

UNIVERSITIES IN KARNATAKA

REPORT
OF
REVIEW COMMISSION

BANGALORE, 1980

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OF
REVIEW COMMISSION**

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Bangalore, 1980

Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, SriAurobindo Marg, New Delhi-110016
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Preface

The Karnataka Universities Review Commission was appointed in January 1979 in exercise of the powers conferred on the Chancellor by sub-sections (1), (2) and (3) of Section 61 of the Karnataka Universities Act, 1976. The appointment was made in consultation with the State Government, as stipulated in the Act.

According to the terms of reference of the Commission, it was to (a) review the past working of the three universities of the State in all aspects, academic (including teaching, research and extension) as well as administrative; (b) make recommendations for the future working and progress of these Universities in all aspects, academic as well as administrative, and to suggest the broad outlines of and priorities for their future development; (c) suggest where necessary changes or improvements to the Karnataka State Universities Act, 1976, to enable various officers, authorities and other functionaries of these Universities to function effectively to realise the objectives enunciated in Section 4; (d) advise on measures to be adopted for meeting the various requirements for all round development of students, including provision for their curricular and extra-curricular activities, vocational guidance, hostel accommodation, health and welfare measures etc., as well as for maintenance of discipline among students; (e) advise on the maintenance of discipline among teachers and employees of the Universities, keeping in view the need for co-operation and co-ordination between them and among the faculties and departments for successful implementation of inter-disciplinary programmes; and (f) make any other recommendations, incidental or ancillary to the above, which the Commission may consider important.

The Commission held a preliminary meeting towards the end of February, 1979 mainly to discuss the arrangements to be made for a supporting Secretariat. Since it took time

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for the Secretary and a Joint Secretary (Academic) to be appointed, the Commission could start functioning actively only from about the middle of July, 1979.

At the end of July, 1979, the Commission addressed a communication to the Vice-Chancellors of the three Universities, members of university bodies, professors of post-graduate departments, principals of colleges, representatives of teachers' organisations, legislators, leading educationists and other concerned persons eliciting their views and suggestions on university education in Karnataka. A Press Note was also issued inviting similar guidance and help from the general public.

Though the number of persons who responded to this communication was not large, the insight and information provided by the few who did were extremely valuable. Later, the Commission met a few of these persons and held discussions with them. Members of the Commission also met in groups some principals of teachers' colleges, and of engineering colleges, specialists in languages, and directors of higher education in the Government.

The Commission sent out in September, 1979 a number of questionnaires to all universities and colleges eliciting information on student enrolment, staff position and new appointments, research output, and finances. About one-half of the university departments and colleges did not however respond to these questionnaires despite several reminders; the information provided by the rest was also generally not complete. It has not therefore been possible to present all the relevant data in a consolidated form, as originally intended.

Between August and November, 1979, members of the Commission visited individually and collectively several undergraduate and professional colleges and held intensive

discussions with teachers and students. Between December, 1979 and March, 1980 the members visited the Karnatak, Bangalore and Mysore Universities and met student representatives, research scholars, teachers, representatives of teachers organisations and non-teaching staff associations, and members of the university bodies, all in separate groups. They also held fruitful discussions with the university officials and Professor K.S. Hegde, Shri T.R. Jayaraman and Sri S.S. Wodeyar, Vice-Chancellors of Mysore, Bangalore and Karnatak Universities, respectively. These visits and discussions have helped greatly in the formulation of the report. The Commission wishes to thank the Vice-Chancellors of the three universities for the courtesy extended to the members during their visits, and helping them to understand the problems facing their universities.

The Commission has received the utmost encouragement and support at all stages from Sri Govind Narain, Chancellor, and Governor of the Karnataka State. It is indebted to him for extension of the term of the Commission by two months and for all the other help given.

The Commission is deeply indebted to all those who have extended their assistance to its work in a variety of ways. While it is not possible to thank each of them individually, the Commission wishes to acknowledge the informed guidance it received in the course of discussions with some persons closely associated with the higher education in the State, particularly Dr. V.K. Gokak, Shri T.K. Tukol, Dr. D. Javare Gowda, Dr. H. Narasimhaiah, Shri D.V. Urs, Shri Noor Ahmed, Shri S.G. Ramachandra, Dr. (Smt) P. Selvie Das and Smt. Achala Moulik. The Commission benefited also from the assistance given by Dr. (Smt) Malathi Somaiya, Professor Malur Srinivasan, Professor P.N. Murthy, Shri B. Mariraj and Prof. V. Natarajan, who acted as Consultants. Among others who extended help to the Commission must be mentioned Shri K.S. Deshpande, Professor H.Y. Mohan Ram, Shri J.S. Parasiva Murthy and Sri S.N. Ananda Rao.

The Commission is in debt to Shri D. Narasimhaiah, Director of the Government Printing Press, for expediting the printing of the report at short notice.

The Commission has been fortunate in having in its Secretariat a team of exceptionally dedicated persons at all levels. To Shri H.V. Srirangaraju, who served as the Secretary of the Commission till the end of April, 1980 and has continued to function as Honorary Secretary since then, the Commission is particularly indebted; his wide experience and knowledge of the educational system in Karnataka have been of immense help. Professor K. Srinivasan, Joint Secretary (Academic), with his close and long acquaintance with the problems of higher education in the State, has given invaluable assistance to the Commission in analysing and interpreting various kinds of information relating to universities and colleges. Shri V.B. Bhandiwad, Under Secretary, has helped greatly in the scrutiny of complex administrative issues.

The genial temperament and resourcefulness of Shri H. Narayana, Section Officer, and the efficiency and ungrudging co-operation of the other members of the office staff have been great assets in the work of the Commission, as also in preserving an atmosphere of friendly informality even under conditions of stress. The remarkable work put in by Shriyuths K.V. Suresh, B.N. Jaya Kumar and V. Seshadri, in preparing successive drafts of this report and the final version in almost record time, needs particular mention. Shri M.R. Neelakanta has been of much assistance in the collection of statistical data from universities and colleges. Shri N.G. Kulkarni, who has been in charge of the accounts, has not only kept a watchful eye on expenditure in the Commission but combined his vigilance with an unusual degree of

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helpfulness to everyone. The Commission would like to place on record its deep appreciation of the help given by the staff at every stage.

Bangalore,	K.N. RAJ	.. Chairman
August 5, 1980.	D. JAGANATHA REDDY	.. Member
	C.N.R. RAO	.. Member

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Chapter 1

Universities and Higher Education in Karnataka

1.1 The universities of Bangalore, Karnatak and Mysore present on the whole a cheerless and discouraging picture. There are complaints at all levels about lack of responsiveness in the system; factionalism and feud are apparently widespread; academic activities seem to be at a low ebb; and there is considerable cynicism, indifference and despair all round. It is difficult to make comparisons of academic standards — particularly since they are apt to be different in different subjects — but there are reasons to believe that the gap between standards prevailing in universities in Karnataka and those maintained in the best university departments elsewhere in India has widened over a period in many subjects. In the highly competitive environment that is developing within the country and outside, the students from Karnataka may find themselves severely handicapped unless the present trends in these universities are quickly arrested and reversed.

1.2 But this is perhaps more easily said than done. Many factors of a complex nature have contributed to the present condition of the universities in the State; and the position in most universities elsewhere in India is not very different. Some of these factors reflect the processes and pressures of social change in the country, some are derived from particular features of the social structure in the State which find expression at the political and administrative level. The universities can do very little about them, nor can they expect in the near future any radical change to take place in these environmental conditions to make their tasks easier.

1.3 It is however necessary to have as clear an appreciation as possible of these different factors to be able to judge how far improvements can be made through changes in organisational structure and through other supporting policies in

the sphere of higher education. A review of the experience hitherto should in this way help to provide guidance to action in the future.

Growth of Higher Education

1.4 The most striking development in higher education over the last two decades has been of course the rapid growth in numbers: of students, teachers and colleges. The total student enrolment for university courses was less than 16,000 even as late as 1956 when the State with its present territorial coverage was constituted. The growth has been rapid since then, the number enrolled more than trebling by the middle of the 1960's, and nearly trebling over again in the period 1965-1973. There was a more or less corresponding increase in the number of teachers and of colleges.

1.5 The problems of higher education in the State (as also in the country as a whole) are often attributed to this rapid expansion in the scale on which it has had to be provided. This is a considerable over-simplification, for if it were only increase in numbers the task should have been simpler and many of the problems would not have assumed the proportions they have. Even the phenomenally high rates of growth recorded in the State in certain phases of this expansion — such as the rate of growth of 20 per cent per annum in the student enrolment for undergraduate courses between 1965 and 1973 — reflect in a sense the low initial base of higher education. The total student enrolment in the three universities of Karnataka under review still remains well below 150,000 — which is not a formidably large number, considering also that those enrolled for the undergraduate courses constitute the bulk and are distributed over the entire State in more than 350 colleges.

1.6 More important than the numerical growth in student enrolment has been the enlargement in the catchment area and the broader range of society from which students seeking higher education are drawn. Till the 1950's, facilities for higher education were available only in the cities of

Bangalore and Mysore and a few of the larger towns. Since then the geographical spread of colleges offering undergraduate degree courses has increased considerably, particularly during the period 1963-64 to 1973-74 when the number of colleges affiliated to the three universities of Bangalore, Karnatak and Mysore went up from about 120 to nearly 300. Though there is still a heavy concentration in the larger urban centres, a number of colleges have been opened in the smaller towns close to rural areas from where students are being drawn.

1.7 This does not mean that students from the lower strata of society are now coming for higher education on any significant scale. While considerable progress has been made in the State towards universalisation of enrolment for primary school education, nearly one-half of the children who enter primary school do not complete even the first four years and only about 1 out of 7 is able to reach the final year of the secondary school. The retention rate is still lower among the socially most backward communities like the scheduled castes and tribes. Thus the bulk of the poor and the under-privileged are eliminated from the educational stream at an early stage. In recent years the number declared successful in the S.S.L.C. examination has been increasing at the rate of about 9 per cent per annum. But this is not due to any perceptible improvement in the proportion of students from primary school reaching the final year of secondary schooling; it reflects mainly the progressive reduction that has been brought about in the percentage of failures in this examination (from nearly 60 per cent of the total number appearing in 1973-74 to around 45 per cent in 1978-79). Since university enrolment is possible only after another two years of Pre-University classes, the number ultimately able to reach the universities does not seem to be more than about 3 to 4 per cent of the number entering the educational stream at the primary school level. In terms of income, they come mainly from the top decile, or at best the top two deciles, of the population; only a very small number from the lower deciles are able to overcome the severe handicaps they face at the primary and secondary school level and

reach the universities.

Problems of Adaptation

1.8 Nevertheless, even the limited broadening that has taken place in the social base of higher education has brought into it students with widely different background and requirements. This calls for considerable changes not only in the content and range of the courses available to them but in the methods adopted for instruction and in the supporting facilities made available to students and teachers. The problems facing higher education in Karnataka (as also most other universities in India) are to a large extent traceable to the failure to recognize and respond to these requirements adequately.

1.9 This is nowhere more strikingly evident than in the teaching of languages at the undergraduate level. Though considerable weightage is attached to language courses, in the mother tongue as well as in English, very little effort has been made to give students the systematic training they need for functional use of these languages. A large part of the courses is designed instead to foster appreciation of their deeper literary and cultural dimensions which only a few students are likely to be interested in. Thus students are obliged to spend more time trying to understand Shakespeare, Shelley, and Keats than in learning how to use English as a library language or gaining command over the minimum vocabulary needed to express themselves in the language. The same kind of scholastic tradition appears to dominate also the teaching of the mother-tongue and other Indian languages. The result is that not only have the majority of students a general aversion to the language courses but most of them remain ill-trained in the languages and are unable to use either the mother-tongue or English as a medium for understanding and expressing adequately the essential ideas in the other subjects they have to learn at the undergraduate level. This lack of proficiency in languages has proved to be a major impediment in raising standards of higher education.

1.10 We have also found widespread preference among students, even from rural areas, for the English medium. While this is understandable in the existing milieu, particularly since knowledge of English is considered essential for easier access to technical literature and for greater mobility within the country and outside, the learning process should be as far as possible in the mother-tongue itself for clearer comprehension and better assimilation of ideas. The unfortunate consequences of the extensive use of the English medium are only all too evident. However, if more students are to be encouraged to learn in the mother-tongue, it will be necessary to give a much stronger functional orientation to the teaching of the mother-tongue as also of the English language, so that students develop greater confidence in the use of both and do not have any reason to feel handicapped on this account at any stage in their education or later career. A fear of being treated as an inferior category among the educated, unless the courses are taken in the English medium, is an important factor in the aversion today to the Kannada medium; this can be removed only if the proficiency to use the English language is improved while courses are offered in the mother-tongue.

1.11 Like the language courses, the structure and content of most of the other courses at the undergraduate level have also not been modified in any meaningful way in the universities in Karnataka to meet the varied requirements of the larger stream of students now seeking higher education. Different subjects are generally grouped together in rigid combinations along traditional lines, and students have neither the freedom to go beyond these combinations nor any choice of courses within them. Some changes in the structure of the courses have been made for experimenting with the 'semester system' (as in the Karnatak University towards the mid 1970's), and they have helped to introduce somewhat greater flexibility; but they have been on the whole of a token nature, and much more needs to be done in this direction. Moreover, there has

been little effort to relate the courses with situations and problems in real life of the kind students are familiar with. Not only have they great difficulty therefore in applying their knowledge to concrete problems in later life but what they learn at the undergraduate level is often found to be almost totally useless. This is a tragic waste, particularly for students coming from the poorer families who are often unable to find either suitable employment with this education or any great use otherwise for what they imbibe through these courses. In fact the students are ultimately the victims of the entire system.

1.12 Nor has there been any significant experimentation in methods of instruction. Teaching at the undergraduate level is identified almost wholly with lectures, and teachers are generally expected to use the lectures not so much to stimulate interest in the subject and leave students to read on their own but to summarise the prescribed text-books and dictate notes that would help to answer examination questions. The greater the problems the students have with the languages, the greater appears to have become their reliance on such notes. There are no tutorials or group discussions — even such special coaching classes as are arranged for students handicapped by their earlier background and training are totally inadequate — and there is little pressure on students to use libraries and learn methods of self-study. Extremely limited use of libraries is a general feature of most of the colleges we visited. Naturally all this gets reflected in the examination system, not only in the kind of questions that are set but in the evaluation.

1.13 The lack of an innovative approach in these and related matters has been perhaps in part on account of the straight-jacket within which colleges and university departments function in the existing framework of affiliating universities. The entire structure of courses and syllabi are laid down, and the performance of students evaluated through a centralized system of examinations, at the university level; the function of colleges has been conceived as

only one of preparing the students for the examinations so conducted. The larger the number of colleges and students, and the greater the heterogeneity among them, the more stereotyped have the courses and the examinations tended to be. Naturally there is not much scope left for initiative and experimentation at the college level, and students who require special attention and guidance as well as those who have the foundation necessary for exposure to more advanced courses suffer almost equally in consequence. When the training given at the undergraduate level is so unsatisfactory, it also restricts very seriously what can be attempted in the post-graduate courses. It is not surprising therefore that many of the post-graduate courses offered now at the university level in Karnataka do not compare well with undergraduate courses available in the good universities and colleges elsewhere.

1.14 A particular problem we have noticed in this context is the rigidity introduced into teaching methods at the college level by the existing practice of reckoning the load on teachers solely in terms of the number of lectures they deliver (and laboratory classes in the case of science teachers) in a working week. The over-all teacher-student ratio in colleges appears to be also generally between 1:20 and 1:30; it is 1:40 and even 1:100 in several subjects taken individually. The two together effectively discourage experimentation with methods of instruction involving smaller number of students per teacher (as in tutorials and small discussion groups).

1.15 As a result of all this, undergraduate education as now organized through colleges offer very few of the potential advantages of a decentralized system; at the same time it creates a number of problems usually associated with centralized control and management, as in the conduct of examinations. This is an important reason why the basic problem in higher education today appears to be the large numbers involved, though in fact it is to a large extent due to defects in organisation and method.

1.16 .It is our impression from visits paid to a number of colleges, in the cities as well as in the smaller towns close to rural areas, that a fairly high proportion of teachers and students would be able to do very much better and infuse more substance and vigour into the educational process at this level if the teaching of languages is made more functional and there is greater scope for initiative and flexibility within the system. Some teachers in colleges close to rural areas have forcefully argued before us the case for their being given freedom to offer a few courses that would be of particular interest to students in the neighbourhood e.g. courses in sericulture. In the subsequent sections of this report we shall indicate some of the changes in the organisation and content of courses, and in methods of instruction and examination, that could help the varied requirements of students at the undergraduate level to be met more adequately than now, and offer the kind of opportunities that both students and teachers should have for a process of regeneration of higher education to be initiated. It seems to us that there is no other way of bringing about improvements in the system.

Weaknesses in the Institutional Framework

1.17 The institutional framework through which these and other supporting changes have to be carried out has however a number of serious weaknesses. They need to be noted, and remedial measures taken to the extent possible, since the proposed programme for academic reform can succeed only to the extent that there are instruments available to implement it. We shall therefore turn now to some of the basic issues involved here and indicate our approach to them.

