OF THE COUNCIL OF UNDERGRADUATE AND PROFESSIONAL STUDIES

The Chairman of the Regional and Subject Councils, six teachers, one each to represent Arts, Science, Commerce, Engineering, Technology and Professional Studies. One nominee to be elected by the regional and subject councils. One nominee of Government to represent Higher Secondary Education. The term of the Council should be 4 years.

The Chairman of the Council will be one of the Chairman of the Regional and Subject Councils by rotation.

The Council will have a full-time Secretary.

#### COMPOSITION OF THE BOARDS OF STUDIES

Each subject within the purview of the Councils would have a board of studies. Each of the boards of studies should comprise :

The Head of the postgraduate department concerned as the *ex-officio* Chairman;

Three postgraduate teachers;

Four undergraduate teachers of the subject nominated by the relevant board of postgraduate studies ; and

Three external experts to be co-opted by the members.

In the case of the Boards of Studies in Arts, Science and Commerce subjects, the number of undergraduate teachers may be six in all of four—two each from the three regional council areas.

...

The Committee is convinced that the reorganisation suggested above offers an effective solution to the twin problems of unwieldy numbers and overburdened administration that now afflict the Calcutta University. It is a better alternative than splitting up the metropolitan area of the University into several smaller Universities. While enabling the University to concentrate on the crucial area of postgraduate education it at the same time retains the University's responsibility for the academic standards of undergraduate as well, and ensures coordination between the two levels. Administratively both the affiliated colleges and the University departments will stand to gain greatly by this arrangement.

It may also be noted that this pattern of organisation provides an inbuilt mechanism for dealing with possible future expansion in undergraduate education. The Councils of Medical, Engineering and Professional Studies can easily absorb any additional enrolment. As for Arts, Science and Commerce it would only be necessary to constitute one or more Regional Councils depending on the size of the expansion.

## Chapter V

### ORGANISATION AND STRUCTURE

#### PART II

#### *Councils for Postgraduate Studies and Academic Councils :*

Apart from the reorganisation, suggested above, the Committee is of the view that it is necessary to ensure that the university teaching departments have a considerable measure of autonomy in academic and administrative matters. The UGC committee on governance of universities was of the view that the primary academic unit, namely the department, "should have sufficient autonomy as well as internal democracy in the functioning. Autonomy can be ensured if the basic academic decisions are initiated at the departmental level, and some administrative authority is delegated to the department". For a proper and healthy development of the university, it is essential to allow sufficient freedom

and initiative to the university departments as well as to activate the faculties, important administrative matters and academic issues would be referred for decision by the teaching departments to the Vice-Chancellor or Syndicate through the appropriate administrative sections of the university (concerned with accounts, establishment, library, examinations, engineering services, etc.) and the faculties concerned respectively. In the new set-up, there will be one processing agency between the primary units i.e. the university departments and the apex body i.e. the Vice-Chancellor or the Syndicate, in all administrative and academic matters. This is in conformity with the principle of healthy management. The university administration need not be over-loaded with other bodies or agencies which merely delay administrative and academic decisions. It would thus be possible to remove bottlenecks and accelerate decision-making procedures.

The present Calcutta University Act provides for the faculties, the postgraduate councils and the academic council. The functions of these bodies very often overlap. The faculties, under the present set-up, meet once or twice in the academic year and have the following functions and duties :

- (a) to consider the annual reports of the relevant councils for postgraduate and undergraduate studies and to make recommendations pertaining thereto to the academic council;
- (b) to consider, and advise on, any matter that may be referred to it by the Vice-Chancellor or by any authority or body of the university;
- (c) to perform functions required under the terms of any endowment made to the university;
- (d) to consider and make recommendations, if any, on the views of any member of the faculty on any subject involving instruction or research.

In actual practice, the faculties do not seem to be performing any of these functions ; they elect the Deans and thereafter become defunct. The councils for postgraduate studies, particularly those of arts and science, comprising respectively 19 and 14 disciplines, are unwieldy agglomerations. The office of the secretary of a post-graduate council, which is an administrative link between the university departments and the university administration, and



other agencies now serves only as another rung in the hierarchial ladder. It would become an unnecessary appendage, if the university departments become organisationally autonomous.

The academic council, at present constituted, consists of about 135 members. All the deans, university professors, and readers and lecturers who are heads of departments of teaching are members of the council. The academic council is unwieldy assembly where useful discussions regarding curricula and other academic matters relating to individual disciplines are difficult. The innovations proposed to be attempted by a particular department may not receive adequate appreciation and support from such a body. Non-conformity with the established methods and procedures may even be frowned upon. On numerous occasions, important academic decisions are postponed for months since the academic council cannot meet often or does not find time to take up the issues for consideration or because of the opposition of persons not directly concerned with them.

#### *Faculties :*

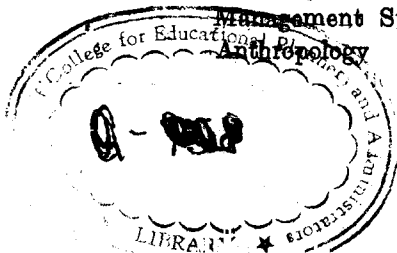
The committee is of the opinion that the council for post-graduate studies and the academic council would be superfluous bodies\* if the university departments are given sufficient autonomy and the faculties become effective forums of discussions of all important academic matters. The faculties would generally exercise within their respective academic jurisdiction the powers and functions at present delegated to the academic council. They would function as the 'brain' and consider educational needs and problems, and issues related to teaching and research. It may also be emphasised that the faculties, comprising related or cognate departments, should be able to ensure co-ordination of teaching and research activities, and promote inter-disciplinary courses as well as joint projects of research. The committee observed that under the existing set-up, departmental barriers very often make academic collaboration difficult. The faculties

\* Dr. M. M. Chakraborty, member of the committee, however, expressed the opinion that the academic council should be retained as the principal academic body of the university, with powers to co-ordinate and exercise general supervision over the academic policies of the university, as envisaged by the U.G.C. Committee on governance of universities.

should have the special responsibility of promoting such collaboration, and if necessary, to set up co-ordination committees with representation from the departments concerned to promote collaborative programmes of teaching and research. Such committees could cut across the faculty barriers also. Moreover, there should be provision for inter-faculty consultation whenever questions of general academic interest have to be considered.

The grouping of departments and faculties has to be rationalised. There are some faculties which consist of a very large number of departments. The growing sophistication in the field of advanced studies requires that the existing groupings be changed. For example, instead of the usual single faculty of science, it would be desirable to have a faculty of physical or basic sciences and another of biological or life sciences. The committee recommends that there should be nine faculties with the following subject groupings :

- |                       |  |
|-----------------------|--|
| (1) Physical Sciences | Physics<br>Chemistry<br>Mathematics<br>Applied Mathematics<br>Statistics                             |
| (2) Technology        | Engineering<br>Applied Physics<br>Applied Chemistry<br>Radio Physics & Electronics                   |
| (3) Life Sciences     | Agriculture<br>Biochemistry<br>Botany<br>Physiology<br>Zoology<br>Microbiology<br>Veterinary Science |
| (4) Earth Sciences    | Geography<br>Geology<br>Environmental Sciences   |
| (5) Social Sciences   | Economics<br>Political Science<br>Sociology<br>Management Studies<br>Anthropology                    |



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 L.C.C. No. 2079  
 Date: 11.12.85

- |                                   |  |
|-----------------------------------|--|
| (6) Humanities                    | Philosophy<br>History<br>Islamic History & Culture<br>Ancient Indian History & Culture<br>Archaeology<br>Museology                         |
| (7) Language &<br>Literature      | Bengali<br>English<br>Sanskrit<br>Pali<br>Hindi<br>Arabic & Persian<br>Urdu<br>Comparative Philology<br>French<br>Department of Languages* |
| (8) Education and<br>Psychology   | Psychology<br>Applied Psychology<br>Education  |
| (9) Medicine & Dental<br>Science. |  |

Each Faculty will comprise all university professors in the relevant subjects, all heads of university departments in their subjects who are not professors, one teacher who is not a professor or head of the departments from each department to be nominated by its board of studies, three undergraduate teachers (representing different subjects comprised in the Faculty) to be nominated by the undergraduate boards of studies of the subjects concerned, one external expert to be nominated by the Vice-Chancellor, and three to five persons representing the relevant professional or specialised interests to be co-opted by the rest. It would be desirable to associate one junior teacher or lecturer from each department with the faculty. The faculty will elect its dean for two years from among the university professors. A dean should be eligible for re-election. During his tenure as dean, it may not be desirable for him to continue concurrently as head of the department, though he may carry on his teaching and research work. This is suggested in view of the special importance of the faculties in the proposed

\* This is concerned with Language at the certificate and diploma level.

reorganisation and the responsibilities entrusted to the faculties. The deans should have adequate office assistance and other facilities for carrying on their work.

### *University Departments :*

The departments of teaching and research form the base of the university organisation. As stated earlier they should have sufficient autonomy as well as internal democracy in actual functioning. The basic academic decisions should be initiated at the departmental level, and some administrative authority delegated to the departments. The departments ought to have financial power as regards working expenses and contingent items of expenditure. This is essential for ensuring the normal and smooth functioning of the teaching and research programmes of the departments. When budgetary provisions for such expenditure have been made and approved, the departments should have the freedom to make use of them, subject to the normal accounting procedures. For framing the budget estimates, there should be an inter-departmental committee consisting of the heads of the departments within the faculty concerned, presided over by the dean. Such a committee would be able to ensure the requisite co-ordination.

The head of Department may be appointed for two years by the Vice-Chancellor from among the professors and readers, ordinarily by rotation. The committee is not in favour of appointing the senior-most professor in the department as head of the department automatically or as a matter of course. An individual should not be the head of the department for more than two consecutive terms. This, it is expected, would eliminate factionalism and promote team spirit. The head of the department would perform his duties in close consultation with the departmental committee. He should ordinarily distribute administrative duties among his colleagues. This will allow him time for teaching and research and also promote a sense of participation among the members of the department.

*Board of Postgraduate Studies :*

The Board should consist of all teachers in the department and three external experts, not connected with the university, of whom one is to be nominated by the Vice-Chancellor, one by the faculty and the third by the board itself. The head of the department should be the ex-officio chairman of the board. The decisions of the board regarding all matters concerning syllabi, improvement of standards of teaching and research, etc. would go to the respective faculty concerned for consideration and thereafter to the syndicate for a final decision. Matters connected with the conduct of examinations may be routed directly to the syndicate without the intervention of the faculty concerned.

*Departmental Committee :*

It is essential to set up departmental committee for considering all administrative matters and problems related to teaching and research. The teachers in the department should have a full sense of participation in the academic programmes and the functioning of the department. The departmental committee may consist of all professors, two readers and two lecturers, and it may be ensured that the major areas in the discipline are represented. The readers and lecturers may be nominated to the committee by rotation according to seniority for a period of two years. All decisions of the committee regarding administrative matters, including those relating to examinations, would be referred directly to the respective administrative sections of the university.

*Joint teacher-student committee :*

Under the present Act and statutes of the Calcutta University, there is no provision for student participation in academic and administrative matters. The university is handicapped by the absence of any institutional machinery for consultation with student. Some time ago, the syndicate of the university recommended that joint staff-student councils should be set up for an exchange of views between the students and the teachers. About

on this has been slow and hesitant, and the proposed councils are yet to come into existence in many university departments and colleges. The committee agrees generally with the recommendations made by the UGC committee on governance of universities in this regard. A joint teacher-student committee should be set up in each department. This committee should consist of the Departmental Committee and, two representatives of research scholars and four representatives of postgraduate students to be selected from among themselves. The functions of the committee will be to discuss matters relating to the academic work of the students in the department, or any other matter which affects them in so far as it relates to the functioning of the department.

#### *Senate and Syndicate :*

The committee is of the view that the composition of the senate may be broadly continued as it is now, subject to the provision of representation for students and other important sectors of society, as suggested by the UGC committee on governance of universities. An opportunity should be provided to student representatives to present their point of view effectively on the policies and programmes of the university. It is suggested that representation to students on the senate should be 5 to 10 per cent of the total strength ; one-third of the student members of the senate may represent the university students' union, one-third may be elected by an electoral college consisting of students who have demonstrated their academic merit, and the rest may be elected from among those who have enriched the corporate life of the university through participation in co-curricular programmes such as games, sports, cultural activities etc. It would be desirable to give some representation to the university employees also on the senate.

As regards the composition of the syndicate, besides, the Vice-Chancellor and Pro-Vice-Chancellors, all the deans should be the members of the university syndicate in view of the importance proposed to be given to the faculties in the academic affairs of the university. Representation should also be given on the syndicate to the Secretary, Education Department, Government of West Bengal. Two persons may be nominated to the syndicate by the Chancellor. The senate may elect six members of whom three

should be teachers and three other than teachers. Three of the Chairmen of the proposed autonomous councils, including the Chairman of the Council of undergraduate and professional education may sit on the syndicate by turns for a period of two years. The syndicate would benefit from their advice and experience, and the undergraduate colleges would thus have a close association with the university administration. However, since the administrative matters including examinations relating to the colleges would be dealt with by the respective autonomous councils, the syndicate would be more concerned with the development of the university departments.

*Vice-Chancellor and Pro-Vice-Chancellor :*

The Committee is of the view that as suggested by the Committee on Governance of universities and colleges, the best system of appointment of Vice-Chancellor would be for the Chancellor to appoint the Vice-Chancellor from amongst the panel of names submitted to him by a Committee. We are of the view that the pattern II suggested by the Gajendragadkar Committee may be adopted for the purpose. The Committee, will, therefore, comprise (a) a nominee of Chancellor; (b) a nominee of the Chairman of the U.G.C.; and (c) a nominee of the syndicate regarding the appointment of Pro-Vice-Chancellor, the Committee on 'Model Act for Universities' observed as follows :

"It may happen that if the pro-vice-chancellor, or rector, or any 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 to be the real help to the vice-chancellor. One of the simplest ways in which pro-vice-chancellor can be chosen is for the executive council is 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 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 some body else, the last pro-vice-chancellor can revert to his department."

The UGC committee on the governance of universities agreed with these recommendations. It will be desirable to introduce this practice in the Calcutta University and to make the necessary changes in the Act and statutes for this purpose.

In view of the fact that the vice-chancellor will have the advice and guidance of the deans and the work relating to undergraduate education and professional studies will be delegated to autonomous councils, the Committee is of the opinion that it may not be necessary to have two pro-vice-chancellors in the Calcutta University. It may suffice if there is one pro-vice-chancellor to look after administration and to assist the vice-chancellor generally. If the vice-chancellor and the pro-vice-chancellor are appointed from among the university staff, it would be necessary to preserve their lien on their existing posts. However, in such cases, a visiting fellow could be appointed for a specified period or the services of a teacher could be obtained on deputation or under a contract appointment so that academic work may not suffer.

#### DEAN OF STUDENT WELFARE

In view of the large student population of the university and the problem relating to them, which need coordinated and continuous attention, the Committee strongly recommends the appointment of a full time Dean of Student Welfare.

#### *Planning Board*

It would be necessary to have a planning board in the university with the Vice-Chancellor as its chairman and the deans as members. The Pro-Vice-Chancellor could work as the vice-chairman of the board. The functions of the board would be to continually think of measures for the improvement of teaching and research and also to look after the implementation of the on-going development programmes. Dr. D. S. Kothari, the then Chairman, University Grants Commission, in his address to the conference of Vice-Chancellors, held in September, 1967, recommended the setting up of development panels in universities and colleges and stated :

"Their main function would be to assist in the promotion of a climate conducive to improvement in education; to identify such



development measures as are to be undertaken in the near future with available resources, and which are likely to yield demonstrable results (e.g., the improvement of libraries, provision of reading seats, modernisation of courses, evaluation of student performance."

#### ASSOCIATE INSTITUTIONS

Under the present Acts and Statutes of the University, there is no provision for collaboration with institutions of advanced study and research located in Calcutta, such as the Bose Research Institute, Indian Association for the Cultivation of Science, Indian Institute of Management, Indian Statistical Institute, etc. Some university departments have informal arrangements under which some members of the staff of these institutions are invited to supervise research or participate in seminars, etc. The Committee is of the view that it will be useful to have formal institutional arrangements with a number of such institutions for closer academic collaboration. There should be a statutory provision for reorganising or treating these institutions as associate institutions of the university. This would be helpful in securing the participation of selected members of other staff in the teaching and research programmes of the university departments, and also in making the facilities for advanced study in these institutions available to the staff and students of the university departments.

#### APPOINTMENT OF STAFF

The University has a number of sanctioned posts of professors and readers which have been lying vacant for long periods. This has adversely affected the progress of teaching and research of the departments concerned. It was stated that in some cases getting the names of the Chancellor's nominees on the selection committees it took some time. It was also alleged by a number of persons who met the committee that in many cases the vacancies had not been filled up due to inaction. It was also stated that appointment were sometimes delayed because the requisite funds or persons with the requisite qualification were not available.

The Committee feels concerned about these matters and suggests that the faculties and departmental committees should periodically review the position about posts lying vacant, and send

a report to the Vice-Chancellor. It should be the specific responsibility of the head of the department and the dean of the faculty to ensure that the sanctioned posts are filled up as soon as possible.

The Committee feels that there is need for streamlining the procedures for selection in order to eliminate delays and to ensure that the best available talent is recruited.

### SELECTION COMMITTEES

For making appointments of Professors, Readers and Lecturers in the University Departments selection committees may be constituted as under :

The Vice-Chancellor, who shall be the chairman of the committee ; the Dean of the Faculty concerned, the Head of the Department if he is a Professor; one Professor of the Department in the specialisation in which the appointment is to be made to be nominated by the Syndicate and three external experts not in the service of the university, one to be nominated by the Syndicate, one by the faculty and one to be nominated by the Chancellor out of the lists of experts which may be obtained from the UGC. Ad-hoc appointments should not be made unless absolutely necessary, and in any case they should not ordinarily be for a period exceeding six months. For visiting fellows and teachers appointed on deputation, it should not be necessary to constitute selection committees and appointments may be made by the Syndicate.

### SERVICE DEPARTMENTS

The administrative structure of the university would consist of service departments concerned with the following :

1. Audit and accounts
2. Academic affairs
3. Examinations
4. Library
5. Personnel
6. Engineering and caretaking
7. University press

The Committee is of the opinion that except the section concerned with audit and accounts, all other service departments should be placed under the direct charge of the Registrar, who shall function under the supervision of the pro-vice-chancellor. Matters relating to audit and accounts shall be under the direct supervision of the pro-vice-chancellor. The Committee is of the view that contrary to the prevailing practice, administrative decisions should be taken by the officers of the University at the appropriate level and there should be greater delegation of authority in administrative matters to the officers concerned. This would considerably reduce the need for a number of Standing Committees for deciding administrative matters.

No provision appears to be necessary for the department of the inspector of colleges, since in the proposed reorganisation the controlling authority in administrative matters in respect of the affiliated colleges will not be the syndicate. The autonomous councils would have their own staff for the inspection of colleges.

#### EXAMINATIONS

The university is at present burdened with the responsibility of conducting a large number of examinations which have often lead to various disturbances and paralysed the university administration for long periods. It is essential to decentralise the system for the sake of administrative convenience and effective supervision and management.

Under the proposed reorganised pattern the subject and regional councils will conduct their own examinations and will have the necessary administrative arrangements and infrastructure for the purpose. Needless to say the degrees will be awarded by the Calcutta University although the examinations will be conducted by the Autonomous Councils.

The decentralisation of the present system of examination would help localise troubles or grievances within small sectors instead of throwing the whole system out of gear. It would also be helpful in staggering the schedule of examinations to overcome the problems of overcrowding and lack of accommodation.

Most of the university departments would also conduct their own examinations. A beginning has already been made

in this direction by teaching departments having their own offices. It would be desirable to continue and extend such arrangements as they are administratively convenient and are conducive to better management. The necessary assistance for the new responsibility undertaken by the department has, of course, to be provided.

## Chapter VI

### COLLEGES AND THE UNIVERSITY

#### GROWTH IN NUMBER AND SIZE OF COLLEGES

Needless to say colleges form the basis and foundation of higher studies in the university, and the quality of post-graduate education and research in the university largely depends on the standards maintained by the colleges. As observed earlier there has been a rapid expansion in recent years in the number of colleges and their student enrolment. The number of colleges affiliated to the Calcutta University rose from 124 in 1962-63 to 209 in 1971-72. The student population in these colleges rose from 1.17 lakhs in 1962-63 to about 2.45 lakhs in 1971-72. The course-wise distribution of colleges during the period is indicated in the following statement :

YEAR	NUMBER OF COLLEGES							TOTAL
	Arts, Science & Commerce	Engg./ Tech.	Medicine & Dentistry	Agri. & Vet.Sc.	Teachers' & Training	Law	Phy. Edn. & Music	
1962-63	102	4	10	1	5	1	1	124
1963-64	110	4	10	1	6	1	1	133
1964-65	127	4	10	2	6	1	1	151
1965-66	136	5	10	2	7	1	1	162
1966-67	146	6	10	2	7	1	1	173
1967-68	150	5	10	2	9	1	1	179
1968-69	162	6	10	2	14	1	1	196
1969-70	166	6	10	2	14	1	2	201
1970-71	168	6	10	2	14	3	2	205
1971-72	172	6	10	2	14	3	2	209

As many as 94 colleges came into existence during 1961-70 as compared with 33 in the preceding decade i.e. 1951-60. The

increase in the number of colleges over the years since 1,800 and their course-wise distribution are indicated below :

Period	Number of Colleges set up		
	Arts, Science & commerce	Professional	Total
1800-1849	5	1	6
1850-1899	10	3	13
1900-1920	4	4	8
1921-1930	3	1	4
1931-1940	6	3	9
1941-1950	35	3	38
1951-1960	26	7	33
1961-1970	79	15	94
	168	37	205

#### UNIVERSITY'S POWERS AND RESPONSIBILITIES IN RESPECT OF COLLEGES

The Calcutta University Act, 1966, and the statutes, ordinances and regulations framed thereunder, have given wide powers to the University for supervision over its colleges. The Calcutta University Act, inter alia, authorises the University :

- (i) to affiliate to itself or to recognise colleges or institutions;
- (ii) to recognise affiliated colleges as constituent colleges or professional colleges and withdraw such recognition from any such college;
- (iii) to prescribe for colleges other than Government colleges and Government-sponsored colleges,
  - (a) the constitution, powers and functions of their governing bodies,
  - (b) the terms and conditions of service and emoluments for posts of principals, teachers, and such other employees as it may deem fit, and
  - (c) the rules for teachers' councils and provident fund;
- (iv) to provide for the inspection, or investigation into the affairs of colleges or institutions recognised by it or affiliated to it, and to exercise general supervision and control over them;

- (v) to disaffiliate a college or an institution in any subject or subjects or to withdraw affiliation or recognition from colleges or institutions, if necessary;
- (vi) to take over temporarily the management of any college or institution, affiliated to, or recognised by, the university, other than Government college or a Government sponsored college or institution, in order to ensure that proper standards of teaching, training or instruction are maintained therein; and
- (vii) to dissolve the governing body of any affiliated, constituent or professional college or institution, other than a Government college or a Government-sponsored college, and, pending the reconstitution of the governing body thereof in such a manner as may be prescribed, to appoint an administrator or an *ad hoc* governing body.