1.18 We shall start at the level of the colleges, since it is mainly through them that improvements have to be made in undergraduate education. Any substantial programme of academic reform involving a college presupposes the existence of a stable group within it sufficiently interested in such reform to take the initiative and assume all the

responsibilities involved. In our view, this exists in a number of colleges both at the managerial and at the academic level; all that is then necessary is to make such organisational changes as would create a favourable climate for experimentation and help those actively interested in it to assume leadership. It is doubtful, however, whether the number of such colleges would be more than about 20 per cent of the total in the State.

1.19 In the case of a large number of other colleges, perhaps the majority, it is our impression, that while it should be possible to identify small groups of highly motivated teachers — they exist almost everywhere, and colleges generally differ only in the proportion that such teachers form of the total — the minimum necessary commitment to reforms at the academic level (and all that they imply) may be hard to find at the level of management. This includes government colleges for the simple reason that they do not even have separate boards of management (or governing bodies) entrusted with the necessary decision-making powers. The government colleges are now managed in effect by principals who, like the teachers in them, are subject to transfer at any time, under the overall supervision of a Directorate at the State level which is concerned with and equipped only for taking decisions on certain administrative matters; neither of them can therefore be expected to assume the responsibilities involved in undertaking experiments that would require careful and sustained attention over a period.

1.20 In this group must be included also a fairly high proportion of the colleges started under private management over the last two decades (which form nearly two-thirds of all the colleges now in existence). There are of course several colleges that have been established and carefully nurtured by persons and social groups with deep and abiding interests in higher education; they generally stand out for the relatively high academic standards they try to maintain, and would therefore fall within the 20 per cent of the total we referred to earlier (in paragraph 1.18). But such concern

and commitment are perhaps not easy to find in the majority of cases. Many new colleges seem to have been started by persons, with little interest in or knowledge about higher education, who have been attracted to it mainly by the generous grants-in-aid extended by the State Government to colleges, the patronage they could exercise by being part of the management (through appointments of teachers, admission for students etc.), and the wider social and political prominence they could gain through activities of this nature. Indeed, a not insignificant number of colleges — particularly professional colleges — have been sponsored in the State by unscrupulous persons interested only in making money by exploiting the system of 'capitation fees' and turning higher education into another arena for black marketing. Though some colleges initially started on the basis of capitation fees have played a pioneering role and have maintained good standards (sometimes better than in government colleges) a large number of the newer ones have shown little regard for academic considerations.

Towards a New Direction

1.21 We make therefore a proposal (in Chapter 2) to induct, at the level of management of affiliated colleges, persons with the outlook and professional background required for taking active and serious interest in higher education. Such persons — scientists, engineers, doctors, accountants, journalists, literateurs, teachers, etc. — are available in Karnataka, and many of them, among those in active service as well as those living in retirement, would be in a position to make important contributions to the development of undergraduate education along the lines suggested by us. Together with some representatives of the teachers within each college — who, we propose, should also find a place in the management — it should be possible to change the complexion of the boards of management in the colleges in the directions needed. Care needs to be taken only to ensure that the agencies and procedures involved in the nomination protect the system from unhealthy influences, and do not infringe the legitimate

rights of any of the parties concerned (such as of minorities). In the case of government colleges, and constituent colleges managed by universities, which do not have separate boards of management now, we suggest the setting up of advisory councils.

1.22 Changes in composition of the boards of management of affiliated colleges along these lines can however be expected to make only a modest contribution towards promoting the kind of experimentation in the organisation and content of courses and in methods of instruction and examination that we have in mind. Management at this level can at best create a favourable environment and give the necessary moral and material support, but the initiative and the sustained interest required for making improvements of this nature, through a process of trial and error, have to come necessarily from teachers, who have also adequate rapport with the students involved. In our view, this is where the crucial links have to be forged.

1.23 It is not possible to venture any guess as to what proportion of teachers and students can be expected to participate in this process in the initial stages. All one can say is that it is likely to vary from college to college and, within each, from subject to subject; the numbers involved will however grow if the results of the new experiments are found to be demonstrably good. What is important therefore is that it should be possible for a college to start experimentation on even a very limited scale with such teachers and students as are prepared to be involved, leaving others to remain with the existing system if they prefer to do so. It would be extremely unwise to propose experiments in this sphere on an all or nothing basis.

1.24 For the process to start it is however necessary that teachers and students have the opportunity to discuss the alternatives available to them, the various issues they raise, and arrive at acceptable arrangements. With this in view, we propose (in Chapter 3) for immediate implementation

further decentralization of academic management through the formation of Departmental Councils, Departmental Committees of Management, College Staff Councils, and Joint Committees of Teachers and Students in each Department and College. This is not to be viewed merely as an exercise in democratization — we make some suggestions in fact to discourage simple-minded, populist interpretations of such democratization — but as a serious effort to adapt the system of higher education gradually to the varied aspirations, requirements and capabilities of those most directly involved in it. Above all we are convinced that it is not enough for a programme of academic reform to be sound and reasonable in its broad conception; it has to be worked out in detail, discussed threadbare among teachers and students, and translated into agreed and workable operational terms. This requires a highly decentralised system of academic management. Many good ideas of reform — such as that of introducing a 'semester system' — have come to grief in the past for the lack of adequate preparatory work being done on this basis before implementation and consequently having to be reversed in as much haste as when they were introduced.

1.25 It appears to us that major improvements can be brought about at the post-graduate level (including research) only along with strengthening the foundation through selected undergraduate courses. We make some suggestions towards this end in Chapter 4. However, much more needs to be done to raise the levels of teaching and research at the post-graduate level itself. There does not appear to be enough specialization among the staff in many of the university departments to give effective support to such a programme. Some earlier attempts to organize post-graduate teaching through pooling of teachers drawn from university departments and colleges — which would have made possible greater specialization among those engaged in such teaching — could not take off, though the objective conditions for such co-operative teaching have been generally favourable in cities like Bangalore and Mysore, and the Bangalore University was initially conceived as a federal university with precisely this objective. The

available libraries are also not sufficiently well-equipped to stimulate and help students and teachers to develop scholarly interests and work on their own. One of the saddest impressions we have formed in the course of our visits to the three universities is that, with the exception of a few departments and a few individuals, there is not much obvious concern about academic problems of this nature. There is, in fact, more apathy in the universities than in most of the colleges we have visited.

In Retrospect

1.26 Several factors could have of course contributed to this state of affairs. There were, to begin with, not many university departments in the State, as post-graduate teaching was being done mainly in constituent colleges with hardly any research activity; most of the existing university departments have been established over the last two decades, about one-half since 1968-69. Between 1965-66 and 1973-74 there was a trebling of student enrolment for post-graduate courses and, along with it, there was also a trebling in the number of teachers appointed in the university departments. Since teaching at the post-graduate level is centralized in the universities such rapid growth in student enrolment can be expected to create serious problems; so can a rapid rate of recruitment of teachers when the departments concerned have not had the time to get consolidated academically and otherwise. (The alternative of letting individual colleges offer post-graduate courses would not have improved matters, as it would have permitted even less specialization among the teachers involved and lowered standards further as has happened in some neighbouring States.)

1.27 It has been mentioned to us that the reservation of a high proportion of teaching posts for 'backward classes', and the system under which particular posts often get earmarked for specific social groups falling within this category, have also introduced an excessively high degree of rigidity in the selection of teachers and thereby created

problems for the universities in finding adequately qualified persons for posts requiring high levels of specialization. We reject this as an explanation for the prevailing academic situation in the three universities now, since the provisions for such reservation of posts came into operation only about two years ago. Indeed there have been allegations that there were strong biases in recruitment in the opposite direction prior to the introduction of reservations. It has to be recognized however that regulations of this nature based on wider social considerations, while they have their own rationale and sanction, need to be administered with care and judgement; and that, unless university administration is given some freedom to exercise its discretion in such matters within limits, there can be rapid erosion of the will to raise academic standards which is already scarce enough. We make a proposal in Chapter 2 with this in view.

1.28 There has been evidently also much factional infighting in the universities, often based on narrow parochial considerations. Such sectarian and group activity, which appears to affect the entire functioning of the universities, would make it impossible for even the ablest academic administrators to function effectively. We have been in no position to go into this problem in any depth, nor are we qualified to understand fully the reasons for conflicts of this nature assuming such serious proportions in Karnataka. From the experience of universities and academic institutions elsewhere in India in which experience has been less unhappy, all that can be said is that it is possible to contain them within limits if strong academic motivation is introduced at all levels by appropriate policies, and social and political forces outside are not given much opportunity to interfere in the internal governance of universities. There is also much advantage to be gained if the universities are so organized that both decision-making and administrative powers are decentralized to the maximum extent possible, and if the participation of teachers and students in these processes is wide, so that the scope for manipulation by small groups is minimized and there are ways open to others for countering such activity.

1.29 We have also found extensive dissatisfaction with the working of the Karnataka State Universities Act of 1976 — particularly with the apparent relegation of the academic elements into the background in the highest decision-making bodies in the universities, the extent of control exercised by the bureaucracy from outside, the long delays caused in important matters such as appointments of teachers, and the seeming indifference of the State Government to the views of the universities on questions involving serious academic issues (such as in granting affiliation to large numbers of professional colleges promoted by persons with little concern for academic norms and interested only in making money out of exorbitant capitation fees).

Our Approach

1.30 The problems involved are therefore of a complex nature and there are no obvious or easy solutions to them. All one can be sure about are the objectives of higher education; if other objectives are considered so important that it is considered essential to lower the sights in this sphere one may as well close down universities or forget them. Even if one is clear about the basic causes of the problems afflicting universities there can be differences in approach. For instance, some may opt for centralised solutions, involving tighter control and supervision. It appears to us that the Karnataka Universities Act, 1976 was essentially based on such an approach. Though centralization may have some advantages, in our view it does not provide adequate solutions to the complex problems facing higher education today.

1.31 We believe that a process of academic regeneration can be brought about only by mobilising to the full the latent abilities and enlightened self-interest of teachers and students on the widest possible scale and that, in a sense, any other approach — particularly if it involves excessive bureaucratic control and supervision over the academic world — is fundamentally non-academic. Prominent elements among both teachers and students have often behaved

irresponsibly in the past, and such centralised solutions as have been attempted were certainly not ill-motivated. However, in our view, solutions of this nature are likely to be counter-productive over the long run. A decentralized approach may take longer to produce results, but we would expect the solutions thereby found to be much more durable.

1.32 This therefore is the basic premise on which we have made our recommendations. We are not making too many of them, nor are we suggesting that any of the changes proposed should be made forthwith on an extensive scale. The recommendations are only such as can be implemented in the universities and colleges of Karnataka on at least a modest basis within the next five years, and the results carefully watched before proceeding further. In fact it has to be necessarily a process of trial and error, and no quick results can be expected. For this reason, we do not also go into many details which, in our view, should be left to be decided by others in the course of the further processes of discussion and participation in decision-making which we visualize. It could be a long haul, but what appears to us important is not so much the length of time involved in accomplishing a complex task of this nature but the direction of movement. It is our hope that the recommendations we offer in the remaining chapters of this report provide some guide-lines for promoting changes in higher education in the right direction.

1.33 Karnataka has been in the forefront of industrial development in the country, as well as in the spheres of art and culture; more recently it has also been making rapid advances in agriculture. There is no obvious reason why such a State should lag behind in higher education and let it retard its further development. If there is a clear perception of the long-run interests of the State in this sphere, and adequate political support for the steps that need to be taken, it should be possible to arrest the present trends within the next five years and make higher education play an increasingly important role in its economic and social

progress. This is the minimum that the State owes to the growing younger generation.

1.34 Since the State Government has played a leading role in the development of universities and colleges in Karnataka, and will no doubt continue to do so, we shall deal first, in Chapter 2, with some of the problems that have arisen from the policies and administrative arrangements which now govern the relationship between them, and indicate the changes that would give it a healthier and more positive orientation. The need for social control over higher education is obvious, and we suggest some further steps in this direction (as in relation to the management of colleges in the State). Such control has to be exercised however in a manner that does not make the system very rigid or too vulnerable to bureaucratic and other interference from outside, and provides enough scope for initiatives from within. This is the approach underlying our recommendations in Chapter 2.

1.35 The concern with organisational and administrative arrangements that would promote greater flexibility, participation, and initiative in academic matters is pursued in further depth in Chapter 3, which is devoted mainly to the problems associated with management and administration within universities and colleges. It is our firm conviction that, unless the greater freedom to be given to universities and colleges in academic and other matters is reflected concretely in the internal arrangements within them, the wider purposes for which such autonomy is advocated will not be achieved. We attach therefore as much importance to our recommendations in Chapter 3 as to those in Chapter 2. We shall also deal in this chapter with the relationship between universities and colleges and the steps that might be taken to build closer links between them even while giving greater freedom to colleges in academic matters.

1.36 The organisational and administrative arrangements proposed in these two chapters are a prelude to, and an

essential condition for implementing, the suggestions we offer in Chapters 4 and 5 in regard to academic programmes at the undergraduate level and post-graduate and professional education and research. It is clear that the standards of higher education, and their relevance to the contemporary social and economic situation in the country, can be improved only through a variety of experiments. It is therefore on these experiments that the attention and energies of the academic community, particularly of teachers and students, need to be focussed. The purpose of the organisational and administrative arrangements suggested in Chapters 2 and 3 is essentially to create an environment and a climate in which this can be done.

1.37 Chapter 6 is devoted to non-formal higher education and, more generally, to library development in the universities and colleges and elsewhere in the State. Chapters 7, 8 and 9 deal with problems relating to student welfare, and service conditions of teachers (including faculty development) and the non-teaching staff. A full summary of our recommendations, covering all the chapters, is given in Chapter 10.

Chapter 2

Relationship between the Government, Universities and Colleges

2.1 The government, the universities and the colleges stand functionally in a triangular relationship with each other in the sphere of higher education, since each has an important social role to play in this sphere but is at the same time dependent on the other two. Unfortunately, the strong complementarities implicit in this relationship, and above all the sense of mutual respect and shared responsibilities it calls for, often get relegated to the background. It is our impression that this is to a large extent the case now in Karnataka, as in most other parts of India. We shall therefore examine in this chapter what steps need to be taken to develop a more purposive and productive relationship between the State Government, the universities under review, and the colleges associated with them. As required by our terms of reference, we shall pay particular attention to the relevant features of the Karnataka State Universities Act of 1976 and to its working over the last few years.

2.2 The State Government, it is evident, can exercise control over universities and colleges in three ways: (a) by virtue of its powers of legislation, (b) from its position as the dominant funding agency, and (c) through the administrative arrangements made for implementing the legislative provisions concerning them and making available the necessary funds. In addition to reviewing the Karnataka State Universities Act and its working, we shall therefore refer also in some detail to the policies and related arrangements in regard to the financing of universities and colleges. We shall then indicate some changes and organisational improvements that could help the universities and colleges to function better and enable the State Government to achieve more effectively the objectives on which there should be general agreement.

The Karnataka State Universities Act, 1976

2.3 Before 1976, the three universities under review were governed by different Acts enacted under different auspices at different times: the Mysore University by an Act passed in 1956 at the time of the integration of the State, replacing one passed earlier in 1916; the Karnatak University by an Act passed in 1949 when it was part of the then Bombay State; and the Bangalore University by an Act passed more recently in 1964. One of the aims of the Karnataka State Universities Act was to replace them with one single unified legislation that would introduce a common system of governance and administration in all the universities covered by it. Though the wisdom of introducing such uniformity has been questioned by some, it appears to us that this was on the whole a step in the right direction.

2.4 An important effect of the Act was however to curtail the powers of the highest policy-making and executive authorities in the universities (particularly of the Senate and the Syndicate), change their composition so as to reduce the weightage given to academic elements drawn from within, diminish the role of the Vice-Chancellor as the de facto executive head, concentrate vastly more powers in the Chancellor (thereby centralising university administration to an exceptional degree), and widen the scope for intervention by the State Government in matters relating to the management of the universities. While there may have been some provocation for taking these steps (and there is no reason to question the motives of the State Government), it is evident that the consequences have been detrimental to the effective functioning of the universities. Apart from the long delays introduced in the administrative processes, affecting even crucial matters such as appointment of teachers to vacant posts, it would appear that the opportunities for intervention from outside have caused great harm to the atmosphere in the universities and to the morale of those to whom their administration has been entrusted. The damage done by

various provisions of the Act to the image of the Vice-Chancellor, who has to function as the crucial link between the academic and executive branches of a university and (to quote the Education Commission of the Government of India) "ensure that the executive wing..... is used to assist the academic community in all its activities", has been particularly unfortunate.