The ordinances framed under the Calcutta University Act, 1966, have laid down that it shall be the responsibility of the Syndicate, acting through the Pro-Vice-Chancellor for academic affairs, to exercise control and supervision over every college, and to ensure that :

- (a) the provisions of the Act, the statutes, the ordinances and the regulations are regularly and faithfully implemented by the college;
- (b) nothing is done by the college either in the administrative or in the academic sphere affecting or tending to affect adversely the functioning of the college as an educational institution;
- (c) the resources of the college, including library resources and laboratory equipment, are made available to the students for their instruction; and
- (d) the financial stability of the college is maintained.

According to the present ordinances, the syndicate may give such directions to a college regarding its administration and academic or financial affairs, as the Syndicate may, from time to time, consider necessary and proper. It has been specifically provided under the ordinances that every college shall be inspected on behalf of the university ordinarily once a year and more often when so directed by the Syndicate. Such inspection shall be carried out by the Inspector of Colleges or by the Deputy Inspector

of Colleges and such other person or persons as may be appointed by the Syndicate for the purpose.

The first statutes of the university provide for the appointment of an Inspector of Colleges "who shall be responsible for ensuring the implementation of the terms and conditions for affiliation and disaffiliation of colleges, for recommending recognition or withdrawal of recognition from colleges as constituent or professional colleges, for inspection of colleges, for preparation of other reports and maintenance of records in relation thereto".

#### VIEWS ON RELATIONS BETWEEN COLLEGES AND UNIVERSITY

Some opinions communicated to the committee regarding the functioning of the colleges and their relationship with the university are as follows :

With its number of affiliated colleges now being over 100 and the corresponding increase in student enrolment, it is no longer possible for the university to supervise the work of its affiliated colleges, differing widely in physical and academic resources.

Regarding affiliated colleges, the university should bear greater responsibility. The idea of 'de-linking' colleges from the university should be given up. If the university has the requisite authority in allocating necessary funds, better planning would be possible and the university would be in a better position to ensure the functioning of its affiliated colleges on sound academic principles which are at present observed more in the breach. The university will have to arrange for regular inspection, to obtain periodic progress reports from colleges, to organise refresher courses in different subjects for teachers, etc.

The most pressing problem for the Calcutta University at the present moment which accounts for most of the ills from which it suffers is the colleges, their student population and their examinations. For a university with a large number of colleges to maintain and preserve, the ideal relationship between the university and the colleges through the channel of an Inspector of Colleges has failed. . . . It is really difficult for all the affiliating universities at the present moment to build up ties of relationship and links. . . . The responsibilities of undergraduate education are proving too much of a burden to the universities in general and to the Calcutta University in particular.

The Calcutta University Act, 1966, envisaged decentralisation of undergraduate studies through the introduction of ten undergraduate councils and 42 boards of studies, in order to effectively

deal with all academic affairs concerning admissions, examinations, student discipline, athletics, instructions, curricula, libraries, etc. . . . Unfortunately, the scheme was not given even a trial during the last four years leaving the undergraduate colleges, their teaching and examination, almost in the lurch. . . . The university authority almost entirely engrossed itself in the conduct of examinations only, without giving adequate attention to teaching, planning and development, revision of syllabus and curriculum, and examination reform at the undergraduate level. . . . The inspection of colleges, a very important function of the university, has been completely neglected.

The number of undergraduate colleges under the Calcutta University is at present so large that it is not physically possible for the Inspector and the Deputy Inspector of Colleges to undertake annually the work of inspecting all colleges. . . . Under such circumstances, conditions laid down by the university before affiliation is granted to colleges are not maintained and academic efficiency falls to the minimum level.

In the first phase of development, all efforts should be made to bring the affiliated colleges closer to the university headquarters, so that a more experienced functional guidance by the parent body is available to the affiliated colleges at this crucial hour. Any organic separation of the undergraduate teaching from the main mass of the university postgraduate teaching will be absolutely suicidal. . . . One factor for the degeneration of standard and quality of the Calcutta University is the stepmotherly behaviour of the parent body to its affiliates. The functional relation between the two organs, the postgraduate and the undergraduate training is far from satisfactory.

Affiliated colleges are a very important component of the academic life of the university. The undergraduate and postgraduate studies have an organic link. It would be injurious for both if the link is snapped.

The undergraduate colleges should be taken proper care of, otherwise the postgraduate super-structure must at one time crumble down. . . . For the undergraduate colleges, the present University Act provides for an ill-equipped inspectorate, nearly powerless undergraduate councils and ineffective boards of undergraduate studies. . . . The proper functioning of the inspectorate is vital for the whole of the university.

The role of the university should not only be of a supervisory nature but also of an advisory one. Inspection should be more frequent to see that academic standards are maintained. Nothing



should stand in the way, even in the case of sponsored colleges, of having strict academic vigilance over affiliated colleges.

The progress and development of a university are related in a major way to the progress of its affiliated colleges. . . . There is hardly any academic understanding between the university and the colleges at present.

The university has been greatly handicapped in exercising its powers & fulfilling its functions with respect to its affiliated colleges. The number of colleges and their student enrolment have increased rapidly, but the administrative machinery set up for looking after this important sector has been extremely inadequate and ineffective.

The Calcutta University Act, 1966, attempted to grapple with the problem for the first time, by providing that undergraduate education should be managed separately; for this purpose ten undergraduate councils were set up. But during the last four years under the new Act, these councils have not been able to function effectively.

The university has to strengthen its affiliated colleges, to aid them to provide better instruction, to broaden the college programme, and to create an atmosphere conducive to the improvement of academic performance and standards. In spite of the many authorities in the university sharing responsibility for relationship with affiliated colleges, no one person other than the Inspector of Colleges has this responsibility as a major task, and the Inspector finds his resources stretched to the limit. Even the statutory provision regarding the annual inspection of colleges could not be honoured.

#### AUTONOMOUS COUNCILS

Keeping the various factors and circumstances in view, the committee has suggested restructuring of the university to provide for six autonomous councils of undergraduate studies—one each for the regions of Northern, Central and Southern Calcutta; and one each in the subjects of medicine, engineering and technology, and one for professional studies to look after studies in law, education, museology, etc. As already indicated, the student population under the jurisdiction of each of these undergraduate councils would be within manageable limits. The institutional machinery suggested would be conducive to administrative efficiency and would also provide opportunities for strengthening

academic liaison between the university and the colleges. Suitable arrangements are necessary to ensure that the university takes continuing interest in the development of collegiate education and provides the requisite leadership, assistance and co-operation for this purpose. This has been discussed in details in Chapter V on organisation and structure. It would be necessary for the autonomous councils to establish expert committees wherefrom advice and guidance would be available to the affiliated colleges in planning and implementing their development programmes. Experts from the university departments should be involved in these committees. Periodical inspection of the affiliated colleges by teams of experts and educationists is essential in the interest of the development of colleges and maintenance of standards. Affiliation is a privilege which is to be continually earned and deserved by the institutions concerned.

#### UNIVERSITY DEPARTMENTS ROLE IN IMPROVEMENT OF COLLEGES

The Committee would further like to make the following recommendations for strengthening liaison between the university departments and the affiliated colleges :

1. Refresher courses and orientation programmes should be organised periodically or on a continuing basis by selected university departments for the benefit of teachers in the affiliated colleges. These courses or programmes should include discussions on new developments in the various fields of knowledge and better methods and techniques of instruction. In the first instance, selected teachers from colleges conducting honours courses may be invited to these programmes on a planned basis. There should also be special orientation courses for fresh or junior teachers of affiliated colleges. These would be intended to acquaint the participants with :

- (i) the psychology of learning and motivation;
- (ii) curriculum construction;
- (iii) improved methods of teaching, with special emphasis on group methods, through demonstration lessons and films;
- (iv) setting question papers on modern lines and using recent techniques in examination reform and evaluation procedures; and
- (v) extra-curricular obligations of teachers including the promotion of healthy relations between the teachers and the taught.

Financial assistance should be available to the university so that such courses and programmes may be planned by the university on a continuing basis to enable college teachers to improve their professional competence and effectiveness. In view of the rapid advances in all fields of knowledge, a competent teacher has to be a continuing student.

2. Some selected university departments may undertake a concerted programme for qualitative improvement of teaching in the undergraduate colleges. Some of the important activities these departments could undertake would be as follows:

- (i) an assessment of the existing syllabi, methods of instruction and evaluation, and the physical facilities available;
- (ii) preparation of model courses of study, revised laboratory experiments and the equipment required for conducting these experiments, and the library services needed for the new academic programmes to be introduced;
- (iii) preparation of suitable books and laboratory manuals;
- (iv) development of workshop facilities and making a substantial part of the practicals workshop-based, and the design and fabrication of kits and equipment;
- (v) training of college teachers and increasing their effectiveness so that they could adopt new methods of teaching, demonstration, discussions, etc.
- (vi) establishment of fruitful channels of communication between the university departments and the college departments concerned; and
- (vii) extension of the facilities available in the university departments to the college teachers. These may include short-term visits as well as accepting a few selected college teachers for an academic year at the university departments to enable them to improve their competence as teachers.

It is suggested that these programmes may be undertaken by a few selected university departments in science subjects as well as in the Humanities and Social Sciences.

3. Some university departments may publish a periodical newsletter for the benefit of the colleges giving them information about new reading materials, specialised equipment, programmes

of research, improved methods of instruction and evaluation etc. Contributions to the newsletter could be invited from university and college teachers.

4. Visits by university teachers to selected colleges, particularly those conducting honours courses, may be encouraged. Such teachers could be invited to deliver lectures or conduct seminars in the colleges.

5. Selected teachers from the colleges may be closely associated with the programme of teaching and research in the university departments.

6. Opportunities for advanced training in the university for selected technical staff in the colleges may be made available. The benefit of central facilities, such as those relating to workshop, instrumentation etc. may be shared by the university with its colleges.

It would be necessary to make adequate provision for implementing the above programmes. The university should evolve a phased and co-ordinated programme for this purpose. A selective approach would be necessary to deploy the available funds to the best advantage.

A sum of Rs. 15 lakhs, for the Fifth Five Year Plan has been included in the financial estimates (Chapter XI). A provision of at least Rs. 15 lakhs would be needed for this purpose in the sixth plan.