2.5 We shall therefore indicate briefly the directions in which the provisions of the Act need to be changed. It appears to us that, since the Chancellor of the three universities is also the Head of the State who has other important duties to attend to, any attempt to burden the Chancellor with a wide range of executive functions cannot but be counter-productive. Under the Act, all Statutes, Ordinances and Regulations have to receive the approval of the Chancellor, and considerable delays take place on this account. We see no reason why in each university the Senate should not be fully empowered to pass Statutes, the Syndicate to make Ordinances, and the Academic Council to frame Regulations, as in fact is the case in most other universities in India; only Statutes need have the approval of the Chancellor. Though there may be some advantages in having uniform Statutes, Ordinances and Regulations in all the universities of the State, such as for facilitating easy migration from one university to another, the restrictions placed thereby on each university can seriously affect the scope for flexibility and experimentation in academic management. Moreover, problems such as those posed by migration can be resolved in other ways, such as through some liaison organisation set up by the universities in the State for promoting co-ordination and closer interaction between them. We recommend the formation of a State Inter-University Board for this purpose.

2.6 Similarly, under the Act, posts of Professors, Readers and Lecturers (and of any other teachers required by a university) can be instituted only by the Chancellor; and every appointment to these posts has also to be made

by him (from lists of persons arranged in order of merit by Boards of Appointments constituted for the purpose). These again are powers that could be vested in the Senate and the Syndicate respectively. If the intention in making the Chancellor the appointing authority is to ensure that the legally stipulated provisions for reservation of posts are strictly carried out, this can also be achieved in other ways, such as by requiring each university to conform to the stipulated percentages in respect of all the new appointments made during a year or, if so desired, in respect of appointments to specific categories of posts grouped together. We make some specific recommendations later in this regard.

2.7 The extent to which the Vice-Chancellor has been downgraded by the Act is reflected well in a provision which states that, all appointments shall be made by the Chancellor even in the case of other "non-ministerial" staff, and that only appointments to posts carrying a maximum salary of Rs.500 or less can be made by the Vice-Chancellor. In our view it is essential, both to avoid long procedural and administrative delays and to restore to each university the minimum powers it requires for effective management of its affairs, that the Syndicate should be able directly to appoint teachers as well as other "non-ministerial" staff on the recommendation of Boards of Appointment presided over by the Vice-Chancellor. The only constraint on their freedom should be such provisions for reservation of posts as the State Government chooses to lay down through legislation. There could also be provisions for appeal to the Chancellor.

2.8 An even more serious feature of the Act is the power it gives to the State Government for exercising detailed scrutiny over decisions taken by the universities. Every Statute, Ordinance and Regulation has not only to receive the assent of the Chancellor but must be submitted to him through the State Government. Similarly, when a new course is to be introduced or a new department started, necessitating the creation of new posts, the universities have to send their proposals to the Government which then

advises the Chancellor whether or not to accept them. Apart from the delays so caused, such statutory provisions constitute an unnecessary infringement on the legitimate autonomy of the universities.

2.9 The Act also makes the State Government the authority for granting affiliation to colleges. This power has been used by the Government to sanction affiliation even in the face of opposition from the universities on sound academic grounds, as for instance in 1979-80 when 9 private engineering colleges were allowed to come into existence in one year. We understand that affiliation is being given occasionally to general degree colleges also by the Government without reference to the university concerned. As stressed by the Education Commission a decade and a half ago, affiliation of colleges is an academic matter and should be granted only by the universities, though in consultation with the State Government since such affiliation can create eligibility for financial aid.

2.10 Another effect of the Act has been to reduce the weightage given to academic elements from within the universities in bodies such as the Senate and the Syndicate. For instance, while the majority of the members of the Syndicate was from among teachers in the Bangalore and Karnatak Universities before 1976, the Act permitted only one-third of the members to be drawn from the academic community. Moreover, the tenure of the Principals of colleges serving as members of the Senats and the Academic Council, and of all the academic members of the Syndicate, has been limited to one year, while all others serve for a term of three years; they have therefore to retire from these bodies by the time they begin to understand their functioning. Though the difference made by these changes may not have been very considerable, we believe that the direction of such changes needs to be reversed in order to promote greater participation of teachers in the management of universities and to minimize the impact of pressures from outside on their internal functioning. In Chapter 3, we

propose also the formation of Departmental Councils and Committees of Management for this purpose.

Proposed Amendments

2.11 In the light of these considerations (and some others to be mentioned later in this chapter and in those to follow) we propose that a number of amendments be made in the Karnataka State Universities Act. They are listed systematically, and in detail, in Appendix B. We are of course aware that the shortcomings of the universities are not entirely, or even mainly, due to the Act, and that the cumulative effects of their malfunctioning over a period cannot be remedied overnight. It is however our conviction that over-centralization of administration and interference from outside cannot improve matters, and that it is only by reversing the changes made in this direction and permitting greater scope for academic management from within (along the lines indicated in Chapter 3) that a process of regeneration of universities can be initiated. The recommendations of the Commission in regard to the Act are based on this conviction.

2.12 In sharp contrast to the provisions for detailed control over the management of universities, the Act was very lenient in respect of colleges. Apart from a provision for periodic inspection to be arranged by the Syndicate of each university, and for withdrawal of affiliation under certain circumstances, it did not visualize any kind of direct or indirect influence being exercised over the management of colleges through statutory arrangements. In fact, the universities were not empowered to make any statutes or ordinances for this purpose.

2.13 This is in conformity with the earlier traditions in the State and the practices followed in many other States. Central Universities like the University of Delhi,

as well as other Universities in Andhra Pradesh and Tamil Nadu, have however exercised a greater degree of control over the management of colleges and given such management a stronger academic orientation. This has been done in the University of Delhi through a Statute placing certain restrictions on the size and composition of the boards of management (or governing bodies), and through an Ordinance for the formation of Staff Councils with clearly defined responsibilities and powers. Since there is an impression in Karnataka that controls of this nature over the management of private colleges may be considered a violation of minority rights, we reproduce below the relevant provisions which have stood the test of time in Delhi:

- (1) Every college or institution has to have a regularly constituted Governing Body, consisting of not more than twenty persons approved by the Executive Council (corresponding to the Syndicate in the universities in Karnataka), and including, among others, "at least two representatives of the University and at least three representatives of the teaching staff, of whom the Principal shall be one".
- (2) "The teachers' representatives shall become members of the Governing Body according to seniority determined according to the length of continuous service and in accordance with such principles as the Executive Council may, from time to time, prescribe. At least one of the representatives shall be from among those with more than 10 years' service and at least one from among those with less than 10 years' service".
- (3) "There shall be a Staff Council in every college which shall be a decision-making body on all matters relating to the administration of the college".

- (4) "Within the framework of the provisions and regulations of the University in force from time to time, the Principal, in the administration of the college, shall act as Principal-in-Council".
- (5) "All members of the teaching staff, the Librarian and the Director of Physical Education shall constitute the Staff Council".

For reasons already indicated in Chapter 1, similar provisions need to be introduced for the governance and management of colleges in Karnataka. The universities should therefore also have the power to frame the necessary Statutes, Ordinances, and Regulations. The required provision in the Act has been listed in Appendix B.

Financing of the Universities

2.14 We turn next to the policies and related administrative arrangements in regard to the financing of universities and colleges, as they have considerable effect on the relationship between them and the State Government and impose some important constraints on their functioning and development. There are some differences in this regard as between universities and colleges, and as between colleges themselves, but many of the problems that arise are similar and solutions need to be found within a common framework. In the following paragraphs we shall briefly indicate the present position and spell out our proposals for improving the system within such a framework.

2.15 The universities in Karnataka secure some financial assistance from the University Grants Commission at the Centre by way of development grants, but the amounts so received meet a relatively small proportion of their total annual expenditure. Though such grants have financed in some years about one-fourth to one-third of the annual expenditure of the newer universities like the one at Bangalore (as they qualify for more assistance in the initial phases

of their development), their share has been only about 15 to 20 per cent (and sometimes less) of the total annual expenditure in the Karnatak and Mysore Universities over the last quinquennium. For the rest, these universities depend mainly on grants from the State Government, supplemented by fees collected from students. Some of the grants from the State Government come on a matching basis against grants received from the University Grants Commission, and a small part is also received as ad hoc development grants, but the basic funding from this source is through an annual block grant. This annual block grant has been fixed for each university on an assessment of the requirements in a selected base year, and then raised thereafter by 3 per cent each year to allow for normal increase in expenditure on salaries due to increments earned by the employees and on other similar items.

2.16 In practice a number of problems have arisen in regard to the funding from the State Government. The year-to-year adjustments made in the block grants have proved to be totally inadequate to cover the increases in expenditure on account of rise in prices and adjustments in salaries; consequently, the universities have had to make drastic cuts in expenditure in areas of vital importance to higher education such as on acquisition of books and journals and on laboratory facilities. The procedures involved in the sanctioning of grants have also been needlessly tiresome and time-consuming. Though the block grant as approved by the State Legislature is supposed to be given in quarterly instalments, the amount released each time has been recently no more than one-eighth of this amount. Each such release involves also considerable red-tape. Not only do the delays involved create considerable dislocation in the working of the universities but many of the procedures built into the system of release of grants might even appear to have no other purpose than to bring home to the officials in the universities (including the Vice-Chancellors) that they are subordinate to the bureaucracy in the State Government.

2.17 One example of the unhelpfulness shown to the universities in these matters is in the grant of increases

in dearness allowances to their employees. Since the dearness allowances of university employees are fixed on the same basis as for employees of the State Government, any increases granted to the latter should automatically apply to the former. This has not been permitted however, and every time an increase in dearness allowances is announced by the Government each university is required to secure afresh the approval of the Government for granting it to its employees. This results in delay, in frayed tempers among the university employees, and needless unrest among them, with no one the better for it.

2.18 Above all, as the system now operates, the developmental requirements of the universities are covered in effect only to the extent that they are explicitly recognised by the University Grants Commission through the Visiting Committees it sends to each university once every five years. When the University Grants Commission sanctions a grant for developmental purposes, the State Government gives a matching grant and also an assurance of meeting the recurring expenditure on this account beyond the concerned plan period. But there is in effect almost no other funding available to the universities for developmental purposes, as the ad hoc development grants given to each university by the State Government annually are only of the order of about Rs.10 lakhs. Since the University Grants Commission functions under severe constraints, on account of the limited funds available to it and the extensive responsibilities it carries in regard to the Central universities as well as all the other universities in the country, many of the genuine development requirements of the universities in Karnataka could go unheeded unless there is some more supplementary support available from within the State on a dependable basis.

2.19 In fact, as the number of universities in Karnataka grows - we understand that approval has been given recently to opening two more, one in Mangalore and another in Gulbarga - the need for a co-ordinated and purposive development programme for all the universities together, taking into account the requirements of the State, will be even greater

than now. Without such a programme, and an agency adequately qualified to frame and implement it, there can be much duplication and wasteful use of funds along with total inadequacy of financial support for purposes in the field of higher education which deserve high priority.

Financing of Colleges

2.20 Similar problems arise in the financing of undergraduate education, on account of the present methods of financing and the related organisational and administrative arrangements. Consequently, while the State Government bears a high proportion of the total expenditure, the system as a whole appears to be not designed well enough to promote the development of such education along desirable lines.

2.21 The problems differ however for different categories of colleges. In the case of a few colleges directly managed by the universities, the financial support from the Government comes through the block grants given to the concerned universities, and the problems they encounter are therefore no different from those faced by the universities on this account. In the colleges directly managed by the Government - of which there are 38 in all (including 13 professional colleges) - all approved expenditure in their budgets is automatically met, and consequently they have no difficulties of the kind universities have in securing the release of block grants. But problems arise in getting the necessary approval for additions to expenditure, such as for development; the lack of separate boards of management for taking a long-term view of their requirements, and articulating them, is a handicap in this regard. These colleges face also other problems on account of being part of the governmental set-up. For instance, appointments to permanent posts of teachers can be made only through the State Public Service Commission (which is a very time-consuming process); appointments on even temporary basis require the permission of the Government (which again takes time); decisions on many other matters (such as transfer of teachers and even

granting of leave) are in the hands of the concerned Directorate in the Department of Education (which in turn is generally under-staffed); and the Principal has only very limited powers. All this is clearly inimical to academic experimentation and exercise of initiative from within.

2.22 The rest of the colleges, nearly 300 in number, are under private management; of them, about three-fourth are 'aided' colleges receiving regular grants from the State Government, while the other one-fourth do not depend on such assistance. The policies followed by the Government in relation to these private colleges, and the methods of financing adopted by them, have a crucial bearing on the development of undergraduate education in the State.

2.23 One important aspect of these policies concerns the fees that colleges are permitted to charge from students. Colleges managed by the Government and the universities have been permitted so far to levy no more than what is called the standard fee. This is a nominal amount (e.g. nearly Rs.200 per annum for general degree courses, Rs.300 per annum for the engineering course, and Rs.400 per annum for the medical course) and, as in most other parts of the country, covers only a modest proportion of even the recurring expenditures involved in providing such education. Colleges under private management have been allowed however to levy upto twice the standard fee. (As a special case, the Institute of Correspondence Course in Mysore has been permitted to charge three times the standard fee; this is the maximum allowed so far).

2.24 Nevertheless, since the fees so levied are still inadequate to cover the recurring expenditures, there are large deficits in the budgets of the private colleges. Until 1977, the policy of the Government was to give grants-in-aid to all general degree colleges under private management, after they had been in existence for three years, to the extent of 85 per cent of the computed deficit; and,

for this purpose, only the standard fee was taken into account in reckoning the deficit, thereby leaving the additional fee collected from students to be used by the management for meeting the rest of the deficit. Since then, the policy of the Government has changed and, while it now gives grants-in-aid to meet the entire salary bill of each college, every college is required to remit to the Government the standard fee collected from students and cover from other sources their expenditure on acquisition of books and journals, maintenance of buildings, etc.

2.25 One way that the management of general degree colleges have responded to this change has been by collecting small donations from students at the time of their admissions and by levying a variety of minor charges on them described as special fees or development fees, in effect equivalent to some rise in the fees charged per annum. Another way has been by simply cutting down the expenditure on acquisition of books and journals for the college libraries and on laboratory requirements. That the expenditure incurred on these items is all too inadequate for even the minimum requirements of undergraduate education is evident from the statements that have been furnished to us by a large number of these colleges.

2.26 The administration of the new policy by the Government, through the concerned Directorate, has also introduced serious biases affecting undergraduate education adversely. Since the Government is committed to meeting the entire salary bill of the colleges, and there have been at the same time strong political and social pressures to start new colleges, the Directorate of Collegiate Education, has not only been unable to pay much attention to the teacher-student ratios in each college with a view to improving them but has had to let them deteriorate in many. In fact, the Directorate does not concern itself at all with teacher-student ratios and takes into account only the

number of teaching hours (i.e. lecture hours/hours of supervision of students' laboratory work) per teacher irrespective of the size of the class, when determining the grants payable; thus the only norms applied relate in effect to the minimum and maximum hours of lecture and laboratory work per teacher. An additional complication in moving towards teacher-student ratios appropriate to undergraduate education is that many colleges still enrol students for the Pre-University course and teachers are common, a practice that in our view should be abandoned as early as possible. These are all now major impediments to introducing any improvements in the content and methods of teaching at the undergraduate level of the kind we propose in Chapter 4.

2.27 As a matter of policy, the State Government has made a distinction throughout between colleges offering general degree courses (as well as professional courses like education), and colleges offering professional courses such as engineering and medicine involving relatively high capital and current expenditure. Even within the latter category, a distinction has in effect been drawn between engineering colleges and medical colleges; for, while grants-in-aid have been extended to some of the engineering colleges, no medical college has so far been given such aid and the development of medical education under private management has been left entirely to unaided colleges.

2.28 Of the 21 engineering colleges under private management, 8 receive grants-in-aid from the State Government covering 80 per cent of their net deficit. Such 'aided' colleges are nevertheless allowed to levy 'capitation fees', at the time of admission, to the extent of Rs.6000 per student for 20 per cent of the total intake each year. The unaided colleges are permitted to levy Rs.5000 per student for all the seats.

2.29 In the case of the medical colleges under private

management, altogether 5 in the State, the practice has been to give them the freedom to levy very much larger capitation fees and on a higher percentage of the total student intake each year. In 1979-80, capitation fees were levied by 4 of them on one-half of the admissions, and the amount they were legally permitted to charge was Rs.50,000 per student in the case of those from within Karnataka and Rs.1,25,000 per student on those from elsewhere. In 1980-81, they have been permitted to levy capitation fees on only 35 per cent of the admissions, but the amounts chargeable have been raised to Rs.60,000 per student in the case of those from within Karnataka and Rs.1,60,000 (the equivalent of U.S. \$ 20,000) on those from outside. It should perhaps be mentioned here that, though the State Government has not been giving any grants-in-aid to these 4 medical colleges, it has been making available to them the facilities of government hospitals for giving clinical instruction to the students, and thus subsidising them to a significant degree.

2.30 The capitation fees referred to above are the legally permissible limits of such levy. The actual amounts collected by some private colleges offering medical and engineering courses are reported to be much higher. Moreover, in addition to the capitation fees, considerable sums are collected from students admitted to some of them by way of annual recurring charges under various heads (including hostel accommodation and food) through commercially profitable arrangements made by the management. We understand that practices of this kind, including levy of capitation fees, have spread also to other colleges under private management offering courses for which there is considerable demand. It has been reported to us that even colleges offering courses in commerce have been lately levying capitation fees and that, to maximise their earnings in this way, some of them have been insisting on students seeking re-admission in the second and third years of the course and expecting them to pay capitation fees each time.

2.31 The consequences of the policies the State Government has followed in regard to colleges under private management, taken as a whole, have been therefore rather anomalous, to say the least. On the one hand, it extends substantial grant-in-aid for undergraduate education organised under private auspices, amounting in all to no less than Rs.7.5 crores in 1979-80. At the same time, even in the cases of the colleges which receive such grants, they are available only to the extent necessary for maintaining their staff at more or less the customary levels; no funds are available from the State Government for improvements in the quality of such education or for any other developmental purpose. Indeed, as noted earlier, the present arrangements for the extension of these grants have resulted in very little funds being set apart by the management for even routine acquisition of books for college libraries, and in teacher-student ratios being allowed to deteriorate, with hardly any attention paid to the consequences of such neglect on the quality of undergraduate education.

2.32 In the case of the colleges which do not receive grants-in-aid from the State Government, the fees they have been permitted to charge have become so extortionate that, even if these fees apply only to a limited proportion of the students admitted, they offend the basic principles and values of academic organisation. The system, as it has developed over a period, appears to be also becoming cancerous, bringing discredit not only to the universities concerned (particularly in the eyes of the student community) but to the State itself. While there is a strong case for charging higher fees on students belonging to the wealthier strata of society, and even for raising somewhat the standard fees chargeable on all students (except those who are specifically exempted), there can be no place in higher education for what in effect amounts to a system of auctioneering.

Proposals for Improvement

2.33 In the light of the above review of the policies followed in regard to the financing of higher education in the State, and the related organisational and administrative arrangements, we would like to make a number of recommendations for improvement of the existing system. The various proposals outlined below are in a sense inter-related and have therefore to be considered as a whole.

2.34 It is clear that neither the universities nor the colleges have now any agency they can approach for funding their development requirements (including requirements arising from improvements they need to make in the content and methods of teaching) other than the University Grants Commission at the Centre. The assistance that can become available from this source is necessarily limited. Though the State Government is a possible source of additional funds, and some assistance is in fact given by it, not only are the ad hoc development grants now made available very small and unpredictable but there is no machinery available to it (other than the U.G.C.) for assessing such development requirements. We are therefore convinced that there is need for setting up immediately a State Commission for Higher Education which can take an over-all view of the development requirements of the State in this sphere, and through which the State Government can make available, on a systematic basis, such funds as it is able to find for this purpose. It should be an autonomous body, consisting of no more than five members (each with specialized knowledge and experience in one or other of the major areas of higher education e.g. natural sciences, social sciences, philosophy and arts, technology) and with a distinguished scholar from among them as Chairman; none of the members need function on a full-time basis, but the Commission should have a full-time Secretary and a small but permanent Secretariat.

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DOC. No. D-55(7)
Date. 12/12/90

2.35 A major function of the proposed Commission would be, as indicated above, to frame programmes for the development of higher education in the State, preferably with a 10-year perspective, and in the process co-ordinate the programmes prepared with a similar perspective by all the universities in the State. For this purpose, as also for periodic evaluation of the state of higher education, the Commission may constitute expert panels to review the status of teaching and research in different subjects. Apart from such perspective planning and periodic evaluation and review, the Commission should be able to act as an inter-face between the Government and the universities in the State. It should be therefore the responsibility of the Commission to assess also the maintenance requirements of each university, including its normal requirements for acquisition of books and journals (regarding which we have some further proposals to make in Chapter 6), and administer the funds made available by the State Government for this purpose as well as for their development requirements. Individual colleges affiliated to the universities in the State should also be able to approach the Commission for assistance for specific development purposes.

2.36 We would not however recommend entrusting the Commission with the task of administering the normal grants-in-aid given by the State Government to the colleges, as it is important to prevent the Commission being engulfed by such time-consuming, routine responsibilities. The State Government could however approach the Commission for advice on policy issues relating to these grants, as also on other matters relating to higher education in the State such as in regard to the opening of new universities and in the matter of starting new colleges. Indeed the Commission should be regarded by the State Government as its supreme advisory body on all issues of importance to higher education in the State.

2.37 It is not enough however for universities and colleges to have access to the funding available for development purposes from the proposed State Commission for Higher Education. Proposals for improvement in the content and methods of teaching need to be framed by the concerned departments in each university, and by the concerned teachers in each college, in consultation with students; the organisational arrangements to be made for this purpose, and the lines along which such improvements could be made, are outlined in some detail in Chapters 3, 4 and 5. Proposals so framed have then to be considered and approved by the appropriate bodies in each university (Boards of Studies and the Academic Council) and in each college (Staff Councils, and Boards of Management).

2.38 We have already referred to the need for increasing the representation of teachers from within in all the decision-making bodies of each university. To ensure that proposals for academic improvement emanating from teachers and students in colleges receive serious and sympathetic consideration from those in over-all control of the colleges, it is essential that similar changes are also made in their decision-making bodies. In Chapter 3, we shall refer to the powers that should be entrusted to the Staff Councils in each college. In addition, we would propose that all private colleges should be required to reconstitute their Boards of Management, as part of the conditions of affiliation. Each such Board should have no more than 13 to 15 members, but they should include the Principal, 2 teachers from within the college (1 from the relatively senior category and 1 from the junior), 2 representatives from the university concerned (of whom at least 1 should be a teacher), and 1 teacher nominated by the concerned Directorate in the State Government. The nomination of representatives from the universities and the concerned Directorates could be made from panels of scientists, engineers, doctors, accountants, journalists, literateurs, teachers etc., with the outlook and professional experience required for taking active

interest in higher education; such panels could be maintained in the State Commission for Higher Education for ready reference by others when required. Since the purpose of such reconstitution of the Boards is basically academic, this requirement, enforced through an appropriate Statute, should apply to all colleges whether or not they are funded by the State Government. In the case of colleges maintained by the Government and the universities, an Advisory Council with similar composition should be constituted for each college.

2.39 Since we are proposing no change in the present administrative arrangements for funding the normal maintenance requirements of government colleges, and for channeling grants-in-aid to the private colleges, the role of the Department of Education and of the concerned Directorates (i.e. the Directorate of Collegiate Education, the Directorate of Technical Education, and the Directorate of Medical Education) in regard to these matters will remain substantially the same as hitherto. They could however secure the advice of the State Commission for Higher Education on issues such as the norms to be applied when making funds available for maintenance, and whether and how far changes could be made in the standard fees prescribed for different courses. There are also several related improvements that can be made by the Department of Education in the administration of government colleges, such as by delegating more powers to the concerned Directorates (for making temporary appointments in these colleges and settling matters relating to promotions, all of which now take unconscionably long periods of time) and giving additional powers to the Principals (such as for the acquisition of books and journals for libraries, purchase of materials for laboratories, and for giving leave to the staff). More decentralization all round, and strengthening of the staff in the Directorates (such that the concerned colleges and teachers have no reason to complain of neglect, delay and indifference), should go a long way to meet most of the grievances

that are now expressed about the functioning of these Directorates.

2.40 There are however a few other issues which need to be touched upon in this context. We have referred earlier (in paragraph 2.23) to the standard fee collected from students in private colleges which they are now required to remit to the Government; we have also referred (in paragraph 2.25) to the extremely meagre expenditure now being incurred on acquisition of books and journals for the library in most of these colleges. It appears to us that the loss of funds to the Government will be very small, and the compensating gains could be substantial, if private colleges are allowed to retain the standard fee collected from students on condition that it is used entirely for acquisition of books and journals and/or purchase of equipment for laboratories.

2.41 Among the functions of the proposed State Commission for Higher Education, an important one is that it should make available funds for the development of undergraduate colleges. As indicated earlier, this should include making available such supplementary funds as are required by them for introducing improvements in the content and methods of undergraduate education. Since proposals for such improvement may come from a large number of colleges, and the funds available to the Commission for this purpose are likely to be rather limited, a question arises as to the basis on which assistance will be made available by it.

2.42 It is our view that the assistance extended by the Commission should be based on specified criteria reflecting the degree to which the colleges concerned have shown willingness to raise additional funds on their own for introducing such improvements. One criterion may be the extent to which the boards of management have mobilized

funds for this purpose from other external sources, such as through donations and subscriptions from the members of the registered societies concerned, from its alumni, or from the general public. Both teachers and students should feel motivated enough to collect more funds for their colleges through methods which were once popular in the country, such as through enactment of plays, arrangement of science festivals, etc., specifically organised in support of particular requirements. In addition, we would propose that colleges should be permitted to enhance fees to the extent of three or four times the prescribed standard fee for a course, provided that (a) the additional fees are charged for only courses in which improvements are being made, and the additions so made can be demonstrated to be on account of the additional expenditures involved; (b) the proposed additions to fees have the support of the Staff Council of the College concerned; and (c) discussions are held in the Joint Consultative Committees of students and teachers in the college and their agreement secured. They may be called 'development fees', and charged for each year of a whole course (such as for the B.A. degree) or for specified courses that are part of it offered in different years of the course; once such fees are introduced, all other fees which go by the same name or by any other, except the normal fees, should be withdrawn.

2.43 If the assistance extended by the Commission for Higher Education for the development of colleges is on a matching basis, taking into account performance criteria of the kind indicated above, it would become possible to give considerable inducement to the management of the private colleges, as well as teachers and students in these colleges, to make collective efforts of the sort that alone can help to raise the standards of undergraduate education. It will also help to reduce the degree to which higher education has to be subsidised by the general tax-payer. Needless to say, the Government should be prepared to give, as part of such arrangements, additional financial assistance to students

belonging to scheduled castes, scheduled tribes, and 'backward classes', as well as other deserving students, to the extent to which they are actually affected by increases in the fees charged. The college concerned could be required to issue certified statements of the additional fees levied, with all the relevant details, and the Department of Social Welfare could reimburse the amounts involved.

2.44 In any case, for reasons already indicated in the earlier paragraphs, levying of capitation fees should be totally disallowed in all colleges, professional or otherwise, within the next five years. To ensure a smooth transition to a less inequitable system, we propose that this be done as a phased programme on the following basis: (a) no new colleges based on levy of capitation fees be allowed from 1980-81; (b) the present system of grants-in-aid be extended to all colleges from 1981-82; (c) professional colleges offering courses in engineering and medicine be permitted to raise their annual fees to the extent of 4 to 6 times the prescribed standard fees, following the same procedures as indicated in paragraphs 2.42 and 2.43; and (d) the number of seats which the management is permitted to allot be not allowed to exceed 20 per cent of the admissions in 1981-82, 15 per cent in 1982-83, 10 per cent in 1983-84, and 5 per cent in 1984-85, with none thereafter.

Appointment of Teachers in Universities and Colleges

2.45 Appointment of teachers in universities and colleges is a delicate and sensitive matter, and almost any proposal relating to it can create controversy. While such controversy may prove counter-productive, this consideration should not, in our view, prevent notice being taken of specific problems arising from the present arrangements. We have

therefore a few proposals to make in this regard.

2.46 At present, appointments to all posts of Professors in the universities are made by the Chancellor on the recommendations of a Board of Appointments; and each Board consists of the Vice-Chancellor, the Head of the Department, two experts from a panel furnished by the University Grants Commission, and one expert from within the State. In the case of Readers and Lecturers, the main difference is that there are only two experts, and both are nominated by the Chancellor. As it is not one of the functions of the University Grants Commission to furnish panels of experts for such purposes, this provision in the Act has not only remained infructuous but, as brought to our notice by the Karnatak University, resulted in considerable delays in appointments being made. It is also our impression that there would be less controversy regarding the appointments made if there are no experts from within the State. We propose therefore some changes in procedures and in the composition of the Boards of Appointments, consistently with the spirit of the provisions in the 1976 Act, taking into account also the need to make the Vice-Chancellor once again the de facto executive head of the university and recognising the due role of the Departmental Councils which are to be constituted. We also propose that all appointments be made by the Syndicate. The Chancellor need function only as an appellate authority.

2.47 In this connection, we would like to urge that (a) appointments should be made only if the experts are unanimous in their recommendations, and (b) if the condition is fulfilled, the Syndicate should under no circumstances modify or hold in abeyance the acceptance of the recommendations. These are wholesome conventions which have been followed scrupulously by the good universities in this country, and are the best safeguard against interference from outside and needless controversies within universities.

which leave behind bitterness and mutual ill-feeling. The members of the Syndicate, as well as others, should be free to express their views about the selections made with reference to the advertisements made and the criteria adopted, exactly as judgments of the courts may be criticised on the basic principles involved; the views so expressed may also be recorded and circulated. But no comments of a personal nature should be expressed or recorded.

2.48 We should add here a word about the role of the Vice-Chancellor as the de facto executive head of the university. In our view, he should have all the powers essential for functioning effectively as the head, and be given by the Government and others the respect the position should command. It is in the selection of a Vice-Chancellor that care has to be taken, to make sure that the necessary standards of integrity, scholarship and acceptability by the academic community are taken care of, not in denying him the powers needed for carrying out his functions. If the Chancellor is satisfied that there is prima facie evidence of abuse of power or transgression of the due procedures by a Vice-Chancellor, he may institute an enquiry and take further appropriate action. However, without due enquiry and giving the Vice-Chancellor full opportunity for defending his position, no action should be taken.

2.49 In the case of government colleges, the present system requires that all appointments be made by the Karnataka Public Service Commission (K.P.S.C.); this procedure results in considerable delays, and even temporary appointments are affected thereby. We propose therefore that an Appointments Committee be constituted for making selections for all appointments in these colleges. It should be a statutory body consisting of the chairman or one member of the Karnataka Public Service Commission, 2 teacher representatives from the universities, 1 representative from the concerned Directorate in the State Government, and two

eminent experts in the subject from among the best available in the country. For promotions, a Departmental Promotion Committee may be constituted by the Government with one member of the Karnataka Public Service Commission as chairman, and action taken on its recommendations without delay.

2.50 In the case of private colleges, every college should be required to constitute an Appointments Committee consisting of the Chairman of the Board of Management, 2 representatives from the university concerned (of whom at least 1 should be a teacher), 1 representative of the concerned Directorate in the State Government, 2 members from the Board of Management, the Principal, and a senior teacher in the subject concerned nominated by the Staff Council. In the case of promotions, a smaller College Promotion Committee may be constituted. Appointments and promotions should be made by the Board of Management only on the recommendations of these committees.

2.51 We have referred in Chapter 1 to the policy of reserving specified proportions of new appointments to teaching posts in the universities, for different social groups among 'backward classes', and the problems this could pose if the university administration is not given some freedom to exercise its discretion in such matters within certain limits. The wider social considerations underlying this policy are beyond the purview of the Commission, and we have neither the competence nor the inclination to propose any changes in it. We would however like to offer a few suggestions, for the consideration of the Government, regarding the methods that may be adopted while administering this policy in relation to appointments in the universities.

2.52 We understand that, under the present 'roster system' introduced for implementing the policy, particular

posts are often earmarked for being filled in by candidates belonging to one or other of the various social groups constituting the 'backward classes' (viz. 'backward communities', 'backward castes', 'backward tribes', and 'special groups') or to the scheduled castes or scheduled tribes. If this is the case, the choice available to universities for many posts requiring specialized qualifications may get so restricted as to affect seriously the academic standards they are able to maintain. For this reason, we would propose that (a) teaching posts in the universities may be grouped into two categories, one consisting of only Lecturers and the other of Professors and Readers; (b) the specified percentages for each of the concerned social groups should be applied separately for these two categories; (c) while the universities need not be asked to earmark particular posts for any one of the social groups, they could instead be required to conform to the specified percentages for all the new appointments in each category, in all the departments taken together, during a block period of two years; (d) each university may be required to furnish detailed statements of the appointments made each year, indicating how far they conform to the specified percentages and giving the reasons for the deviations, if any; (e) in case a university faces genuine difficulties in conforming to the specified percentages over a block period of two years, it should be required to secure the assent of the Chancellor in advance before carrying over the arrears to the next block period, and seek his directions regarding the percentages to be adopted by the university in the new appointments to be made in the following block period.

2.53 These suggestions are meant only to indicate how the policy adopted by the Karnataka State Legislature can be executed faithfully by the Government and the universities concerned, consistently with the minimum flexibility

which the universities would need from an academic point of view. It is possible to modify these suggestions by changing the classifications proposed or the length of the block periods to be adopted. Though we have incorporated our suggestions in the amendments to the Act listed in appendix B, it is open to the Government to make such modifications as it considers necessary, keeping in mind the basic purpose of these suggestions.

A Final Thought

2.54 We have made a number of proposals in this chapter which would require additional funds for their implementation. However, what we have proposed is really a phased programme (as will be evident also from Chapter 4), taking into account financial and other constraints: further, we have suggested some ways in which additional resources could be raised for higher education, consistently with the spirit of our other proposals. We would therefore hope that the proposals are viewed in their entirety.

2.55 It should also perhaps be pointed out that, after a decade of very rapid expansion in student enrolment and in the number of colleges and teachers, the rate of growth of student enrolment in Karnataka has sharply declined and has been, over the last five years, no more than about 3 per cent per annum, with an almost corresponding decline in the rate of growth in the number of colleges and teachers. The next five years could therefore be a period of consolidation and improvement if the opportunities now available are grasped.