## Chapter VII

### AUTONOMOUS COLLEGES

No progress or improvement of standards in university education is possible under a system which insists on a drab uniformity in academic courses and programmes. A measure of freedom or autonomy should be given to some institutions for innovations and new experiments. While a large number of colleges affiliated to the Calcutta University ought to be helped to provide at least the minimum facilities for the courses conducted by them, it is equally necessary to encourage and support

some institutions, carefully selected on the basis of their facilities, their performance and achievements, and potentialities for further development, to attain higher academic standards.

#### VIEWS ON AUTONOMOUS COLLEGES

Academic opinion regarding the above recommendation of the Education Commission (1964-66) has not been unanimous. Some views communicated to the committee regarding autonomous colleges are given below :

It is essential now to recognise some autonomous colleges on a selective basis, which may concentrate on organising training facilities for technological, industrial, and other academic work. This will be specially applicable to the professional institutions for higher education.

In general, it is considered that for functional convenience, rapid growth and development, colleges having good organisation, adequate number of qualified staff good library and laboratory facilities, and outstanding record of performance, should be granted autonomous status. . . . This kind of academic freedom would be particularly necessary and useful in the case of engineering colleges for the greater co-operation between an institution and industry, for the development of new projects in the courses offered; and for ensuring that the engineering faculty keeps pace with the development of industry and technology.

As recommended by the Education Commission, the autonomous colleges should be free to devise and plan their own programmes of studies, their methods of teaching, evaluation and assessment. The control by the university should be limited to general supervision. This should be done through a body consisting of university representatives and the representatives of the autonomous college on a 50 : 50 basis.

The question of conferring the status of autonomous colleges on selected institutions should not arise in respect of professional colleges; on the contrary, the university should have full control of all the professional colleges in the best interest of medical teaching.

The university may immediately delegate the powers of conferring degrees to the faculties of professional education, and the status of autonomous colleges may be conferred on some of the selected institutions entrusted with professional instruction, *i.e.*, medicine, law, technology and engineering, teacher training,

journalism, arts and crafts, home science, music, etc. . . . The Senate and the Syndicate of the university may maintain liaison with these autonomous institutions through the deans of the respective faculties.

What will be the basis for making some colleges autonomous to the exclusion of others? This suggestion, if accepted, will make some colleges brahmins and the rest sudras in the hierarchy of colleges. Is it desirable? . . . In the prevailing situation, when even principals and professors are not spared from physical assaults by examinees, for objecting to mass copying by the latter, will it be wise to create some autonomous colleges with power of conferring degrees? Will the principals of autonomous colleges be able to resist the pressure by students who would not pass the examinations to confer degrees on them also? Besides, will the degrees conferred by such colleges be treated at par with those conferred by the university?

It may not be possible right now for many of the affiliated colleges under the Calcutta University with their existing physical facilities, academic resources and financial set up to take over the responsibilities implicit in their recognition as autonomous colleges. But such of the colleges as have been teaching up to the honours standard for many years with distinction, have competent teachers, well-equipped laboratory and library facilities, besides, other required resources, and have maintained an unbroken record of academic excellence and integrity, would certainly merit this recognition. Needless to say such colleges would cater to the needs of the most talented students and serve as model institutions. . . . In this respect autonomous colleges can play a very important role as pace-setting institutions, serving as models for others to emulate.

The idea of autonomous colleges does not seem acceptable in as much as it will lead to no general improvement in standard. To us, the problem is one of under-nourished colleges. We cannot accept the idea that a few showpiece colleges at a huge cost can be of any good to education in general. Rather, by attracting a substantial portion of financial allocation such colleges could only lead to the further impoverishment of the already under-nourished colleges. What prevents an institution from attaining excellence under the overall discipline of the university?

### THE CONCEPT OF AUTONOMOUS COLLEGES

The committee feels that the development of autonomous colleges is an experiment worth undertaking in view of its many advantages. The concept of an autonomous college, as defined

by the Education Commission (1964-66) can be used for raising standards and encouraging the pursuit of excellence in carefully selected institutions. It would be easier to make improvements in the courses of study and methods of teaching and evaluation in a few selected colleges, than in the entire university as a whole with a large number of disparate colleges. Autonomous colleges would help in breaking fresh ground in the field of collegiate education, and such institutions, if properly developed and conducted, could function as pace-setting institutions. They could offer challenging academic programmes and play a special role in catering to outstanding students.

#### POSITION IN OTHER UNIVERSITIES

The universities of Delhi, Agra, Kanpur, Meerut and Himachal Pradesh have already a specific provision in their respective Acts for the recognition of institutions as autonomous colleges. The question of giving a measure of freedom or autonomy to selected colleges to enable them to improve their academic programmes has been engaging the attention of several other universities. The Birla Institute of Technology, Mesra, affiliated to the Ranchi University, has recently been given the status of an autonomous institution. It is learnt that Sri Venkateswara and Calicut universities are contemplating measures to give autonomy to some of their affiliated institutions.

#### AUTONOMY AT UNDERGRADUATE LEVEL TO START WITH

Keeping the above in view the committee recommends that selected colleges, which have the requisite facilities and resources, and have consistently maintained high standards, be given an autonomous status by the Calcutta University to enable them to experiment with new courses of study, methods of teaching and evaluation, etc. Institutions which are in a position to introduce advanced or up-to-date courses in fields beyond the competence of other institutions ought to be permitted by the university to do so. Again selected colleges should be allowed to adopt their own methods of teaching and assessment even though, other colleges may not find this practicable. The committee is of the opinion that, in the first instance, the experiment of autonomous

colleges should be restricted to the field of undergraduate education, including honours courses. The question of conferring autonomy at the postgraduate level may be deferred for the present, until the functioning and performance of institutions given autonomy in the field of undergraduate education have been carefully reviewed and evaluated.

#### CRITERIA

The criteria for the selection of colleges as autonomous institutions have to be carefully worked out. The basic prerequisites are : good students, good staff, good facilities and good management. A number of considerations like past record and performance, the existing staff, the physical facilities available in the college, and the potential for further growth have to be taken into account. Ordinarily well established colleges of at least 10 years standing which recruit teachers and admit students purely on merit, and which have shown outstanding results, qualitatively and quantitatively, over the preceding period of five years may be considered for the privilege. It is necessary to ensure that such colleges do not levy any capitation fees and have an efficient, progressive and broad-based management. The board of governors and other academic bodies in an autonomous college should be properly constituted with suitable external representation. It is suggested that the board of governors may consist of 10 to 15 members. It may include two eminent educationists, to be nominated by the Vice-Chancellor and the Deans of the Faculties in which the college functions as an autonomous institution. The board should also include two representatives of the teaching staff. The board of studies established by the autonomous colleges in each discipline should give representation to the head of the university department concerned and also include two external experts in each subject, not connected with the university or any of its colleges.

If Government colleges are admitted to the privilege of autonomy, they must have proper boards of management as suggested above, besides fulfilling other essential criteria. In the case of such colleges, it will be necessary to ensure that the staff of the institution concerned have some continuity of tenure and are not subject to frequent transfers.



It would be desirable to make a provision for two or more autonomous colleges in close proximity to coordinate their efforts and pool their resources and talents.

The autonomous colleges will prescribe their own admission policy and conduct their own examinations. The results will be declared by the college on the basis of which degrees will be awarded by the parent university. In the degrees or diplomas given to the students the name of the college should be specifically mentioned.

#### AUTONOMOUS COLLEGE AND THE UNIVERSITY

An autonomous college will not be de-linked from the University. As a matter of fact no college can be given an autonomous status unless the university has had an opportunity of carefully considering all relevant factors. When the privilege of autonomy is sought by a college a screening committee should be set up by the Syndicate. The Syndicate may consist of the faculties and the Regional or subject council of undergraduate education concerned. Provision has to be made for a periodical review of the functioning of an autonomous college. It should be open to the university to revoke the autonomous status of a college, if at any stage, it begins to deteriorate.

#### PROVISION IN UNIVERSITY ACT

There is at present no provision in the Calcutta University Act, 1966, and the statutes and ordinances framed thereunder, for the admission of selected colleges or institutions to the privilege of autonomy. The U.G.C. Committee on Governance of Universities noted that it had not been possible to make any headway regarding the recognition of outstanding colleges as autonomous institutions since in the legislative enactment governing most of the universities, no provision has been made for such colleges or institutions.

It may be stated that the Act of the Delhi University has been recently amended to empower the university to declare colleges conducting courses of study in the faculties of medicine,

technology, music or fine arts as autonomous colleges. The relevant statutes regarding the conferment of autonomous status are as follows :—

- (1) A college or institution established or maintained by or admitted to the privileges of the university, imparting instruction for courses of studies in the faculties of medical sciences, technology, music or fine arts, may be declared as an autonomous college by the Academic Council within the framework of the Act, the Statutes and the Ordinances of the University and subject to the overall supervision of the university and subject to the concurrence of the University Grants Commission.
- (2) No college shall be declared as an autonomous college except on the recommendation of a screening committee constituted by the Academic Council for the purpose. The screening committee shall, among others, include at least two external experts not connected with the university or any of its colleges. While recommending a college to be declared as an autonomous college, the screening committee shall take into account considerations such as past record and performance, the existing staff, the physical facilities available in the college and the potential for further growth, etc.
- (3) The Academic Council while declaring a college as an autonomous college shall specify the period for which such status is accorded, the extent of the autonomy which the college may have and the matters in relation to which such autonomy may be exercised :

Provided that it shall be open to the Academic Council, after careful scrutiny of the position, to revoke the autonomous status if at any stage the college begins to deteriorate in its standards.

- (4) The functioning of an autonomous college or institution shall be periodically reviewed by the college council concerned and reported to the Academic Council.
- (5) Notwithstanding anything contained in the other statutes, the ordinances and the regulations, a college declared as an autonomous college shall have autonomy to the extent and in respect of matters in relation to which it may exercise such autonomy on any or all of the matters specified below in

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respect of the various courses for which it has been admitted to the privilege of the University:

- (i) to frame its own rules of admission to the various courses;
- (ii) to prescribe the courses of studies;
- (iii) to publish lists of prescribed or recommended text-books and to publish syllabuses of the prescribed courses of studies;
- (iv) to appoint examiners and moderators and, if necessary, to remove and to fix their fees, emoluments, travelling and other expenses in consultation with and with the approval of the faculties concerned;
- (v) to prescribe the fees, including examination and other fees to be charged from the students after consulting the university;
- (vi) to make arrangements for the instruction and examinations for the students admitted to the various courses;
- (vii) to declare the results of the various examinations or to appoint committees of experts to do so and to make recommendations to the university, regarding the conferment of degrees and diplomas on the successful candidates in respect of the various courses;
- (viii) to undertake and arrange its own academic programme; and
- (ix) such other matters as may be prescribed by the statutes, the ordinances and the regulations.

The Committee recommends that similar powers may be vested in the Calcutta University but these need not be restricted to institutions conducting courses in special fields or faculties. The proposals for the development of education in the fifth five year plan (1974-79), as accepted by the Central Advisory Board of Education at its 36th session held in September, 1972, include a specific recommendation that the programme of autonomous colleges should be implemented vigorously and by the end of the plan period, at least 5% of the college should be given the privilege of autonomy. The Board recommended that at the collegiate level, the autonomous colleges ought to function as 'pace-setting institutions.'