Chapter 3

Academic Management and Administration in

Universities and Colleges

3.1 The powers of management within university structures in India are generally concentrated in a few "authorities", and the position in Karnataka is no different. In universities the powers are vested mainly in the Senate, the Syndicate, the Academic Council and the Finance Committee; and in colleges in their boards of management. The major policy and executive decisions are taken by these bodies, and they are then left to be administered by "officers" designated for the purpose. This system is a legacy from earlier times when the scale on which higher education had to be provided was small and the problems of academic administration were not too many.

3.2 With the rapid growth in student enrolment that has taken place over the last two decades the problems of management and administration have become vastly more complex. This is less strikingly evident at the individual college level, particularly in colleges that have not allowed enrolment to grow too large and in which management of academic matters — such as selection of students, organisation of teaching, and conduct of examinations — has been successfully decentralized in one way or another. The problems have however assumed grave proportions at the university level.

Problems in the Universities

3.3 While the pressure of numbers at all levels in the universities is fully transmitted to certain branches of university administration, there have been few changes in policy or in methods of management for coping with such pressure. Nowhere is this more obvious than in the matter of examinations which universities are required to organise. With the rapid increase in admissions to post-graduate courses in the 1960's the scale of the arrangements involved has

become large even in respect of the relatively narrow segment of students registered for these courses. The explosion in numbers at the undergraduate level has been so much greater, and the geographical spread so wide, that the tasks the universities face in organising examinations at this level resemble more a military than an academic operation.

3.4 The main presumed advantages of a centrally organised examination system are maintenance of appropriate academic standards and of more or less uniform evaluation criteria. However, when the number of candidates to be examined runs into several thousands and an army of examiners has to be mobilised for the purpose, it is almost impossible to ensure the maintenance of either. Measures of examination reform have but limited chance of effective implementation under these conditions, and the system tends not only to lower standards over a period of time but make the results highly erratic. This has resulted in erosion of confidence in university examinations, and in much demoralisation among the more highly motivated students and teachers.

3.5 The problems associated with centrally organised examinations have also inhibited experimentation with new courses and new methods of teaching and evaluation. Any departure from well-trodden and familiar paths tends to be regarded as risky and dangerous and therefore avoided as far as possible. Meetings of Faculties and Boards of Studies are accordingly pre-occupied with routine matters and seldom devoted to discussions on academic standards and related issues. By a long process of disuse these and other "authorities", such as the Academic Councils in the universities, have by and large ceased to perform the more basic functions they were designed for. There is also no board or committee, in any of the three universities under review, charged with overseeing the problems of research and of research scholars.

3.6 In these circumstances it is the role of bodies like the Senate and the Syndicate that has appeared to be important to even academic personnel. These authorities have the power to initiate steps for the creation of posts and establishment of new departments, start additional courses, extend affiliation to colleges, appoint examiners, exercise control over all departments and institutions established or maintained by the universities, and manage and regulate the finances. With power goes also scope for patronage. To acquire membership of these bodies, or to be able at least to influence decisions through those who are members, has become the objective of a great deal of activity among both the academic and non-academic staff in the universities. Such activity, often aided and abetted by elements outside, has been responsible for the kind of manipulative politics that has brought considerable disrepute to the academic world.

Case for Decentralization

3.7 There are no obvious or simple solutions to the numerous problems that have emerged as a result in the management and administration of universities. As indicated earlier, further concentration of powers within the existing framework (as by transferring some to the Chancellor from the Senate and the Syndicate) or surveillance from outside (as by requiring the references to the Chancellor to be made through the State Government) is of no help. It not only introduces more red tape and bureaucratic delays into the system but dehydrates it further, makes it more vulnerable, and forecloses the possibilities of reform from within.

3.8 It is in fact in the reverse direction that changes need to be made — towards greater decentralisation, with more reliance placed on academic elements and on internal surveillance. This will help to minimize problems created by centralized administration, give the teaching community a greater sense of participation and involvement, and encourage closer contact between students and teachers.

Once some progress is made in this direction, it will also become possible to introduce much more flexibility into higher education and promote innovative experimentation in this sphere on an extensive scale. We shall indicate in Chapters 4 and 5 some of the specific ways in which this may be attempted in Karnataka in the next few years. It would require framing a variety of courses from which students could be given the option to choose; attaching less importance to class-room lectures and much more to library work and small group discussions; formulating project proposals which would require students individually and/or collectively to undertake field investigations and relate their book knowledge to the understanding of problems in the immediate environment; injecting a more inter-disciplinary approach in both teaching and research; and devising new and acceptable methods for the testing and assessment of students. An essential pre-condition for all such experimentation, if it is to succeed, is that university and college teachers have the opportunity for active participation in decision-making in these matters, in the implementation of the decisions so taken, as well as in periodic reviews relating to them.

3.9 There will be differences of opinion on the functions that can be so decentralized, the pace at which this is to be done, and the degree of centralized management and supervision that might still be necessary. Such differences are often based on valid considerations that need to be taken into account. On the other hand, acceptable solutions can also be usually found once these considerations are fully articulated and examined. The failure of many measures of academic reform in the past has been not so much because they were basically unsound but for the reason that the ground was not prepared adequately before implementation. It is therefore important that all such proposals should be subjected to prior scrutiny on the widest possible scale among teachers and students, with a view to identifying in advance the objections and difficulties that may arise and finding solutions that would command general agreement.

Proposals for Decentralized Management
through Departmental Councils

3.10 Such discussion can however be promoted effectively only if there is an appropriate organisational framework within which it is to take place. The first necessary step towards it is the establishment of Departmental Councils consisting of all the Lecturers, Readers and Professors in each Department. Within the existing system, Heads of Departments are the object of considerable criticism and hostility, largely because of the powers (real and imaginary) associated with them in a hierarchial structure. Though some Departments have been built up in the past through strong leadership given by those who headed them, such centralization of power and responsibility has now become counter-productive. It would therefore help if the practice of appointing Heads of Departments is abandoned altogether and the tasks of management and administration in each Department are decentralised by being entrusted to a Committee of Management headed by a Chairman. In the larger Departments it might be useful to have a number of sub-committees entrusted with different managerial functions such as organisation of courses and teaching, admissions and scholarships, arrangement of departmental tests and evaluation of students, library and laboratory management, and research. In the smaller Departments, it would be sufficient if these functions are assigned to different members of the Committee of Management. In all cases, the Committee of Management should function in close association with Joint Consultative Committees consisting of students and teachers in each Department.

3.11 It has been suggested that the chairmanship of Departments (i.e. of the Departmental Councils and Committees of Management) should itself be on a rotational basis. While there is a case for permitting changes in chairmanship at

periodic intervals, we are not sure however that it would be desirable to make them automatic or even obligatory in all cases. The Departmental Councils and Committees would offer adequate opportunity to all members to participate in management and administration, but they would also require careful coordination and guidance. The selection of chairman will therefore have to be done judiciously — particularly in the earlier stages till appropriate traditions are built up — and should not be left to be decided on some mechanical basis. Good leadership, commanding reasonably wide acceptance, can still make considerable difference to the development of individual Departments; and it may not be wise to resort to elections for selecting and testing such leadership. One solution therefore might be to let the Vice-Chancellor nominate a Chairman from among the members of the Committee of Management in each Department, and make the appointment for a specified period (reserving the option to make a change later or reappoint the same person).

3.12 What is important is that Departmental Councils and Committees of Management should be vested with sufficient powers and responsibilities to provide a focal point for the common professional interests of all members of a Department irrespective of their seniority and status. This would mean that, within specified limits laid down by bodies such as the Academic Council, each Department should have the freedom to make its own arrangements without having to secure the approval of the higher "authorities" at each stage or seek the administrative intervention of the "officers" of the university. Naturally, it should also be provided with the minimum necessary financial provisions and secretarial assistance. The objective should be in fact to develop a new authority at this level with stronger academic commitments and focus than can be developed at the higher levels of university governance.

3.13 The Education Commission appointed by the Government of India had recognized well over a decade ago the importance of building up the autonomy of universities from within along these lines and made a similar proposal.

"The departments of a university are its main operational units on the academic side. We are of the view that wider administrative and financial powers should be delegated to them. Each department should have a Committee of Management under the chairmanship of the head of the department consisting of all professors and some readers and lecturers elected by the staff. It should meet at least once a term to discuss the academic programme of the department, the requirements of laboratories and library, the delegation of duties and related matters, and its proceedings should be circulated, to the Faculty and Academic Council. It will be necessary to provide adequate secretarial assistance to each department for the purpose".

Some universities in India have since then implemented this proposal, and, though there have been some problems to begin with, new codes and conventions have developed over a period of time with positive results.

Decentralization at the College Level

3.14 Though colleges are smaller in size it would be helpful if the management and administration within them are also developed along similar lines. As we emphasize in Chapter 4, there is great need and scope for introducing flexibility at the undergraduate level in regard to choice of courses and methods of instruction and evaluation. Progress in this direction would require more decentralization in academic management and administration.

3.15 We have already referred, in Chapter 2, to the need

for changing the composition of the Boards of Management of all colleges, and the lines along which this may be done. As indicated there, this would be in line with the policies that have been followed for some years in the University of Delhi. We would propose that every college should also be required to constitute a Staff Council along the lines adopted in the University of Delhi. Some provisions of the relevant Ordinance were reproduced in Chapter 2; given below are the provisions laying down the functions of the Staff Council:

"Within the framework of the provisions and regulations of the University in force from time to time, the functions of the Staff Council shall include the following:

- (a) allocation of work-load of teachers and preparation of college time-table;
- (b) allocation of extra-curricular work of teachers;
- (c) formulation of recommendations on introduction of new teaching post(s)/ department(s) and expansion of the existing departments and other academic questions;
- (d) formulation of recommendations on admissions of students;
- (e) formulation of guide-lines regarding arrangements for the residence, welfare, discipline and supervision and organisation of teaching of students in consultation with the appropriate students' organization;
- (f) formulation of recommendations on extra-curricular activities, including cultural activities of students, sports, games, National Service Scheme and other social service schemes, academic societies, college canteen and other amenities, in cooperation with appropriate students' organization;
- (g) formulation of policies and guide-lines for allocation of staff quarters and financial assistance to teachers;

- (h) making purchase of library books and laboratory equipment in consultation with appropriate departments; and
- (i) such other policy matters as may concern the functioning of the College".

3.16 It has been laid down in this Ordinance that the Staff Council shall function through Committees appointed by it; that ordinarily no person shall be a member of more than two Committees at a time, and no person shall hold office as a member of a Committee for more than two consecutive terms; that the Principal shall have the right to be present and to speak at any meeting of any Committee; that the decisions of each Committee shall be reported to the subsequent meeting of the Staff Council for ratification, wherever necessary; that, in consultation with the Principal, the Committees shall implement all decisions of the Staff Council; that the Council shall meet at least twice a Semester (corresponding to a Term in the colleges in Karnataka); and that if, in the opinion of the Principal, any emergency has arisen which requires that immediate action should be taken, the Principal should take such action as he deems necessary and report the same to the next meeting of the Staff Council for confirmation.

3.17 It is for the universities and colleges in Karnataka to decide how far it would be desirable and feasible to go in this direction in the circumstances prevailing in the State. A phased programme may be necessary as in the case of most of the other proposals we make in this report. In any case this is a matter that requires to be discussed widely among teachers and educationists in the State before any concrete proposals are put forward for action.

3.18 Before we conclude this chapter we would like to make a reference to the proposal made by the Education Commission for setting up autonomous colleges within the framework of universities. Though this proposal has received much attention, the progress made so far in implementing it

has been very limited. At the same time, such progress as has been reported from some universities that have started implementing the proposal, such as the University of Madras, are encouraging. In our view, therefore, this is a proposal that still deserves serious consideration from the universities in Karnataka.

3.19 However, since the main objective is to permit more flexibility and experimentation in academic matters, we feel that this can be achieved on a less exclusive basis by universities adopting policies that would give much wider scope for flexibility and experimentation at the college level in regard to undergraduate courses. As the different departments in a college would be free to decide in what manner and how far they should take advantage of the opportunities so given, depending on the resources available to them and their own preferences, the degree of academic autonomy extended can itself be left to be determined according to circumstances without any college having to force a uniform policy on all departments. We indicate in detail in Chapter 4 how this may be done in Karnataka.

Some Necessary Linkages

3.20 A major problem among colleges, to which our attention has been drawn very pointedly, is a sense of isolation and neglect in matters directly concerning them. Teachers complain of non-involvement in the formulation of courses at the university level, and the Principals of inadequate representation in the higher decision-making authorities of the university. Since the colleges have grown vastly in number it would be difficult to sort out their problems merely by increasing representation from the college level in the existing university bodies. A more satisfactory solution would be therefore to set up a Council of Affiliated Colleges consisting of representatives of the university and colleges as proposed by the Education Commission, and to create a separate Board of Studies for Undergraduate Courses in which

teachers from the colleges can be given much stronger representation. Proposals from each college regarding undergraduate courses would go first to the Board of Studies for Undergraduate Courses before they are finalized and forwarded to the Academic Council. This is what we propose.

3.21 Another section of the academic community that feels isolated and neglected are the research scholars attached to different departments in the university. Many of them are also teachers in the affiliated colleges. Their problems receive in fact very little attention now, with serious consequences for the scholars individually as well as for the research record of the departments themselves. Some of the problems faced by them will be taken care of by the proposed Committees of Management, but there is need also to set up a Board of Research Studies at the university level. It might be useful to have on the Board some external members associated with specialised research institutions in selected fields as well as some representatives of research scholars.

Chapter 4

Undergraduate Programmes

4.1 A variety of recommendations have been made in recent years for reforming university education in the country, and several valuable reports on the subject are available from the Education Commission appointed by the Government of India, the University Grants Commission, and other bodies. Curricular reforms in individual disciplines have been the subject matter of many reports and conference proceedings. It is not our purpose here to indicate everything that can be done to improve curricula, syllabi, methods of instruction and evaluation in the university system. We shall only highlight some aspects which are of immediate relevance to the universities of Karnataka and which, if adopted, could bring about qualitative changes over a period of time. In doing so, we have concentrated our attention more on undergraduate education, where we believe a reformation has to be brought about before any major improvements can be effected at the post-graduate level. As indicated in Chapter 1, we do not propose that the changes be made all at once on an extensive scale; inevitably, they will have to be experimented with on a modest scale to begin with, and later extended by stages. The institutional framework within which these and other decisions are best taken has already been outlined in Chapters 2 and 3.

The Present System

4.2 Education at the undergraduate level, as imparted today, appears to have no definite purpose. Students do not get trained either for higher/professional education after the bachelor's degree or for specific employment. Even as liberal education, the present system is not entirely satisfactory. There are serious problems related to curricula, syllabi, examination system as well as methods of instruction.

4.3 According to the present system, undergraduate students of Mysore and Bangalore Universities take up for study a combination of three optional subjects (like physics, chemistry and mathematics, chemistry, botany and zoology, or history, economics and politics), in addition to English and another language; all the three subjects have equal weightage. In Karnatak University, the pattern is somewhat different. In place of the three optional subjects of equal weightage, students take one major and two minor subjects. The study of languages is generally completed during the first two years, except in the case of B.A. and B.Music courses of the Karnatak University where the study of languages continues into the third year. The optional subjects chosen by the students are taught in the first two years along with the languages, and almost exclusively in the third year. Students are examined in all the subjects by the universities through final examinations at the end of each year of the three-year degree course. Reasonable as it sounds, the three-subject combination or the major-minor combination provides neither sufficiently broad-based or specialised training nor good employment opportunities. At present, it is not possible for a biology student to study any physics or mathematics, just as a student of physics cannot take any biology. It is difficult, in fact impossible, for students to opt for course mixes that would satisfy their needs and interests.

4.4 Most of the ills of the present system can indeed be traced to its extreme rigidity. Flexibility in undergraduate education has therefore become a necessity. A good university education system should ensure that students get an adequate choice of courses of study while teachers and institutions have freedom to innovate and offer the right kind of choices and opportunities to students. While practical considerations may set some limits to the extent to which this can be done it is evident that hardly a beginning has been made in this direction in our universities and colleges.

4.5 Undergraduate education today is based mainly on class room lectures, usually to large groups of students, and devoted in many instances to dictation of notes. It seems desirable that the importance attached to formal class room lectures is reduced and greater inducement and encouragement given to students for self-study and for making use of library facilities. Motivated students should also have the choice to take up projects (in place of some of the formal lecture-based courses) through which they can get real-life experience in dealing with problems related to the subject (see paragraph 4.25 for details). In certain subjects, it should be possible to introduce tutorials for groups of 5 to 10 students (or preceptorials to groups of 10 to 20 students).

4.6 One of the major problems of university education in the State is the inability of students to use languages effectively as a means of communication. We have talked to many students regarding this problem. A large number of students who want the English medium are unable to express themselves in the language, and yet the fascination for it continues. This may be partly due to the available employment opportunities and the felt need for mobility within the country. We would wholly endorse instruction in the Kannada medium, since it is through the mother-tongue that complex ideas are more easily grasped and communicated. However, it would be unwise to ignore the importance of the English language in the country as well as in the world at large. It would be therefore useful to impart to students the ability to communicate in English irrespective of the medium of instruction they may opt for. Such training may indeed be necessary to give a boost to the more widespread use of Kannada as the medium of instruction.