The committee had before it specific proposals from the Presidency College, Calcutta, and the Bengal Engineering

College, Howrah, for recognition as autonomous institutions. The Presidency College has sought the privilege of autonomy for all the undergraduate courses it is conducting at the honours level, and has suggested a phased programme extending over the next three years for autonomy as regards postgraduate studies. The college proposes to revise and improve the syllabi, and devise its own procedures of assessing student performance.

The Bengal Engineering College, Howrah, is conducting undergraduate and postgraduate courses in various branches of engineering and technology. The institution, it is stated has the requisite equipment, staff and other facilities for advanced studies and research in several specialised fields.

The Principal of St. Xavier's College, Calcutta also sought an autonomous status for the college at the honours level in arts and science subjects. He also desired that autonomy be given to the college to take up postgraduate teaching in two or three subjects. The Rama Krishna Mission Residential College, Narendrapur, desired that autonomy be given to it for honours courses, and provision be also made for postgraduate studies in English and Mathematics.

If the recommendation made by the Committee regarding autonomous colleges is accepted, and a provision made in the Act and statutes of the Calcutta University for the recognition of outstanding colleges as autonomous institutions, the proposals of the colleges listed above and others which satisfy the prescribed criteria may be carefully examined by screening committees to be appointed by the university and the Regional or subject Councils concerned. The privilege and responsibility of functioning as autonomous institutions may, in the first instance, be restricted to pass and honours courses at the undergraduate level.

The status of autonomy would involve the college concerned in considerable additional expenditure, for which financial assistance will have to be provided. The question of assistance will have to be separately taken up with the U.G.C. and the Government of West Bengal. No provision has been made for the purpose in the financial estimates.

## Chapter VIII

### CORRESPONDENCE COURSES AND PART TIME EDUCATION

The growth and expansion of student enrolment in the Calcutta University, including its affiliated colleges, has been extremely rapid. As stated earlier, the enrolment rose from 1,17,248 in 1962-63 to 2,44,584 in 1971-72 i.e. it doubled over a period of eight years. In some sectors the increase was phenomenal. Treating 1962-63 as base, the enrolment increased by 99% in arts courses, 91% in science, 169% in commerce, 182% in law and 241% in education. At the undergraduate level the enrolment went up from 97,439 in 1964-65 to 2,05,174 in 1971-72. At the postgraduate stage the enrolment rose from 5,095 to 8,842 during the same period. There has thus been a mounting pressure on the existing facilities.

#### PRESSURE FOR ADMISSION

The Vice-Chancellor has repeatedly referred to the irresistible demand for admission to various courses and the dearth of facilities and resources. Some of his observations are reproduced below :

The number of students has risen by large percentages. As more and more students come out of the higher secondary schools, they are clamouring for admission to the various courses in colleges. The resulting pressure on colleges has forced the university to accept the demands of the colleges for the grant of affiliation in a large number of courses. The university in its turn has been forced to admit larger number of students to the different postgraduate courses without being in a position to provide adequate facilities in accommodation, libraries, laboratories, etc.

*(Letter to the Education Minister, dated 3rd September, 1970)*

The question of expansion of educational facilities at the postgraduate level has assumed great importance in view of the large number of students coming out successful at the undergraduate courses. During the year (1969-70), affiliation in various honours

subjects has been granted to about 44 colleges and the demand for the opening of honours courses is being faced continuously by almost every principal. As a result, within the next two or three years, large number of students would be passing the undergraduate courses with honours in different subjects. Already in almost all science departments, we have come to a state when we have been forced to restrict admission only to those honours students who have secured very high marks. . . . We are already over-crowded and it would not be possible to increase the number of admissions even in arts subjects.

*(Address at the University Convocation, October 1, 1970).*

In the successive annual reports of the Calcutta University, there are similar references to the difficulty of admitting a larger number of students.

In this inaugural address to the Conference of Vice-Chancellors, convened by the Ministry of Education and Youth Services, and the University Grants Commission in April 1969, Dr. V. K. R. V. Rao, the then Minister for Education and Youth Services, observed : "Enrolments in higher education are increasing very rapidly ; and, as the available resources are distressingly inadequate, this is leading to a deterioration in the level of facilities provided for students in the existing institutions and to the establishment of large numbers of new institutions which are sub-standard. . . . An obvious solution would be to limit admissions to available facilities but this is more easily said than done." The upsurge in the field of higher education, which has been a characteristic feature of the educational system in recent years, is the result of a complex of factors and causes, including the increasing recognition of the important role of education in the national economy and the growing aspiration for the prestige and advantages accruing from higher education.

Even when the jurisdiction of the Calcutta University is delimited as recommended in chapter IV, the enrolment is likely to double over the next 10 years if the present trends hold. Under the present conditions it would not be feasible to increase appreciably the intake capacity of the existing institutions. A number of colleges are already running in 'shifts'. A single building sometimes accommodates 2 or 3 institutions, running in the morning,

day and evening, each having separate management and staff. Some university departments have also been compelled to resort to double shift and conduct morning classes to accommodate a larger number of students.

#### NEED FOR CORRESPONDENCE COURSES

To meet this increasing demand for higher education without expanding the intake capacity of existing institutions, it is necessary to plan for non-formal kinds of education such as Correspondence Courses. Without correspondence courses and other channels of part-time education, in one form or other, it would be difficult for the Calcutta University to meet the large-scale educational needs of the people within its jurisdiction. The correspondence system would help the university in widening educational opportunities and economising costs. This would not suffer from limitations of classroom accommodation and other physical facilities, and would help, to some extent, to overcome the shortage of competent teachers. An expert committee on correspondence courses and evening classes appointed by the Ministry of Education, Government of India in August 1961, was convinced that 'if the scheme is conscientiously operated by exacting and skilled teachers and educational administrators, standards need not and will not suffer'. The Committee was of the view 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'. As regards costs, the committee agreed with the view that it should be possible to organise correspondence courses on a 'self-paying basis' but 'in the early stages of the scheme when enrolment is not likely to be very high, it will be difficult to make the course self-paying', and '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 the per capita expenditure at regular colleges.'

The Education Commission (1964-66) observed that correspondence courses were 'a well-tried and tested technique' and should be extended as widely as possible. This will reduce the pressure for admissions on the existing institutions and to some

extent arrest the progressive deterioration in standards on account of growing numbers. The Education Commission felt that there need be no apprehension that the provision of facilities for part-time education through correspondence courses would lead to a deterioration of standards, and was of the view that correspondence courses would help reduce the capital costs of expanding higher education and cut down even the recurring costs to a substantial extent. Such courses would bring carefully prepared learning material of high quality to the individual in his own home, and a relatively small body of staff could be deployed to provide these courses for a very large number of students.

### POSITION IN OTHER COUNTRIES

The experience of correspondence courses in other countries of the world, such as the U.S.A., Sweden, U.S.S.R., Japan and Australia, where they have been extensively used for a long time, confirms the value and efficacy of such courses, and there is hardly any ground for the fear that the correspondence courses are an inferior form of education to that given in regular schools and colleges. Such courses are playing a dynamic and constructive role in the Soviet Union by providing educational opportunities and continuing education to a large number of people. Of about five million students enrolled for higher education in the Soviet Union, about 40 per cent study through correspondence courses. There are 16 autonomous institutes of correspondence studies and about 500 correspondence faculties or departments attached to various universities or institutes offering wide range of courses.

The 'open university' in the United Kingdom which supplements correspondence instruction with radio and television programmes, contact classes, taped lessons, programmed learning, etc., provides another interesting example, of non-formal part-time education. The aim of the university is to provide the opportunity of higher education, and of obtaining a degree comparable in standard to degrees awarded at other universities in Britain, to adults who can undertake systematic part-time study. The Chancellor of the University described the object of the open university in these words—"The first, and most urgent, task before us is to cater for the many thousands of people, fully



capable of higher education, who for one reason or another, do not get it. To them we offer a further opportunity..... Wherever there is an unprovided need for higher education supplementing the existing provision, there is our constituency." The most significant feature of the open university system is a co-ordinated use of various methods of communication and instruction. It involves the use of the new educational technology, and an integrated system of instruction consisting of correspondence lessons, radio and television programmes, short-term orientation courses, seminars, personal counselling etc. One essential aspect is that the students and tutors meet occasionally and participate in specially devised programmes which include lectures, seminars and group discussions. Those studying science or technical subjects are given access to laboratories or workshops during week-ends or in vacation time.

#### RECOMMENDATIONS OF CENTRAL ADVISORY BOARD

The conference of Education Secretaries and Director of Education convened by the Union Ministry of Education in September 1972, referred to the pressing need for relieving the pressure on institutional facilities for higher education by providing opportunities for continuing education through correspondence courses, evening colleges, and also through facilities for appearing for the examinations privately. The Central Advisory Board of Education also at its 36th session held in September 1972, considered proposals for the development of education and culture in the fifth five-year plan, and stressed the development of programmes of internal education and emphasised the value and importance of correspondence education, including the establishment of an 'open university' system. The Board anticipated an additional student enrolment of 16 lakhs during the fifth plan period and expected that about a third of the students enrolled in higher education would be in correspondence courses and in programmes of private study. In his address to the Board, Shri I. K. Gujral, Minister of State for Information and Broadcasting, mentioned that the open university appears to provide an excellent opportunity for making university education available, particularly in the field of humani-

ties, social sciences, general science, etc. to the widest cross section of the Indian people. Many intelligent persons who are employed and are, therefore, unable to undergo full time instruction have derived considerable benefit from the correspondence courses duly backed by lectures broadcast by the A.I.R. The open university experiment has tremendous sociological significance in the context of the nation's progress towards a classless society of equal opportunity for all.

#### POSITION IN OTHER UNIVERSITIES

A number of universities in India have already introduced correspondence courses at various levels as indicated below :

Name of the University	Correspondence courses offered
Delhi University	B.A. (Pass), B.Sc. (Gen.), Group A B.Com. (Pass).
Rajasthan University	B.Com. (Pass), M.A.
Punjabi University	Pre-University, M.A.
Mysore University	Pre-University, B.A., M.A.
Meerut University	B.A.
Madurai University	B.A.
Bombay University	I.A., I.Com.
Punjab University	P.U.C.
Andhra University	B.A., B.Com.
Himachal Pradesh Univ.	P.U.C., B.A., M.A., B.Ed., M.Ed.
Sri Venkateswara Univ.	B.A.

The Committee discussed various problems relating to correspondence courses with the Directors of such courses in the Delhi, Punjabi, Rajasthan and Mysore Universities. The Directors were of the unanimous opinion that quality does not necessarily suffer in the correspondence system. On the contrary, the system offers considerable scope for improving the quality of work and standards of academic achievement. The Director of Correspondence Courses, Delhi University, stated that

correspondence courses had relieved the university of a large burden of student enrolment, and that a student of correspondence courses was required to incur an expenditure of Rs. 200 per annum only as against an expenditure of Rs. 700 by a regular student (including tuition fee, transport and incidental expenses). The Director, Correspondence Courses, Punjabi University, Patiala, mentioned that the cost per student to the university in the correspondence courses was only Rs. 207 per annum. He stated that the correspondence courses were started to meet the challenge of a rapid rise in enrolment for higher education and that "apart from being the most economical method of imparting education, correspondence system has certain advantages over the age-old conventional method of class-room teaching in that it instils in the students self-reliance, confidence, initiative and dignity of labour. The students can earn and learn simultaneously under this system".