4.7 An important aspect of academic activity is the evaluation of student performance at examinations. At present, the entire responsibility for organising the

examinations is vested in the Controller of Examinations, an officer of the university. Though some of these examinations are conducted in colleges, the Principals do so according to instructions issued by the university. The whole pattern of organising the examinations is highly centralised, and even the evaluation of answer scripts is getting centralised. Along with this, in the interests of uniformity and standardisation, every aspect of the examination system is becoming mechanical. Overemphasis on "numerical marks" in final examinations, carried to the point of students being ranked in terms of small differences in decimal places, has distorted the purpose of examinations and the education system itself.

4.8 When one considers the cumulative impact of all this on the teaching and learning processes, and on the methods adopted for the purpose, one is shocked at the final outcome. Class room lectures are tailored to the needs of this type of examinations, and cram-books offer the easiest short-cut to achievement. Within the class room, there is no longer any dynamic and purposeful interaction between students and teachers; and worthwhile academic goals of educational effort have receded to the background. The examination system is thus in full command of the entire educational process, a real case of the tail wagging the dog.

4.9 This unwholesome situation requires to be remedied. For this, some amount of flexibility in the matter of examining and assessing students has to be introduced. How this can be done even within the present none-too-satisfactory system of examination and evaluation of student performance is indicated in paragraph 4.30 in the form of a few broad recommendations which incorporate good features of both internal and external examinations. In addition to these changes, steps have to be taken in the matter of reforming both the structure of question papers and the system of marking answer scripts.

Proposed Course Structure

4.10 In the next few sections, we suggest possible ways of remedying some of the major maladies afflicting undergraduate education at the college level in Karnataka. The main recommendations are: (i) offer various types of courses to suit different needs of students (see paragraph 4.11 for details), and permit a flexible combination of courses for study at undergraduate level; (ii) teach the English language (rather than literature), along with Kannada, in such a way as to improve the ability of students to communicate effectively in the language; (iii) initiate two types of Bachelor's degree programmes, General and Special, the former primarily intended to provide liberal education and some vocational training, and the latter intended for those who want to pursue post-graduate and higher professional studies after graduation (see paragraphs 4.17 - 4.21 for details); and (iv) evolve a more flexible and meaningful examination system which minimises the undue importance given to centralized examinations (see paragraphs 4.7 - 4.9 and 4.30 for details).

4.11 The following types of courses should be available at the undergraduate level:

- (i) Basic courses in three subjects of choice (such as physics, chemistry and mathematics; history, economics, politics etc.); these should be courses dealing with the basics of the subjects, and should include material that is essential in the subjects concerned.
- (ii) Supplementary courses related to some of the subjects of choice in (i); these courses are meant to supplement basic courses in the subjects of choice.
- (iii) Specialised courses at advanced level: these are meant for students who may like to go for higher studies in a subject after graduation.
- (iv) Projects.
- (v) Vocational courses
- and (vi) Subjects for self-study.

4.12 All students would be required to take basic courses typically in three subjects of their choice. Supplementary courses in various subjects, including interdisciplinary ones, would be available to all students. They should be able to take some courses for self-study. Self-study courses could be offered in languages or in other subjects where they would be given assignments (essays, problems, reports etc.) and expected to show satisfactory performance at the end of the term. Those taking the special degree programme could choose some aspects related to their specialization for self-study; such self-study courses would of course require close guidance and supervision by teachers.

4.13 An examination of the trends in student enrolment in Karnataka over the last decade shows that the popularity of a programme has much to do with employment opportunities. A typical case in point is the recent influx of students to the courses in commerce. It is therefore essential to provide a greater choice of job-oriented or professional courses in the undergraduate programme. Students taking the general degree programme could then opt for some vocational or professional courses for improving their employment prospects. Typical of such courses would be banking, secretarial training, company affairs, journalism, tourism, book publishing and printing, electronics, instrumentation, medical technology, chemical technician training and so on. Universities could have a cell for planning and coordinating such vocational courses.

4.14 Motivated students in the general degree programme should be assigned project work in lieu of some class room courses, while all those taking specialised degree programmes should compulsorily study some aspects of their special subjects through projects (see paragraph 4.25 for details). Such projects could also be evaluated internally by the colleges.

4.15 Basic courses could be so designed as to enable students to take an appropriate mix of them suited to

their requirements. For example, a student who wants to specialize in life sciences could take some physics/mathematics courses in addition to chemistry courses. Similarly, a student specializing in physics or chemistry should be able to take some life science courses besides mathematics courses. Universities should initiate new and useful subject combinations like chemistry, biology and physics/physics, mathematics and electronics/economics, sociology and statistics/or economics, sociology and public administration. The chemistry, biology (as distinct from botany and zoology) and physics combination must be given serious consideration, since it would be most useful in training future scientists in modern biology and medicine; such a combination is not available at present anywhere in the country. Such combinations would of course require more flexible scheduling and readjustments in course planning. For example, to teach biology as a subject would require some effort from both botany and zoology departments.

4.16 It would be desirable to initiate some new courses which are related to local needs and scenario; some courses could also be designed to meet the needs of specific categories of students. Typical of such courses would be sericulture, rural development, community health, nutrition, and language translation. Some colleges could pay particular attention to initiating interdisciplinary courses in life sciences, physical sciences, earth sciences and social sciences. A course on materials science, for example, would be useful to all those interested in physics, chemistry, engineering, or earth sciences.

4.17 The kind of undergraduate instruction proposed in the above paragraphs would mean that students opting for the general degree programme would take two languages (some of the prescribed readings being on self-study basis) and basic courses in some (say, three) subjects of choice during the first two years. During the second year, they would take supplementary courses in some of the subjects or/and

vocational courses. During the final year there could be greater emphasis on vocational courses or supplementary courses (depending on student interest) as well as on projects.

4.18 The plan of study of a student in the general degree programme could be as follows (approximate weightage in terms of study load/credit or marks in examinations are also indicated):

- I Year : Basic courses in three subjects of choice, English, another language (all of equal weightage)
- II Year : Supplementary courses in three subjects of choice (50% weightage); English and another language (25%) (could be on self-study basis at least in part); Vocational course, or a supplementary course, or a basic course in another subject (25%)
- III Year : Supplementary courses in two/three subjects (50%); vocational course or supplementary/advanced course in a subject (35%); project or a course of choice (15%)

An important innovation would be to start three-subject combinations where one of them is a vocational or a professional subject. One such possible combination is physics, mathematics and electronics; this would be useful not merely for physicists but also to those interested in instrumentation, electronics and computer sciences. Another useful combination would be chemistry, biology and health science or medical laboratory technology.

4.19 Students taking the special degree programme would select basic subjects during the first year, along with languages and supplementary courses, and projects during the second year. They would concentrate mainly on advanced courses in the area of specialization during the third year. Some of the advanced courses could be taken up on self-study basis.

The plan of study of a student in the special degree scheme could be as follows:

- I Year : Same as in general degree scheme.
- II Year : Supplementary courses in subject of specialization (30%), supplementary courses in other two subjects (30%), basic course in any other area/project (15%), English and another language (25%) (on self-study basis at least in part).
- III Year : Advanced courses in subject of specialization (55%), supplementary courses in one or two subjects (30%), project (15%).

4.20 A typical plan of study of a science student in the general degree programme is shown below for purpose of illustration:

- I Year : basic physics, basic chemistry and basic mathematics (or basic chemistry, basic biology and basic physics); English language; Kannada.
- II Year : supplementary physics, supplementary chemistry (organic and inorganic) and supplementary mathematics (or supplementary courses in chemistry, biology and physics); English language (self-study ?); Kannada (self-study ?); vocational course (electronics etc.) or basic course in biology (or mathematics).
- III Year : supplementary physics, supplementary chemistry (physical and biological), and supplementary mathematics (or supplementary courses in chemistry, biology and physics); project or a supplementary course in physics, chemistry, mathematics or biology; vocational course (electronics etc.) or one additional supplementary/advanced course in physics, chemistry, mathematics or biology.

With appropriate supplementary/advanced courses in a subject in the third year, or later, a student could still go for post-graduate studies in that subject.

A typical plan of study of a science student in the general degree programme who takes a vocational/professional course as one of the three subjects would be as follows. The plan is worked out for a student with physics, mathematics and electronics combination.

- I Year : basic physics, basic chemistry and basic mathematics;
English
- II Year : supplementary physics, supplementary mathematics, basic electronics;
English language (self-study ?);
Kannada (self-study ?)
- III Year : supplementary physics, supplementary mathematics, supplementary electronics and instrumentation;
project on electronics;
one additional course in chemistry (physical chemistry) or physics.

4.21 A typical plan of study of a science student in the special degree programme (chemistry specialization) is shown below:

- I Year : same as general degree programme above, with PCM combination.
- II Year : supplementary courses in chemistry (organic + inorganic + physical);
supplementary courses in physics and mathematics;
basic course in biology;
English and Kannada (self-study)
- III Year** : advanced chemistry courses (in topics such as instrumental methods, chemical bonding, physical chemistry, organic chemistry and inorganic chemistry etc.)
supplementary chemistry (biological)
supplementary physics/mathematics
project in chemistry
**Three courses per term.

Similar plans of study can be readily worked out in other areas including humanities and social sciences.

4.22 The success of such programmes (particularly self-study courses and projects) depends on the ready availability of good text books and other reading material. One text book should, therefore, be specifically prescribed for each course to discourage the tendency to rely on class room notes and bazaar cram-books. Before starting such special and general degree programmes it is also extremely important that the concerned boards of studies should undertake detailed examination of the alternatives that could be considered and of the problems involved, and work out all the details through special committees consisting of teachers and others. This will be a time-consuming process, but it has to be gone through if more serious difficulties later are to be avoided.

4.23 We feel that flexibility in undergraduate education can be introduced in this way by stages within the existing framework of the term system. The flexible system of courses proposed would no doubt require increase in the number of teachers and corresponding increase in expenditure. But this should be treated as essential to get the full benefit from the heavy investments already made in setting up colleges and universities. The execution of such programmes could be worked out on a phased basis and financial support given to institutions selectively on clearly stated criteria. Though tutorials, self-study courses and projects would call for much greater involvement and effort on the part of teachers, part of the additional burdens so imposed on them would be in place of formal class-room lectures which would receive less weightage under the new system. The flexibility in the course programme recommended here will also minimize in due course the difficulties faced by students in migrating from one university in the State to another.

4.24 As mentioned earlier, undue importance is being given by some to the English medium; this is particularly true of those taking science subjects. We feel that the

medium of instruction should not be a serious limiting factor if adequate training is provided to students in communicating through English and Kannada. Much of the training in languages given at college level appears to be directed to the study of literature. This is particularly so in English. While literature courses could be taken by students with the required interest and aptitude, what most students require is a working knowledge of English as a library language. The required instruction can be given through tutorials (or preceptorials) by using audio-visual facilities. This would not necessarily increase the workload of teachers, but would make teaching and learning more intensive. Audio-visual facilities can be provided at a cost of approximately Rs.20,000 per college. Once reasonable facility in the use of the English language is ensured, those taking Kannada medium would not be at a disadvantage whether they go for post-graduate studies or to any other sphere. In our view, it is not necessary to include English among the subjects to be taken in the university examinations. It should suffice if students learn the language and satisfy the college; the college concerned would give "satisfactory" or "unsatisfactory" grade in the language through periodical examinations, with several opportunities made available to students for securing a satisfactory grade in these examinations as a pre-requisite to completing their undergraduate studies.

4.25 Project-based courses and training have several advantages and benefits. Students can learn to apply their knowledge to real situations; learning by doing is indeed very effective. They also understand the subjects better, since they have to look deeply into a subject to be able to carry out a project. Project-type experiments give better insights when they are made part of laboratory instruction. Learning becomes active rather than passive, and students become more responsible for their education. Projects often demand an interdisciplinary approach to the solution of problems, and give a sense of accomplishment to students which is often lacking in regular courses. Projects can also

give undergraduate education a practical bias and improve job opportunities for students.

4.26 Carrying out projects need not necessarily be expensive or difficult. They can often be designed in a way that they are centred around real-life experiences or situations in the immediate environment. For example, a student of economics could report on some aspect of the economy of a village nearby or on an urban industry of local interest. Similarly, projects on local environment, food adulteration, street traffic, rates of mortality and fertility, town planning, drop-out rates in schools, etc can be easily developed. Students could also be required to undertake surveys in the neighbourhood and study local institutions. One could conceive of projects even in subjects like philosophy, by students being asked to study the writings of particular Indian philosophers and social thinkers and comment on some selected aspect. Science students could use such sophisticated equipment and facilities as are available in the institution concerned for carrying out their projects. Where possible, projects could be carried out under the guidance of staff in other institutions and laboratories. Many leading research and development centres may indeed be enthused to take in undergraduate students for such project work. There can also be projects in which students are required to set up a new facility or fabricate useful equipment. For example, students could put up and operate an educational radio-broadcasting station, or fabricate simple instruments useful for laboratory instruction; many of these could be on the basis of group effort. What has been said here about projects would be particularly relevant to engineering students. Engineering students in Karnataka have already taken up well-defined projects related to local or regional needs and, with the support given by the Karnataka State Council for Science and Technology, demonstrated how useful such work could be.

4.27 Tutorials have also a special role to play in undergraduate instruction. Tutorials to small groups of students are useful not only to clarify doubts, teach languages and promote teacher-student dialogue, but also to impart instruction to students from special groups who are handicapped in one way or another. Every college should make use of tutorials to coach students belonging to disadvantaged groups. Such extra attention to these students will undoubtedly be beneficial and provide the much-needed encouragement to students from these groups.

4.28 Self-study and execution of projects by students would require adequate library facilities. By and large, they are not available now in most undergraduate colleges. Special attention has to be given therefore to the development of libraries. We deal with this in more detail in Chapter 6.

4.29 Laboratory instruction in many of the undergraduate courses appears to have become ceremonial. Experiments carried out in the laboratory should not only enable students to verify principles of the subject, but also enable them to develop skills in measurement and techniques, methods of observation, and so on. The general complaint is that laboratories in our colleges are not well equipped. This, however, does not appear to be the cause for the low quality of laboratory instruction. Teachers should be able to adopt a variety of low-cost experiments described in the literature, and make use of relatively low-cost materials for lecture demonstrations to make teaching more lively.

4.30 One of the main difficulties students face is the non-availability of good text books for the prescribed curricula. This is a general problem all over the country. It is high time that a State like Karnataka takes this problem seriously and provides effective support for production of good text books. The State Commission for Higher Education (proposed in Chapter 2) could approach eminent teachers and research workers to write suitable books and

offer sufficiently attractive honoraria. The honoraria offered should be at least comparable with the advance payments often offered by commercial publishers to writers of popular cram-books. The books so written should also be made available, in both Kannada and English, at reasonable prices.

Student Evaluation

4.31 The kind of undergraduate programme and courses described earlier in paragraphs 4.10 to 4.21 would imply that evaluation of students would take a different form. Evaluation of students would in fact have three components:

(i) Evaluation in courses, such as those based on self-study or projects, where the college would only give "satisfactory" or "unsatisfactory" ("S" or "U") grade to students; in these cases, the marks awarded need not be shown in the final marks card or certificate, and students would only have to get "S" in such courses for securing the degree.

(ii) Evaluation in all other courses made by the concerned college on the basis of periodic examinations (ensuring that students get sufficient opportunities to take repeat examinations during each year).

(iii) Evaluation in the university examinations in the optional subjects.

According to the proposed scheme, the results of college examinations in various subjects will be indicated along with the results of the university examinations (in a few subjects, say three) in the marks card or certificate issued to a student at the end of each year. The university examinations would serve to act as a check on the college examination results and provide a uniform frame of reference for evaluation. Colleges could also indicate on the marks card/certificate, the ranking of a student in his/her class in terms of percentile, stating whether he/she is in the top 5% (outstanding), top 10% (very good), top 20% (good), top 40% (above average), or top 60% (average). Such rating would naturally be with

respect to the social setting and the nature of the student population in the institution concerned, but could be a better indication of the academic potential of a student than in an evaluation in which students from diverse social settings are involved. A student taking the special degree programme need be examined by the university only in the third year in the subject of specialization, while a student taking the general degree programme could be given university examinations in the three subjects of choice. We present in statement IV.1 a typical marks card for a student at the end of the second year B.A./B.Sc. course. The university and the colleges should give explanation in detail of the meaning of the entries in such cards.

4.32 In the examination system we have proposed, evaluation of students by the college has an important role. In our discussions with students, we have found that they have serious reservations about internal evaluation. Favouritism, parochial considerations, and such factors seem to be responsible for the widespread suspicion entertained by students. We fully appreciate this difficulty and suggest that the teaching community should do everything possible to allay such fears and bring credibility to internal evaluation. For example, marked answer books should be freely shown to students and a second evaluation carried out where needed. When we mentioned such possibilities for correcting the biases of particular teachers, we found that students generally endorsed internal evaluation.

4.33 The examination system described in paragraph 4.31 would reduce the burden on the university and would also give due importance to teachers and colleges in student evaluation. It would no longer be a matter of internal or external examinations, but a system that incorporates good features of both without unnecessarily burdening students. As indicated earlier, colleges should give several repeat examinations throughout the year to enable students to complete the requirements.

4.34 It would be necessary for each university to work out the details of the examination system proposed here before giving effect to it. The examination system suggested here would necessitate having entrance examinations or specially arranged interviews for admissions to post-graduate classes, as is now being arranged in some of the Central universities. The universities in Karnataka should also seriously consider organising a joint entrance examination for admission to technical, medical and other professional colleges (just as in Andhra Pradesh and in some central institutions) in order to assess properly aptitudes and competence of candidates for a particular course of study. Much of the unfairness of the present examination system is because a single number, worked out as an average of the marks secured in different subjects, is used for a variety of purposes that require evaluation on an entirely different basis. The scheme may seem more complex and unworkable, but this is unavoidable if students are to be protected from the undesirable consequences of the apparent simplicity of the present system.

Role of Colleges

4.35 With the kind of flexible education and evaluation system described hitherto, colleges would have opportunities to impart instruction to students in several ways. All the colleges would offer the standard basic and supplementary courses of the general degree programme; they could substitute some of these courses by projects or vocational courses. Some of the colleges could give specialised (advanced) training in some of the subjects. It is not necessary that all colleges provide advanced training in all the subjects; depending on the faculty and facilities in the college, the special degree programme should be restricted to some of the subjects. Colleges would also have the freedom to opt for different types of vocational courses, and innovate new types of projects and supplementary courses in various subjects including interdisciplinary ones. Moreover, they could decide whether or not to accept responsibility for the instruction and evaluation of students in certain courses,

such as those based on self-study, projects or even vocational training, and in what subjects they may do so. Since different colleges could opt for different types of courses or combinations thereof, we would have thereby provided a certain degree of autonomy to them. The degree of autonomy would naturally vary from college to college depending on the educational programmes. Only those colleges which fully make use of the opportunities for innovation and curricular reform would then become candidates for becoming "autonomous colleges."

Statement IV.1

Student
 College

College Examinations (Year: _____)

University Examination (Year: _____)

Performance

English S/U
 Another language S/U
 Project (if any) S/U

Optional subjects (General stream)

% Marks

A _____

 B _____

Vocational course

Optional subjects (Special stream)

% Marks

Special subject 1
 2
 3

Other subjects

Self-study course (if any) .. S/U

The student is in the top _____% of the class.

Optional subjects (General stream)

% Marks

A _____

 B _____

 C _____

Special stream

Special subject

Paper 1

Paper 2

Other subject

Chapter 5

Post-Graduate and Professional Education and Research

5.1 The quality of post-graduate education depends on the availability of well-trained undergraduate students and a high level of specialization in the concerned faculty. In the absence of these two requisites, it would be unrealistic to think of major changes and advances in post-graduate curricula and programmes. It is beyond our capability to assess and comment on the status of individual subjects and departments in the three universities under review. Our general impression, however, has been that the quality of post-graduate courses in many of the university departments is below par and does not compare favourably with the best we have in the country or abroad. This is not to deny that there are good departments in the three universities. Indeed, there are some departments and teachers whose professional work has received wide recognition and need to be supported. However, by and large, we feel that many of the post-graduate departments need a period of preparation and consolidation for promoting greater specialisation among the members of their faculty and for offering more diversified courses at the required level. As the different kinds of undergraduate courses suggested in the previous chapter are initiated, the post-graduate programmes can be expected to undergo considerable improvement; meanwhile, the main focus of the majority of the university departments has to be probably on strengthening the personnel available to them for such post-graduate teaching and research.

Strengthening of Post-Graduate Teaching and Evaluation

5.2 One way of doing this would be to draw in good teachers from undergraduate colleges in cities like Bangalore and Mysore, and give them strong encouragement to specialize in particular areas. This was in fact one of the main

objectives that the promoters of the Bangalore University had in mind when conceiving it as a federal university. Though this particular conception was given up later, there is no reason why university departments located in Bangalore and Mysore should not be given the authority and the supporting funds to associate a wider range of teachers in their academic activities and thereby promote greater specialization and scholarship all round. Such cooperative programmes should of course be initiated selectively and with great care, since similar efforts have been frustrated in the past.

5.3 There is considerable scope for experimentation in the courses offered, and in methods of teaching and evaluation, even within the existing framework. Proposals for reform of courses are available in various reports published by the University Grants Commission. Greater importance can be attached also to self-study and carrying out projects (of the kind proposed for undergraduate programmes) at the post-graduate level. Post-graduate students can be given greater opportunities and encouragement for pursuing interdisciplinary studies. One can indeed have certain programmes at Master's level where total flexibility is provided to students to take up courses in different subjects to promote interdisciplinary study and research. There is considerable scope for attempting such innovation in life sciences, social sciences, and earth sciences.

5.4 In line with our proposals for the undergraduate programmes, we would suggest that a beginning be made in the evaluation of post-graduate students both by the department(s) concerned (through periodic examinations) and by the university through final examinations. Results of continuous departmental evaluation and the final university examinations may be shown in the final marks card or certificate of a student (as mentioned in paragraph 4.31). The ranking of a student in his/her class in terms of percentile could also be indicated by the department(s) in the final certificate/marks card. In view of the serious misgivings students have regarding internal evaluation, particularly at the

post-graduate level, it should be a challenge to teachers in the university departments to restore their credibility in the eyes of the students (see paragraph 4.32); for, without this, no significant improvements can be made in post-graduate education.

5.5 M.Phil programmes have been initiated in some of the universities in Karnataka to provide additional training after the Master's degree. However, it appears that these programmes in most cases are a simple extension of the courses in M.A./M.Sc., and that the main objective of the programmes is to make up for the deficiencies of earlier training. Perhaps this is inevitable in the given circumstances. The M.Phil programmes could however have several other objectives. For example, they could be used to train students in specific, well-defined frontier or interdisciplinary areas, or they could be used as in-service training programmes, by allowing college teachers to attend a university for four summers (or some other combination like two summers plus one term) to get the degree. They could also be employed to advantage by being made a pre-requisite for admission to the Ph.D. programme; only those who perform well in the M.Phil would then be allowed to go on for the doctorate though, in exceptional cases, students could be exempted from this requirement and be allowed to proceed directly for the Ph.D.

Research

5.6 It has not been possible for us to go very deeply into the research output from the three universities under review; indeed, we do not have the competence to do so, since this can be done only by panels of experts in each subject. It is however our general impression, from an overall review of the information made available to us that the research carried out is by and large not outstanding; the areas of research being pursued are well-trodden. While such a statement may be considered to be a sweeping one and would do injustice to the small number of teachers doing good work, we cannot help but record our sense of disappointment in the

performance of university teachers in this sphere. Since the quality of post-graduate education is closely related to the quality of research, it is obviously important to make such curricular changes as would promote good research. Where necessary, some courses could be prescribed as part of Ph.D. training.

5.7 In the course of the discussions we had with research students, we found that their morale was low and that generally they feel very neglected. There were some outstanding exceptions, but they were few. It appeared to us that the mechanics of Ph.D. registration, the procedures related to fellowship contingencies, submission of thesis, and evaluation, all require streamlining for bringing some relief to these students.

5.8 Proliferation of poor quality Ph.D's is detrimental to the proper development of a subject. It also involves unnecessary expenditure. A good technician, or a good M.A. or M.Sc., may be more useful for many tasks than a poor Ph.D. A Ph.D. should signify attainment of a high level of scholarship and originality in research.

5.9 In choosing areas of research, care should be taken to see that they are relevant and significant to the subject and, where necessary, to national requirements as well. Naturally, there should also be a relation between the number of Ph.D. students in a department and the facilities available.

5.10 There appears to be very few research projects sponsored by various national funding agencies, like the Department of Science and Technology and the Indian Council of Social Science Research, in the three universities in Karnataka. Nor have universities enough funds now solely meant for promoting research and development activities. It is therefore essential that some funds are made available to them to provide at least the basic amenities and facilities required for research. Such internal research funding in a university should be administered by a Research and Development Council consisting of teachers actively engaged in research.

Autonomous Centres of Advanced Study

5.11 Since there is a lack of stimulus from within the three universities for raising standards of teaching and research, and building up departments for this purpose in all of them is likely to be expensive, we feel that the possibility of setting up centres of advanced study in selected areas in the natural and social sciences, as well as in other subjects such as philosophy, needs to be explored. They should not only be organised in such a way as to be useful to all in the universities in Karnataka but care taken to see that the best talent available in India are attracted to them. This would require payment of salaries comparable to those in other national institutions, and giving these centres an autonomous status. Such autonomous centres of excellence in certain chosen areas established within the State, would provide the necessary thrust for raising standards of teaching and research in these areas. They could also help to train students and teachers at the M.Phil and Ph.D. levels.

5.12 While establishing autonomous centres, care should be taken to see that full use is made of the existing institutions in the State. The autonomous centres could have collaborative projects with university departments. It may indeed be possible to recognize some of the existing institutions as centres of excellence. The autonomous centres should be also required to have links with all the universities in Karnataka and provide opportunities for inter-university efforts.

5.13 The State Commission for Higher Education (proposed in Chapter 2) could be given the responsibility of identifying and building up such centres. In addition to establishing autonomous centres, the Commission could also identify good departments of universities for special support.

Engineering Education

5.14 There is a tremendous demand today for technical

education in the State as in the rest of the country. While there do not seem to be sufficient outlets for employment, much of the demand seems to be motivated by a hope that acquisition of technological skill will one day procure an occupation or employment and that no country can afford to remain in a state of underdevelopment too long. In view of the growing interest in engineering education, within the framework of the industrial growth in the State and in the country at large, we shall review the position in some detail.

5.15 Karnataka has a large number of engineering colleges. These come under three categories: government colleges, aided private colleges, and unaided private colleges. The growth in the number of colleges has recently become unmanageable, and this unplanned growth has affected the quality of education badly. Engineering education has also become a purely commercial venture in many of the institutions which are being opened with the lure of capitation fees, often against the opposition of the universities concerned. The facilities available for training are often inadequate and most of the instruction is in theoretical terms without much practical backing. This is often pointed out by employers, though they in turn do not seem to appreciate the need for on-the-job training and orientation of freshly inducted graduates, and want complete products who can be used directly on the job from the first day of employment. The students/graduates do not value the education imparted to them, and are showing their disillusionment and anger in several ways. The faculty are unable to guide and control their attitudes and, in the process, they are also getting frustrated and restive. Many of them seem to be shifting the focus of their activity to non-educational interests which, they feel, will help their personal careers. Thus there is unrest at almost every level, and the situation is getting out of control.

5.16 The challenge is now to create a system of education which reduces this unrest and generates enthusiasm for quality education both in the teacher and the taught. Engineering

is largely concerned with the mobilization of resources to satisfy society's needs. These needs are rapidly changing and therefore the tasks facing the next generation of engineers will be very different from those of today. Not the least of them will be that of giving our large population the benefits of industrial progress without the disadvantages of resource deflection, environmental pollution, noise and stress. This implies that engineering education in the future should not only aim at producing professional engineers, but should also be sufficiently broad-based to provide the engineer with an adequate knowledge of physical and life sciences and humanities and social sciences. It would be a futile exercise if all these requirements are planned to be fulfilled by each engineering student; for the same reason, the entire undergraduate engineering programme can never be offered as a package deal. However, the philosophy that has to underline a more broad-based undergraduate education in engineering should be kept in mind.

5.17 Broadly, the educational programme in this area may be visualised in two alternative ways. One would be along the present system of dividing engineering education into several specialised fields such as mechanical, electrical, electronic, civil, chemical and so on. To these conventional areas of specialisation may be added a few more, with heavy emphasis on physical and life sciences such as materials sciences, physical engineering, bio-engineering and so on. A little thought will however make it clear that such a move would bring about too much of specialisation at the basic level of engineering education, with possibly several undesirable consequences such as unemployment, and reinforcement of the already water-tight compartments in specialised areas.

5.18 An alternative way would be to consider the so-called 'modular' form in engineering education. In such a system the student would have the freedom, though limited to some extent, to choose some subjects other than those strictly in his area of specialisation. A mechanical engineering student might, for instance, choose a subject like ecology, while an

electronics engineer may choose a subject dealing with principles of hydrodynamics. These will be in lieu of subjects in this area of specialisation pertaining to more conventional topics, but which are considered to be optional rather than essential for the curriculum. A modular form would pave the way for some specialisation without bringing in too many ill-effects of specialisation. It is also necessary to seriously consider providing two types of engineering education, one aimed at producing engineers for design, R & D etc., and another aimed at engineers for production, maintenance and other on-the-site jobs.

5.19 The question arises how far the modular form in engineering education can help a student to develop the abilities required in a professional engineer. It has been suggested that these abilities may be broadly sub-divided as follows: (a) engineering knowledge, namely knowledge of factual principles and laws, analytical methods used in solutions of R & D, and performance type problems; (b) engineering skills, which imply competence in engineering communication (oral, written, mathematical, computational, drawing and sketching), in experimentation (conducting of experiments and deducing conclusions), and in project investigation (searching for information, using synthetic methods, exercising judgement etc.); (c) professional attitudes, such as the ability to work under imposed restraints such as time and money, to work alone, to work as a team-member, to exhibit persistence for pursuing tasks through to successful completion, to have a questioning mind, and to have a capacity for self-improvement, and (d) engineering arts, namely the inherent personal qualities associated with leadership, with inventiveness, and with design, managerial and sales flair. A professional engineer may be deemed to be competent if he possesses at least some of these abilities. The modular form in engineering education, with due weightage being given to curricula in the physical and engineering sciences as well as in the life and social sciences, could be expected to expose the engineering student to an atmosphere which generates interests in aspects additional to engineering knowledge during the academic

programmes itself.

5.20 We should appreciate however that, apart from the engineering knowledge that can be imparted to students in a fairly comprehensive manner through standard text books and other technical literature, students can have a good understanding of the remaining aspects only if they are exposed to conditions which will be encountered in their professional career. This exposure could be provided either through industrial or other forms of professional training, or by stimulating the professional conditions through carefully planned laboratory experiments. Both the procedures have their merits and drawbacks, but it need hardly be stressed that both are equally important as far as the engineering student is concerned.

5.21 There seems to be divided opinion amongst different universities in Karnataka in respect of engineering education, as evidenced by the different patterns set for teaching courses and conducting examinations in different subjects. For instance, practical examinations in the engineering courses have been totally abolished in one university while they are being conducted in a diluted form in another. It is not necessary to go into the reasons which have led to these practices at this stage, but due regard should be given to the disturbing trends such practices tend to create. With examinations being abolished or conducted in a diluted form, students are unlikely to evince interest in practical or laboratory work prescribed in the curriculum. This would be detrimental to students in the final analysis, since they would have lost a valuable opportunity to get acquainted during their academic training with some of the major requisites of a professional engineer.

5.22 In general, the curriculum in engineering colleges in Karnataka seems to be heavily oriented towards only one requisite of a professional engineer, namely engineering knowledge acquired through standard lectures and text books. Training in engineering skills to the student is provided

mainly through laboratory courses which are often ill-designed, in laboratories which are also ill-equipped. Participation of senior faculty members in the conduct of laboratory courses appears to be the exception rather than the rule. The need for incorporation of course work and laboratory classes, leading towards some understanding of professional attitudes and engineering arts, does not seem to have attracted any attention, except for the prescription of a project which is often handled in a perfunctory manner. The specializations offered tend to be heavily isolated, and academic exchange amongst different specializations even in the same engineering college seems to be minimal.

5.23 At the post-graduate level, the development has been sporadic and sluggish. The existing courses do not seem to attract the best students. Lack of good post-graduate students and courses frustrate good teachers and colleges. Efforts should therefore be made to identify those aspects of engineering which require strengthening at the post-graduate level, taking into account the existing institutions in the region.

5.24 Besides the unplanned growth of engineering colleges, there are a number of other reasons for the relatively poor standard of engineering education:

- (a) The intake of engineering colleges has increased enormously, with no commensurate increase in either teaching staff or facilities. With very low staff-student ratios, and ill-equipped laboratories, it is difficult to maintain good standards in engineering education.
- (b) The system of unlimited 'carry-over' has resulted in chaotic examination arrangements, since there always exists a probability of clashes in the examination time-table. Remedial measures have resulted in examinations being spread over unduly long periods.

The decision to abolish practical examinations in one university may have been influenced by this factor.

- (c) It has been found very difficult to provide in-plant industrial or other training to students in view of the excessively large numbers involved. An educational tour to visit established industries, or other centres of intensive engineering activity, was supposed to bridge this gap somewhat, but it has been made optional, with the result that a large number of students opt out of the tour.
- (d) Until recently, projects offered to students tended to be heavily theoretical, in view of lack of financial support and absence of adequate facilities in the engineering colleges for application-oriented problems. This situation has been improved somewhat after the Karnataka State Council for Science and Technology started sponsoring projects in engineering colleges. Such sponsorship needs to be enhanced, and more sponsors should be involved.
- (e) There does not seem to be any uniform policy in the recruitment of teachers in different engineering colleges. While many persons with high academic qualifications or accomplishments have been recruited, it has also been the practice to recruit retired persons from industries or other areas of engineering activity for teaching purposes. But the curriculum has remained essentially text-book oriented, with the result that the experience and talents of the latter group have been ineffectively utilized.