Some of the distinguished educationists who offered to the Committee the benefit of their advice and guidance strongly supported the introduction of correspondence courses by the Calcutta University. The Committee is of the view that it is desirable for the university to undertake a large-scale programme of correspondence courses at various levels. Such a programme, to begin with, may be introduced in arts and commerce at the undergraduate level. Further extension of the correspondence system to postgraduate courses and to other disciplines may be planned in the light of the experience and results achieved.

#### ADVANTAGES OF CORRESPONDENCE COURSES

Some of the obvious advantages of introducing the correspondence courses would be as follows :

- (i) They would, to some extent, relieve the university departments and colleges of the burden of continually increasing enrolment in various courses.
- (ii) Such courses would help to arrest the proliferation of sub-standard institutions and the indiscriminate and unplanned expansion of existing colleges.

- (iii) It would be possible to obtain the services of highly competent and reputed teachers in various institutions to prepare the course materials. This will greatly benefit the student community and incidentally help in improving standards.
- (iv) Students would be able to carry on their studies at their leisure and convenience, in their own homes. They will have to rely on systematic hard work and self-help and also receive individual attention through response sheets and personal contact programmes.
- (v) The regular system of education is heavily subsidized by the State but correspondence courses would help to achieve better results without any subsidy. Several directorates of correspondence courses have been able to accumulate sizable surplus funds which are available for further development.

Even now the University permits a large number of students to appear as external candidates for the examinations conducted by it. In 1970, the number of external students in various disciplines at the postgraduate level was 6,300. The popular disciplines and number of such students attracted by them were as follows: Bengali—1147, English—1045, History—1066, Islamic History and Culture—628, Political Science—632, Philosophy—145, Pure Mathematics—209, Sanskrit—113 and M.Com.—1064. At the undergraduate level also the university admits a large number of external candidates to its examinations. At the B.A., B.Sc. and B. Com. examinations of 1971, the number of such students was 17,495 and 3790 respectively (both for Part I and Part II students). The university does not provide any guidance or help to the external students and leaves them to fend for themselves. This leads to a dilution of standards and encourages the mushroom growth of teaching shops. A committee appointed by the University Grants Commission to consider the question of facilities for students to appear privately for the examination as external students felt that it would be necessary and desirable to introduce correspondence courses for the benefit of such students.

#### DIRECTORATE OF CORRESPONDENCE COURSES

The Calcutta University should have a full-flaged Directorate of Correspondence Courses with the requisite academic and administrative staff, library facilities, office accommodation etc.

The Directorate should have links with the regional councils, as well as the University departments and faculties concerned. It may have a governing board consisting of 2 or 3 nominees of the Regional Councils concerned and 2 or 3 from the faculties. The Deans of faculties concerned should be associated with the board. The Chairman of the board may be nominated by the Vice-Chancellor. The Director of correspondence courses would be the secretary of the governing board. The Directorate would conduct correspondence courses in selected disciplines and courses, and if necessary, have sub-divisions to look after the academic programmes faculty-wise or course-wise. It would be an advantage if the Directorate could make use of some of the instructional methods, of the open university system.

The Committee is of the view that the proposed Directorate of correspondence courses should have a considerable measure of autonomy in academic and administrative matters. However, it has to function under the aegis of the university since the courses conducted by it would lead to degrees awarded by the university.

The Committee recommends that a total building accommodation of 25,000 sq. ft. should be provided for the Directorate. Funds amounting to rupees five lakhs for books and journals and rupees one lakh for equipment (including reprographic and duplicating equipment) should also be made available. The Directorates should have a library of taped lessons, film strips, etc. The full-time academic staff should consist of the Director in the Professor's grade, and a Reader and four Lecturers for each discipline in which correspondence courses are to be conducted. If the course is conducted only at the undergraduate level to begin with as recommended, the staff strength may be one Reader and two Lecturers per discipline. In addition the Directorate would have the requisite part-time staff for preparing lessons, correcting response sheets, conducting contact programmes etc. For the administrative wing, the Directorate would need a Registrar, two Assistant Registrars, two office Superintendents and the usual infra-structure of secretarial staff, including a cyclostyling section.

#### STUDY CENTRES

For running the correspondence courses efficiently, it would be necessary to establish at least ten study centres within the terri-

torial jurisdiction of the Calcutta University. These centres have to be equipped with adequate library facilities. When television and radio programmes are evolved for students under the correspondence system, it would be necessary to equip these centres with television and radio sets. Taped lessons and lectures and tape recorders should also be provided. A library of recordings of useful radio programmes should be made available at each study centre. For lessons in science, when introduced, small experiment kits should also be provided. These study centres should be located in areas having a large population of student under the correspondence system. The centres could be housed in the existing colleges willing to provide rent-free accommodation and would function outside the normal working hours. Non-recurring funds for books and equipment (say Rs. 50,000) and furniture (Rs. 10,000) should be provided for each centre. The recurring expenditure per annum would be approximately Rs. 10,000 for the assistant librarian and other staff and Rs. 5,000 for contingencies, including electricity charges.

#### EXPENDITURE ESTIMATES

The non-recurring expenditure on the Directorate of Correspondence Courses would thus be as follows :

	(Rs. in lakhs)
1. Building including furniture	... Rs. 20.00
2. Books	... Rs. 5.00
3. Equipment	... Re. 1.00
4. Study centres-10	... Re. 1.00
5. Books and equipments	... Rs. 5.00
6. Furniture	... Re. 1.00

In addition to the non-recurring expenditure indicated above, recurring expenditure will have to be incurred on the appointment of academic and administrative staff as well as the staff needed for the study centres. As indicated above, correspondence courses which have an optimum enrolment, say 2,000 in each

subject at the undergraduate level, can become self-supporting. If the enrolments are larger, then some financial surplus will be available for the further development of these courses. It is learnt that a number of universities conducting correspondence courses have been able to accumulate such surpluses. However, since the full time staff will have to be appointed well before students are registered and the correspondence courses start functioning, an initial expenditure of Rs. 2.5 lakhs will have to be provided for this purpose. In addition, provision will have to be made for a recurring expenditure of Rs. 15,000 per annum for each study centre for expenditure on library and other staff and contingencies.

## Chapter IX

### VOCATIONAL COURSES

#### PRESENT COURSES

In 1917, the Calcutta University Commission pointed out that the great majority of university students—about 22,000 out of 26,000—‘pursue purely literary courses which do not fit them for any but administrative, clerical, teaching and legal careers’.\* The situation is not very much different today; only the numbers have multiplied. The courses offered in the field of general education have little relation to actual life and needs, and are not conducive to gainful employment. They do not even effectively prepare the students for the so-called ‘white-collar professions’.

#### UNEMPLOYMENT AMONG GRADUATES

With the rapid growth of unemployment among the educated youth, in recent years, it has become necessary to consider suitable changes and modifications in the existing pattern of studies. On the basis of the census data for April 1971, the figures of

\* Report of the Calcutta University Commission 1917, Vol. I., p. 21.

unemployed youth holding graduate or postgraduate qualifications in various sectors of higher education were as follows :

Estimated Unemployment (all-India) April, 1971		
Subject	Number Unemployed	
Arts	Graduates :	2,70,669
	Postgraduates :	62,747
Science	Graduates :	1,03,866
	Postgraduates :	18,041
Commerce	Graduates :	48,525
	Postgraduates :	3,504
Engineering & Technology	Diploma holders :	36,000
	Graduates & Postgraduates :	20,950
Medicine	Diploma holders :	1,515
	Graduates & Postgraduates :	5,291
Agriculture	Graduates :	6,882
	Postgraduates :	1,074
Veterinary Science :	Graduates & Postgraduates :	794
	<b>TOTAL :</b>	<b>5,79,858</b>

Source : Technical Manpower (bulletin of the CSIR), April 1972.

West Bengal had, on the whole, a higher percentage of unemployment than the all-India averages. These are compared in the following table :

Comparative Unemployment in West Bengal  
(April 1971)  
Percentage of the total of each Category

Field	Level	West Bengal			All-India		
		Total un-employed.	Seeking employ-ment.	Not seeking employ-ment.	Total un-employed.	Seeking employ-ment.	Not seeking employ-ment.
Science	PG	13.0	10.8	2.2	13.0	10.1	2.9
	G	34.1	32.4	1.7	24.7	19.2	5.5
Engineering & Techno-logy	PG	9.3	9.2	...	5.1	4.6	0.5
	G	14.8	14.4	0.4	12.2	11.5	0.7
Medicine	Diploma	37.5	36.8	0.7	14.8	14.0	0.8
	PG	4.0	3.5	0.5	2.5	2.0	0.5
Agriculture	G	5.1	4.2	0.9	6.3	5.3	1.0
	PG	23.6	23.0	0.6	8.0	7.3	0.7
Arts	G	18.4	17.7	0.7	14.6	13.3	1.3
	PG	15.4	11.7	3.7	16.1	10.4	5.7
Commerce	G	39.3	34.0	5.3	23.8	15.1	8.7
	PG	10.2	10.0	0.2	8.0	7.1	0.9
	G	33.3	32.6	0.7	18.1	16.4	1.7

Note: PG—Postgraduate including Ph.D.; G—Graduate.



Source: Shri Kamlesh Roy, Scientist-in-charge, National Register for Scientific Personnel, C.S.I.R., New Delhi.

The data given above is fairly indicative of the extent of prevailing unemployment among the educated youth in West Bengal vis-a-vis the country as a whole. As regards skilled personnel, the solution to unemployment would perhaps be found in rapid industrial and agricultural growth, and a vigorous expansion of the productive and developmental activities, including programmes of social services and general amenities. So far as general education is concerned, i.e. arts, science and commerce, the committee thinks that it would be necessary to restructure and diversify the courses, particularly at the undergraduate level, so that they conform increasingly to the quantum and pattern of employment opportunities for the educated youth.

#### NEED FOR DIVERSIFICATION

The need for a transformation of the educational system so as to relate it to the actual life and needs of the people has often been stressed. The Education Commission (1964-66) strongly urged that education must be related to productivity, and recommended that 'work experience', i.e. actual participation in productive processes, may be in a workshop or a factory or on a farm, should be an integral part of education. This, the Commission felt, would bridge the gulf between the 'world of work', and the 'world of study', and make it easier for the educated youth to find employment or seek avenues of independent work.

The working paper on the development of education in the fifth plan, which was approved by the Central Advisory Board of Education at its meeting held in September 1972, lays stress on diverting 50 per cent of the students at the higher secondary stage into 'suitable vocational courses', so as to relieve the pressure on the university system. The Board suggested the restructuring of the courses at the undergraduate stage and recommended as follows :

"The first degree should provide a broad general education with three components. The first component is an awareness of the world around, a sense of values, and a commitment to the

Ideals and practical goals which the country has placed before itself. This implies a knowledge of human affairs at the level of individual, of society and of history, the main elements of the social and economic struggle, our Constitution and our plans, field work and social service, and elements of philosophy, fine arts and literature. The second component is the promotion of communication skills which implies training in language, speech and writing; and the third component is an academically-oriented study of some selected subjects.

At the postgraduate stage, greater emphasis will have to be placed on promotion of research and on a symbiotic combination of teaching and research."

The Committee is of the opinion that the courses in general education need a far greater change or modification than that suggested above. It would be necessary to diversify these courses and to give them a distinctly vocational bias directly related to employment opportunities. The existing pass courses, which account for a large bulk of the student population, are academically oriented, and are generally irrelevant to the present needs. These traditional courses have continued without much change for a long time. They do not adequately prepare students for advanced studies at the postgraduate level nor do they equip them with the skills that they need in actual life. One of the major drawbacks of the present educational system is the frustration that such courses lead to.

#### SPECIFIC VOCATIONAL COURSES

The Committee is of the opinion that students offering the B.Sc. (Pass) course would welcome the introduction of training in specific vocations related to the needs of modern life. There is a growing need for trained persons in fields like electronics and tele-communication. Similarly, students who have taken up arts and commerce courses would welcome an opportunity for specialised training in vocational courses such as secretarial practice, insurance, banking, tourism, etc. All this would require restructuring and diversification of the existing syllabi. Specialised courses for the vocational skills needed in well-defined sectors could be introduced as elective subjects within the framework of the existing courses.

Reliable data regarding the needs of trained manpower in various sectors are not easily available. However, keeping in view the present socio-economic trends, it may be possible broadly to determine the areas wherein employment opportunities are available and would grow. Vocational courses for such areas could be specially devised after close consultation with the employment agencies. If necessary, rapid surveys could be undertaken to determine the needs and requirements. The advice and guidance of the departments or agencies which are to utilise the products of the system would have to be taken so that the proposed courses are suitably tailored to needs.

The committee is convinced that the introduction of vocational courses as suggested above would inject a healthy ~~leaven~~ in general education, and give meaning and significance to undergraduate studies. An illustrative list of vocational subjects suggested by the Principal, College of Vocational Studies, Delhi University is as follows :

- (i) Tourism,
- (ii) Office management and secretarial assistance,
- (iii) Personal Secretaryship,
- (iv) Store-keeping and stores accounting,
- (v) Retailing and trade,
- (vi) Insurance,
- (vii) Book publishing,
- (viii) Foreign trade,
- (ix) Child-care services and pre-school training,
- (x) Hotel management and food services,
- (xi) Textile and clothing,
- (xii) Polymer technology,
- (xiii) Instrument technology,
- (xiv) Computer science,
- (xv) Electronics,
- (xvi) Pharma-
- (xvii) Microbiology,
- (xviii) Library science.

The list may be modified in the light of the prevailing needs of Calcutta and adjoining areas.

It may be stated that the Delhi University has already started with the experiment of vocational courses and established a college of professional studies under its own management. This college, which started functioning in July 1972, provides facilities for the B.A. (Pass) course with one of the following vocational subjects as an elective: tourism, book-keeping, insurance, retailing and trade, store-keeping and store's accounting, office management and secretaryship. The college follows the general pattern of B.A. (pass) course but the students have the option of offering one of the vocational courses.

The committee strongly recommends that the Calcutta University should start such courses in the existing colleges, and these may cover a wide field, including science-based courses. Many such courses would need intensive training facilities. Suitable laboratory or workshop facilities would have to be provided. In many cases, it would be useful to arrange practical training under actual working conditions in offices, workshops, farms and factories. For instruction, it would be necessary to invite suitable working personnel from various vocations on a part-time basis. The experiment of vocational courses may be restricted to the pass course only, since the honours course is expected to prepare students for advanced studies and has to be academically oriented.

No firm estimates of expenditure for introducing such courses can be given as this would depend on the number and kind of courses to be introduced. It is suggested that to begin with a limited number of colleges may be assisted to provide facilities for such courses. The academic and administrative details of the proposed scheme may be worked out by the Calcutta University. It is necessary to make a beginning in this direction as soon as possible. A provision of Rs. 25 lakhs is included in the financial estimates for this purpose.

## Chapter X

### FINANCES OF THE UNIVERSITY

1. One of the notable features of Calcutta University's Finances has been that the maintenance expenses of the University Departments and in many cases the development expenses as well have largely been funded till 1969-70 by the surpluses from examination fees with decline in income from examination the situation became critical in 1969-70 and the State Government started helping the University in a big way. In 1971-72, the total of all grants given by the State Government was about Rs. 102 lakhs; the corresponding figure for 1972-73 was about Rs. 107 lakhs. A statement of the State Government grants including the statutory grants during last ten years is given in the Annexure V. Nevertheless, the basic uncertainty of the financial situation remained same since a large proportion of these grants were in the nature of ad hoc grants. Moreover by the end of 1971-72, the General Fund of the University accumulated a deficit of the order of Rs. 54 lakhs, which increased to Rs. 70 lakhs by the end of 1972-73, in spite of the large grants made by the State Government.

2. There is a feeling in certain quarters that the present financial difficulties of the University are mainly due to lack of proper financial administration. The implication is that the University should have been able to manage its household, as in the past, with perhaps an increased amount of statutory grant by the State Government in addition to the recurring liabilities on UGC schemes. This view is based on the belief that the University still earns a large surplus from examinations considerable revenue from the large corpus of endowment funds.

3. The Committee is not in a position to pronounce on question of proper financial administration in the University. However, the Committee would like to make the observation that the Calcutta University being autonomous in financial matters there is need to exercise the utmost vigilance and discipline in financial administration and to be careful against unplanned

expansion and also to observe certain norms in expenditure. We need not emphasize too much that without strict financial management and control, there is always the risk of frequently running into large deficits.

4. Apart from such considerations it is possible to reach certain broad conclusions in respect of the University's current financial requirements. But before doing so certain misconceptions need to be removed first. Incomes out of endowment funds are earmarked for special purposes and, therefore, cannot be taken into account for meeting the increased maintenance costs of the University. In any case, they have now turned into liabilities because of the marked rise in prices since the endowments were made.

5. The belief that the university earns a considerable surplus from examinations also appears to be without any basis, when account is taken of all the expenses associated with examinations. This belief has been sustained by an apparently faulty system of accounting which considers only examiners' remuneration and centre charges as examination expenses, without taking into account the Controller of Examinations' establishment, the Press establishment and other expenses. If all the expenditure relating to the conduct of examinations were debited to examination revenue the surplus now would be marginal.

6. We may note that the present statutory grant\* of Rs. 21,52,000/- to the University by the state government was fixed in 1951-52 after the Report of the University Finance Enquiry Committee was published. If we take the 1951-52 standards as the norm, the following items of increase in cost appear to have been unavoidable.

- (i) Since the statutory grant fixed for the University for 1951-52 exclusive of the compensation for loss of income from the Matriculation Examination, was an amount of Rs. 16 lakhs, and since the number of students in the University Colleges have increased five times since then, a statutory grant of Rs. 80 lakhs would be reasonable at the present time under the assumption of constant prices. It might be argued that

\* This includes a Block Grant of Rs. 16 lakhs and Rs. 5.53 lakhs as compensation for loss of income from Matriculation Examination.

allowance should be made for "economics of scale" in the management of University Colleges and total costs should not go up in the same proportion as students. But it is doubtful if there are actual possibilities of economy unless more students are allowed to be managed by fewer teachers and educational standards are allowed to fall. Even after allowing for such doubtful economics to some extent, the figure of Rs. 80 lakhs mentioned above cannot in all fairness be reduced below say Rs. 60 lakhs.

- (ii) These estimates do not take into account the rise in prices in recent years. This has now to be brought into the picture. The rise in prices is most directly reflected in the dearness allowance to be added to salaries. The decision of the Government in regard to dearness allowance—merger of D.A. with pay and periodical rises in dearness allowance in proportion to cost of living indices—had necessarily to be taken out by the University also. The total expenditure currently incurred by the University on account of D.A. and house rent allowance amounts to Rs. 34 lakhs annually exclusive of the cost of merging Dearness Allowance with pay.

There is a clear case for the State Government awarding additional grants to the University to meet the increased liabilities resulting from the general rise in prices, over which the University has no control, and the Dearness Allowance and higher pay which accompany inflation.

- (iii) Over the last two decades, the university has allowed its physical capital to wear out and there has been no proper repair and replacement. While planning new acquisitions, whether in terms of movable instruments or fixed structure, attention must also be paid to the need for repair and maintenance: When this is neglected—as it has been over the years—the University does not get the best out of its assets and is a loser in the long run. A sum of the order of Rs. 20 lakhs annually may be necessary on account of repairs and maintenance.

7. The total of all these amounts to Rs. 120 lakhs per year.

We cannot help concluding therefore that the University of Calcutta has been subsisting on an inadequate statutory grant supplemented by ad hoc grants which have varied from year to year. These variable grants have been larger than the statutory grants. But they suffer from at least two drawbacks. In the first place, the precise amounts of such grants cannot be anticipated in

advance ; therefore, they do not provide a basis for planning without which sound development is not possible. Secondly, these ad hoc grants, although by no means small and also enhanced from year to year, still fall below the minimum requirements of the University with the result that the accumulated deficit in the University's budget has been mounting from year to year. What is required, therefore, is the fixation of the statutory grant at a level which corresponds to the University's minimum requirements for, say, the next five years, and periodic review in order to refix this amount at the end of every five years.\*

8. The accumulated deficit in the General Fund of the University at the end of the financial year 1971-72 stood around Rs. 54 lakhs. It cannot hope to get rid of it except with the help of the Government. If this deficit cannot be removed at one stroke, the Government can provide additional assistance spread over two, three or even five years with a view to wiping it out gradually. This deficit does not take into account whatever arrears of payment may have to be made on account of the merger of D.A. with pay with effect from the 1st April, 1970. This will also have to be kept in mind while making a calculation of the overall deficit.

#### *Development Grants :*

9. The Vice-Chancellor, Calcutta University, in his letter dated September 3, 1970 addressed to the Union Minister for Education & Social Welfare, indicated that according to the provisional calculations made by the development committee appointed by the University, the University would need a capital grant of rupees two crores in the next five years. In addition it would be necessary to provide for a recurring grant of Rs. 1 crore p.a. for five years. It appears that these provisional calculations made by the University are not commensurate with the magnitude and complexity of the problems facing the Calcutta University. Considerably larger allocation of funds spread over the next 5-10 years would be necessary to enable the University to fulfil its basic

\* The State Government is also reported to have recently decided to raise this amount of statutory grant to Rs. 60 lakhs per annum from 1974.



responsibilities. The financial implications of the development programmes recommended in Chapter X are summarised below :

5th Plan : Rs. 1,624.95 lakhs

6th Plan : Rs. 1,125.70 lakhs

(For details see Annexure VII)

These figures include financial recommendations for the development programmes under Technology, Agriculture and Medicine. The total amounts recommended for all these items put together are as follows :

5th Plan : Rs. 283.05 lakhs

6th Plan : Rs. 259.30 lakhs

It will thus be seen that the financial recommendations for the Science Departments and the Departments of Humanities and Social Sciences together amount to

5th Plan : Rs. 1,341.90 lakhs

6th Plan : Rs. 866.40 lakhs.

### THE QUESTION OF RESOURCES

The Committee is fully aware that the above order of funds needed by the University for its maintenance and development may be considered by many as 'unrealistic' in view of the present budgetary constraints. This is a matter for the relevant authorities to decide. But the Committee wants to stress that it considers the above sums as an indispensable requirement, if the University of Calcutta is to regain viability and play its role in the development of university education in the country.

We have found it very difficult to shut our eyes to the fact that the standards of expenditure vary enormously from university to university within our country and even within the same state. Paucity of resources can explain the overall low level of expenditure for university education in India as compared with such expenditure in the rich countries. But no justification can exist for the widely uneven level of 'expenditure per student' as obtains between the different universities in India. The University of

Calcutta appears to have been the worst sufferer in this respect. The following table is telltale in this regard.

*\*Income per student in different universities of India*

Name	Average Income per student Rs.
1. Unitary Universities	2,072
2. Central Universities	1,446
3. 16 large Universities	256
4. 8 Universities with 100 or more colleges	240
5. Universities in Bihar	424
6. Universities in Assam	324
7. Universities in Orissa	418
8. Delhi	480
9. Bombay	286
10. Madras	206
**11. Jadavpur	3,574
**12. Kalyani	4,379
13. North Bengal	189
14. Burdwan	126
15. Calcutta	109

*Source* : Annexure No. VI. The above table is based as noted in Annexure No. VI, on the incomes in 1971-72 and the number of students in 1970-71. There does not appear to be much reason to believe that the rates of change of these two categories vary significantly as between the universities. Therefore, the 'income per student' figures do show the relative difference between the universities. However, because of the specialised nature of certain universities like Jadavpur and Kalyani and because of the lumping of incomes both on revenue account and capital account, comparison between different groups and between well-established traditional-type universities would be more to the point. It is also quite possible that the above figures, on closer scrutiny, would

\* Since expenditure figures per student are not available the comparison has been made on the basis of income figures of the universities as available from the source referred to in Ann. VI. This is not likely to distort the picture since expenditure in any case will not be less than income.

\*\* These are comparatively new universities—Jadavpur is mainly an Engineering and Technological University and Kalyani has a large Agriculture Faculty.

require minor revisions. But we believe that the order of differences, as portrayed above, is largely correct. Even when we allow for the incomes of the Colleges, the income per student in the Calcutta University is estimated to be around Rs. 400 much below the corresponding figure for the Unitary Universities.

Nobody would argue in favour of removing such disparities by a process of levelling down, since this can only lead to poor quality in all the universities. The obvious conclusion is that the poorer universities would require greater help to reach up to the level of the richer one. The University of Calcutta would undoubtedly be the foremost in this queue. And even a rough calculation would show that the grants recommended earlier for the University of Calcutta can by no means be considered unwarranted.

The financial implications worked out in the foregoing paragraphs raised the inevitable question: What are the sources from which the funds are to come? It is necessary to reiterate at this point that what the University needs is not merely an immediate massive dose of funds to set it up on its feet again but adequate continued support to keep it going with the required momentum and to maintain itself at a high level of efficiency. It is true indeed that U.G.C. assistance will be available initially for the University's development programmes. But this will cease after the first five years and thereafter they will become a State and University responsibility. Furthermore even during the first five years the State will have to find sizeable matching grants for some parts of the programme. And this is not all. There still remains the administrative and academic costs of the new pattern suggested by the Committee for the structure and organisation of undergraduate education. Nor can we leave out the needs of the affiliated colleges themselves. Although the problem of the affiliated colleges is not in the Committee's terms of reference the Committee was left in no doubt about the deplorable conditions in most of them. It is true enough that money alone will not put them right; but without money they cannot even begin any attempt at improvement.

Will the finances of the State be able to bear all this inevitable burden? The budgets of the state governments are usually very hard-pressed and the sources of their income are extremely inelastic. We are also aware that the State Government has to

support university education in addition to bearing the enormous responsibilities of primary and secondary education, as well as the burden of a very large number of undergraduate colleges including the high-cost medical and engineering colleges. But, for reorganisation, growth and development as well as attainment of higher standards, the Calcutta University would need large funds and therefore, cannot depend only on the limited resources of the State Government.

The maintenance of high standards at the Calcutta University and its future development should be regarded as a national responsibility. It is a major centre of higher education for not only West Bengal but also for other States in the country. Even today it has departments of study and research in disciplines which are available in few other universities. It takes care of nearly ten per cent of the total number of students in the country reading in colleges and universities. The Calcutta University is not therefore a State institution in the narrow sense of the term. It has always been national in outlook and its pioneering efforts in the field of higher learning have contributed to the progress of the nation. The University of Calcutta should therefore be regarded and recognised as an institution of national importance and the major responsibility for its finance should be undertaken by the Government of India.

## Chapter XI

### SUMMARY OF THE RECOMMENDATIONS

#### *Size and Jurisdiction :*

1. The dimension of Calcutta University in terms of student enrolment and the number of Colleges affiliated to it have to be reduced.

2. The jurisdiction of the Calcutta University over affiliating institutions should be limited to the municipal areas of Calcutta and Howrah. The Colleges outside this region may be transferred to the territorial jurisdiction of the neighbouring Universities.

3. A new University may in future be set up at Midnapore. A beginning may be made by creating an Autonomous Regional Council for the District of Midnapore.

4. The present arrangement with regard to Colleges at Tripura may continue till a new University for the State is set up.

#### *Organisation and Structure :*

1. It is necessary to introduce a considerable measure of decentralisation to ensure the smooth functioning and proper growth of both the University Department and the affiliated Colleges.

2. For efficient supervision of Undergraduate Education and closer liaison with the Colleges, it would be necessary to make drastic changes in the existing structure and organisation of the University.

3. The administration of Undergraduate Education should be assigned to six Autonomous Councils of Undergraduate Studies; one each for the regions of Northern, Central Calcutta together with Howrah and Southern Calcutta (for Arts, Science and Commerce Studies) and one for Engineering and Technology, one for Medicine; and one for Professional Studies to look after studies in Law, Education, Museology, etc. The coordination between the Councils will be provided by the Council of Undergraduate and Professional Education. Its function would be to consider and make decisions on matters of common interest and policies.

4. The Council of Undergraduate and Professional Education will have no direct administrative responsibility for the Colleges; that responsibility will be in the hands of the Regional Councils or the Subject Councils.

5. The Councils for Postgraduate Studies and the Academic Council are superfluous and should be abolished. The University Departments should be given sufficient autonomy and the Faculties ought to become effective forums of discussions of all important academic matters. The Faculties would exercise within their respective academic jurisdiction the powers and functions at present delegated to the Academic Council.

6. The Faculties comprising related or cognate Departments should be able to ensure coordination of teaching and research activities and promote inter-disciplinary courses as well as joint projects of research.

7. The Departments of Teaching and Research should form the basis of the University organisation. They should have sufficient autonomy as well as internal democracy in actual functioning. For framing the budget estimates, there should be an inter-departmental Committee consisting of the Heads of the Departments within the Faculty concerned presided over by the Dean. Such a Committee would ensure the requisite coordination.

8. The Head of Department may be appointed for two years by the Vice-Chancellor from among the Professors and Readers, ordinarily by rotation.

9. The Board of Postgraduate Studies should consist of all teachers in the Department and 3 external experts not connected with the University. The decisions of the Board relating all matters concerning syllabi, improvement of standards of teaching and research etc. would go to the respective Faculties for consideration and thereafter to the Syndicate for final decision.

10. It is essential to set up Departmental Committees for considering administrative matters and problems related to teaching and research.

11. A joint teacher-student Committee should be set up in each Department.

12. The composition of the Senate may be broadened as it is now subject to the provision of representation for students and other important sectors of society.

13. There need be only one post of Pro-Vice-Chancellor. The Pro-Vice-Chancellor should be chosen by the Vice-Chancellor.

14. It would be necessary to have a Planning Board in the University with the Vice-Chancellor as its Chairman and the Deans as Members.

15. There should be a statutory provision for recognising or treating Research Institutions outside the Calcutta University as Associate Institutions of the University.

16. The Administrative structure of the University would consist of Service Departments. Except the Section concerned with Audit and Accounts, all other Service Departments will be placed under the direct charge of the Registrar. Matters relating to Audit and Accounts shall be under the direct supervision of the Pro-Vice-Chancellor.

17. No provision is necessary for the Department of Inspector of Colleges. The Autonomous Councils would have their own staff for the inspection of Colleges.

18. It is essential to decentralise the system of examination for the sake of administrative convenience and effective supervision and management. The Councils will conduct their own examinations and will have the necessary administrative arrangements and infrastructure for the purpose.

19. The University Departments should conduct their own examinations.

#### *Colleges and Universities ;*

1. The University should strengthen its affiliated Colleges, to aid them to provide better instruction, to broaden the College programme, and to create an atmosphere conducive to an improvement of academic performance and standards.

2. Suitable arrangements are necessary to ensure that the University takes continuing interest in the development of Collegiate education and provides the requisite assistance and cooperation for this purpose.

3. It would be necessary for the Autonomous Councils to establish Expert Committee wherefrom advice and guidance would be available to the affiliated colleges in planning and implementing their development programmes. Experts from the University Departments should be involved in these Committees.

4. Periodical inspection of the affiliated Colleges by teams of Experts and Educationists is essential in the interest of the development of Colleges and maintenance of standards.

5. Refresher courses and Orientation Programmes should be organised periodically or on a continuing basis by selected

University Departments for the benefit of teachers in the affiliated Colleges.

6. Some selected University Departments may undertake a concerted programme for qualitative improvement of teaching in the Undergraduate Colleges.

7. Opportunities for advanced training in the University Departments for selected technical staff in the colleges may be made available.

#### *Autonomous Colleges :*

1. The development of autonomous colleges is an experiment worth undertaking in view of its many advantages. Selected Colleges, which have the requisite facilities and resources, and have consistently maintained high standards, should be given an autonomous status by the Calcutta University to enable them to experiment with new courses of study, methods of teaching and evaluation, etc. In the first instance the experiment should be restricted to the field of Undergraduate Education, including Honours Courses.

2. The criteria for the selection of Colleges as autonomous institutions have to be carefully worked out. If Government Colleges are admitted to the privilege of autonomy, they must have proper Boards of Management. Besides, the staff of the institution concerned should have some continuity of tenure and not subject to frequent transfers.

#### *Correspondence Courses and Part Time Education :*

1. To meet the increasing demand for Higher Education without expanding the intake capacity of existing Institutions, it is necessary to plan for non-formal kinds of education such as Correspondence Courses.

2. The Calcutta University should have a full-fledged Directorate of Correspondence Courses. The Directorate should have links with the Autonomous Councils, as well as the University Departments/Faculties.



3. The Directorate should have a considerable measure of autonomy in academic and administrative matters.

#### *Vocational Courses :*

1. The courses in general education need a change. It would be necessary to diversify these courses and to give them a distinctly vocational bias directly related to employment opportunities.

2. The Calcutta University should start such courses in the existing Colleges, and these may cover a wide field including science-based courses.

### FINANCES

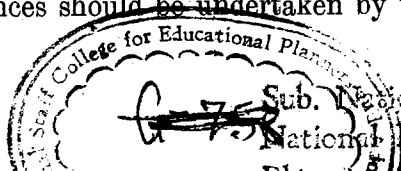
1. The University should exercise utmost vigilance and discipline in financial administration and should be careful about unplanned expansion and also observe certain norms in expenditure to avoid deficits.

2. The statutory grant which has been very inadequate ought to be raised substantially.

3. If accumulated deficits cannot be removed at one stroke, the Government may provide additional assistance spread over 3-5 years with a view to wiping them out gradually.

4. The Committee recommends Rs. 1624.95 lakhs in the 5th Plan and Rs. 1125.70 lakhs in the 6th Plan for implementing its recommendations.

5. The University of Calcutta should be regarded as an Institution of national importance and the major responsibility for its finances should be undertaken by the Government of India.



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