These problems have to be looked into and remedial measures taken. They are not unique and not insurmountable, and should certainly not come in the way of taking a new look at the curriculum in engineering colleges and carrying out reorganization where necessary, with the object of improving the standard of engineering education and catering to the needs of the future.

5.25 The following recommendations could serve as guidelines in reorganizing undergraduate education in engineering colleges:

- (a) Unplanned growth of engineering colleges should be immediately stopped.
- (b) It is highly desirable to adopt the modular form in engineering education at the undergraduate level. There should also be enough scope to teach courses of relevance in the physical and life sciences as well as in the social sciences.
- (c) Courses designed to lay a proper foundation for the engineering student for acquiring abilities such as engineering skill, professional attitudes and engineering arts should be incorporated in the curriculum.
- (d) Steps should be taken to promote the active participation of industries and other areas of engineering activity in the curriculum development for engineering colleges. It would also be a good move to involve institutions active in social and economic studies to evolve courses on need-based engineering aspects.

- (e) The curriculum in a given engineering college may include typically two types of units in the modular system for the courses, namely -
- (i) standard units common to all engineering colleges in the State and pertaining to traditional engineering subjects; and
 - (ii) college-devised units derived in consultation with industries or other areas of engineering activity (with each engineering college given the sole responsibility of devising these units).
- (f) There should be a greater degree of communication between the academic staff in the engineering colleges and the personnel in industries and other areas of intensive engineering activity. At present college teachers are sponsored to take up research or studies in institutions of higher education, leading towards research degrees or degrees through course work. The possibility of deputing teachers to industries and other centres of engineering activity, with the object of carrying out detailed investigations on problems encountered there, should be seriously examined. Such collaboration work would also benefit the engineering students in various ways.

Medical Education

5.26 Karnataka State has 9 Medical Colleges: 4 are financed and administered by the Government, and 5 are under private management. Permission has been obtained from the Government to start another college under private management in Bangalore, and the Academic Council of the University of Mysore has recently approved the starting of 3 more medical

colleges in its jurisdiction under private auspices. This means that there would be soon 14 Medical Colleges in the State with an annual intake of over 1,400 students.

5.27 As indicated earlier in Chapter 2, the Government of Karnataka is subsidising many of the colleges under private management by providing the facilities of government hospitals along with teaching staff for clinical instruction to the students. Thus, while medical education has been commercialised, the Government has been lending material support to those engaged in this process. We have referred earlier to the high capitation fees which private medical colleges have been allowed to charge. We estimate that a student who pays these high capitation fees will in all be required to spend over Rs. 3½ lakhs over the period of 5½ years involved in medical expenditure, as there are, in addition to these fees, various other charges to be met annually. If such students carry strong commercial attitudes into the medical profession later in their lives they can hardly be blamed. In reality, many of them do not remain in the country but migrate elsewhere. Apart from the question it raises whether such export of medical personnel should be a function of the education provided in the State at this stage, the entire system is demoralising and deplorable and brings a bad name to the universities in Karnataka permitting such practices. For these reasons it is our view (as already indicated in Chapter 2) that the system of capitation fees should be abolished altogether and all medical colleges under private management covered by the same kind of grants-in-aid as are now extended to general degree colleges. If the standard fees for medical education are raised within reasonable limits, the additional burden imposed on the Government will not be very high, particularly since the supporting hospital facilities are already being made available now through government hospitals.

5.28 The curriculum, methods of teaching, practicals, and clinical instruction in the medical courses are also generally archaic and outmoded, not only in Karnataka but elsewhere

in India. The Medical Council of India regulates medical education in the country, but leaves the details to be determined by the respective universities. It is essential that the universities in turn give greater flexibility to medical colleges in imparting theoretical and practical lessons to students, since medical education is necessarily to a large extent through apprenticeship. There is need for innovation in both undergraduate and post-graduate levels. Didactic lectures should be reduced to the minimum, and students exposed to a wide range of clinical material. They should also be encouraged to master the principles and practice of community medicine (family medicine); in fact the community offers the content for medical studies, and a large part of such study should therefore be devoted to environmental health, sanitation, communicable and infectious diseases, disorders of nutrition, population dynamics, family planning and maternity and child health. All these come under comprehensive community primary health care. As indicated earlier, courses on these subjects need to be introduced not only into medical education but as part of general education at the undergraduate level.

5.29 Medical courses are admirably suited for continuous internal assessment. This would bring in the much-needed closeness of contact between the students and the teachers. Each college should also have a curriculum committee and an examination review cell.

5.30 Although post-graduate courses are conducted in many of the medical colleges in almost all the specialities, there are no organised, well-developed post-graduate departments with full time faculty devoting their time to training of future specialists. It would also be an under-statement to say that there is not much communication between medical colleges and universities in the State. At present, universities give affiliation only on a temporary basis; this leaves the colleges in a state of suspense and discourages their future development. While much greater care needs to be taken in granting affiliation even on a temporary basis, it

is the duty of the universities to have a sympathetic understanding of the problems of these colleges and give them all the assistance necessary, for acquiring permanent affiliation and improving the range and quality of the courses offered by them. While post-graduate courses in medical education have been permitted and are being conducted in many colleges in the State, such permission has been withheld for no obvious reasons from some institutions with adequate facilities.

5.31 The universities should also initiate courses of study to increase mid-level personnel for medical and health care by instituting degree courses of study in medical laboratory technology and nursing, and for training health and physician assistants. These para-medical personnel will render assistance in larger hospitals and can also provide primary health care to a limited extent.

5.32 Facilities to carry out research are conspicuously absent in most of the colleges. Research requires personnel, equipment, small animals for experimentation, and funds. The Government of Karnataka and the managements of the colleges need to take steps in this direction, since research should be an integral component of all programmes in medical education.

Interdisciplinary Areas

5.33 A study of the existing undergraduate and post-graduate programmes in the three universities indicates that there has been little effort in initiating courses, projects and research in inter-disciplinary areas. Solutions to most modern-day problems in science and technology, as well as in other areas, require an interdisciplinary approach; and it is therefore extremely important that students at both undergraduate and post-graduate levels get exposed to the interdisciplinary approach to solutions of problems. At least the interdisciplinary nature of modern developments in various disciplines should become clear to students. This does not necessarily mean that altogether new programmes should be framed. It would be enough if certain courses on

interdisciplinary subjects are introduced, and an interdisciplinary approach adopted in teaching certain subjects. For example, all students in physical sciences could be required to take a course in materials science. Similarly, students interested in life sciences could take integrated core courses in life sciences rather than courses on botany and zoology. Similarly, courses can be envisaged in earth and planetary sciences. In engineering, systems engineering and materials science could be core courses for all students.

5.34 Interdisciplinary research programmes should also be encouraged in the universities. This would not only make research realistic and challenging but would promote cooperation between departments. It is therefore recommended that candidates choosing to work in interdisciplinary areas be given active encouragement instead of being faced with numerous restrictions. Inter-departmental collaboration and cooperation at the M.Phil and Ph.D. level are essential.

Teacher Education

5.35 The objectives of teacher education are unexceptionable, but the end-result of training thousands of teachers has not been entirely impressive. There is over-emphasis on pedagogy, form and methods. Curricula in teachers' colleges strongly follow those in Western countries, and this needs to be changed. Instead of pedagogy and methodology, greater emphasis should be on problems and issues relevant to the country and the State, typical of them being mass education problems, problems of disadvantaged children, the rural scenario, problems of communication with children and so on. The subject content is also very low in the curriculum of teachers' colleges, and teachers do not learn the real problems of education in their fields of speciality. For example, a chemistry teacher should be taught how to expound different aspects of chemistry (like structure, chemical bonding, chemical reactivity and so on). Similarly, an English teacher should be taught how to teach English as a language and how to impart ability to communicate in English

(rather than how to teach English literature).

5.36 At present some restrictions are being imposed on admissions to the B.Ed. course at the undergraduate level. These restrictions need to be relaxed, and any graduate should be eligible for this course. Any shortcomings in students could be remedied by giving more emphasis to subject content and subject teaching in the B.Ed. courses. However, in order to strengthen adequately the subject content, and to encourage students to develop projects for more intensive study, it may be necessary to increase the duration of the B.Ed. course to at least 45 working weeks.

Cooperation between Universities

5.37 We have noticed that there is no active cooperation and collaboration amongst the three universities in various educational as well as R & D activities. It is very essential to promote inter-institutional and inter-university projects and programmes. Some special research facilities could also be established on inter-university basis for common use, a typical one being a well-developed centre within the State for sophisticated instruments to carry out tests, analysis, and measurements. The proposed State Commission for Higher Education could provide the encouragement, focus, and the funds necessary for such collaborative activity.

Chapter 6

Non-Formal Higher Education and the

Role of Libraries

6.1 The case is obvious for providing the facilities necessary for non-formal higher education on as extensive a scale as possible. The formal system of full-time attendance in a college or university department is not only expensive but often not the most helpful way for those with the necessary motivation and maturity. Many of the diverse purposes for which higher education is sought in India are also more easily and conveniently served if it can be secured more leisurely through informal channels. In fact, the money spent on higher education — which includes a considerable element of subsidy for those given such education through formal channels — can be utilized more efficiently for achieving the same purposes, and help a much larger number, if greater reliance is placed on non-formal media.

Correspondence Courses

6.2 The main channel now available for non-formal higher education in Karnataka is through correspondence courses. The Mysore University alone offers this facility, through its Institute of Correspondence Course and Continuing Education which has been in existence since 1969. The Institute registers candidates for undergraduate courses in arts and commerce, and for post-graduate courses in English, Kannada and some other subjects (particularly in the social sciences). The total enrolment in the Institute now for degree courses is about 18,000, of which two-thirds are for undergraduate and the rest for post-graduate courses. Only one other university in India has a larger enrolment for correspondence courses.

6.3 There are two categories of candidates among those registered in the Institute, one of which is described as those registered under the provisions for an 'Open University'.

The essential difference is that, in the case of those registered in this category, no minimum eligibility conditions are laid down and the only restrictions placed relate to the age of the candidates at the time of registration; to be registered for an undergraduate course, a candidate has to be 25 years of age, while for post-graduate courses the minimum age at the time of registration has to be 35 years. We understand that, of the total number of 18,000 on the rolls of the Institute now, about 60 per cent have been registered under the provisions of the Open University. The rest of the candidates, though enrolled for the same courses, are required to satisfy the minimum eligibility conditions laid down by the university for all students.

6.4 A major weakness of correspondence courses all over India is that the lessons actually sent out are often not very substantial (in fact not much different in content from some of the material in guide-books available for purchase in the market); even if they are more substantial, the response sheets received are neither regular enough nor adequate in number to add up to a systematic method of instruction in any real sense of the term. The students tend to depend therefore on other means for the necessary preparation. They are still willing to pay the higher fees stipulated for correspondence courses, apparently because this is the sole channel open to them for taking the university examinations without attending regular classes.

6.5 We have not been able to investigate the working of the correspondence course system in Karnataka in the depth needed. From the evidence available to us, it appears however that the record of the Institute of Correspondence Courses in the Mysore University has been better than in most other universities. We understand that the submission of response sheets is very irregular and unsatisfactory in the case of candidates registered for the undergraduate courses, as has been the experience elsewhere also. However, since there is a provision in the Master's degree courses for some marks being awarded on the basis of continuous evaluation of work, and the response sheets received are

used for this purpose, the record of the candidates registered for these courses is said to be satisfactory. One other factor contributing to their better performance may be that a fairly high proportion of the candidates registered for these courses are school teachers and others already in employment, who seek the M.A. degree for improving their career prospects and have therefore stronger motivation.

6.6 Though the total enrolment is very large, the total number of approved teaching posts in the Institute was only 79 in 1979-80 (5 Readers, 34 Lecturers and 40 Tutors); still more surprisingly, only 49 were actually in position (3 Readers, 23 Lecturers and 23 Tutors). To these have to be added however several "ad hoc teachers" the Institute has been relying on for the purpose of evaluation; they are mainly teachers associated with regular courses in universities and colleges. It is still rather difficult to believe that the instruction provided through correspondence by so few to such a large number can at all be adequate. Nor can a "direct contact" programme of 10 days' duration each year be expected to be of much help when continuous communication through evaluation of response sheets is lacking.

6.7 On account of the fees payable for correspondence courses being higher than for regular courses in a college or university department, and the relatively small staff it maintains, the Institute has been having a surplus in its budget almost every year, and has accumulated over the last decade an amount of about Rs. 1.5 crores. Thus, while those registered for higher education through formal channels are subsidised, those seeking it through non-formal media are evidently being taxed. This raises some questions, the most important of them being whether the Institute should not have more staff and offer better facilities to those registered for the correspondence courses. The Institute has been setting up libraries in different centres for the use of candidates registered for the correspondence courses, but more needs to be done. It appears to us that the rates of payment now being made to "ad hoc teachers" for evaluation

of response sheets (e.g. 25 paise per response sheet in the case of undergraduate courses) are too low; higher rates should be paid also for the lessons sent out if such work is to be readily undertaken by competent persons.

6.8 Another question which needs to be raised in this context is whether it is necessary to insist on registration in the correspondence courses for permission being given to appear in the university examinations. It would be simpler and fairer if anyone who satisfies the minimum eligibility conditions is allowed to register in a university, as a private candidate, for a fee that would cover all the costs involved for the university concerned. It needs to be noted, however that, though the Universities of Bangalore and Karnataka offer this facility, the number of candidates who have enrolled themselves is much smaller than in the Institute of Correspondence Course at Mysore. It is probable therefore that there is a preference for correspondence courses even though the fees payable are higher. On the other hand, the larger enrolment for the correspondence courses might be on account of the long standing of the Institute and a higher percentage of such enrolment (about 40 per cent) being from outside Karnataka. These questions can be sorted out only through a deeper investigation than we have been able to undertake. We understand, however, that such an investigation is being done by a committee appointed by the University Grants Commission to report on the working of correspondence courses and other forms of continuing education in universities in India.

6.9 It is evident that there are many possibilities to be explored in the realm of continuing education, such as the use of the radio for broadcasting lectures on particular wave-lengths in the early hours of the morning and late in the evening. It should also be possible for the universities to organise extension lectures on a variety of subjects for the general public, in the cities as well as in small towns. In fact, it is not correct to think of higher education in terms of only specified courses in the universities and the

degrees awarded by them. Higher education needs to be viewed as a continuing process in society which anyone should have access to.

Role of University and College Libraries

6.10 Viewed in this wider perspective, it is evident that the universities and colleges have a very important role to play in this process — particularly in a relatively under-developed country like India. One of the contributions they could make is through arrangement of extension lectures. A still more important contribution could be by building up well-stocked libraries and making the facilities available not only to teachers and students formally associated with higher education but to others with scholarly interests in the society around beyond the usual class hours and on holidays. At present, the university and college libraries are generally in a state of considerable neglect, and many of them are not adequate for even the requirements of students and teachers. It is very essential to overcome the indifference to libraries which this indicates, and promote an extensive programme of development of libraries within the State, with the university and college libraries serving as the repositories of more specialised books and journals than can be made available on a larger scale through public libraries.

6.11 The Education Commission appointed by the Government of India had recommended, towards the middle of the 1960's, that 10 per cent of the total budget allocation of a university should be set apart for expenditure on libraries. This was however to cover the expenditure on acquisition of books and journals as well as on the maintenance of the staff required for the libraries and on purchase of furniture, equipment, etc. There can be differences of opinion as to what proportion of the total library expenditure each year should be devoted to the acquisition of books and journals alone, and how much should be provided for the other items of expenditure, since this ratio will depend on a variety of considerations. In view of the high cost of imported

books and journals, and the relatively low level of salaries in India compared to those in the advanced countries of the world, it is evident that the proportion devoted to the acquisition of books and journals has to be much larger in this country and that one cannot simply go by norms found elsewhere. Even so, since the prices of imported books and journals have risen phenomenally in the course of the last decade — they have risen at the rate of about 25 per cent per annum since 1975 — it is doubtful whether the minimum requirements of a university library (including the departmental libraries) can be met unless a very much larger percentage of the budget allocation for a university is set apart for library expenditure. It might have to be not less than 12 per cent, possibly even 15 per cent, of the total allocation (compared to the norm of 10 per cent set by the Education Commission earlier); and not less than two-thirds of this might have to be devoted to acquisition of books and journals. The stepping-up of the outlay on libraries will have to be organised as a phased programme covering a period of, say, 10 years.

6.12 Of the three universities under review, the Bangalore University has been able to devote more funds for acquisition of books and journals than the other two, as its relatively new library is in the process of being developed and special assistance has been forthcoming from the University Grants Commission for this purpose; yet the total expenditure on books and journals in this university has been no more than about Rs.12 to 13 lakhs per annum. In the other two universities it has been less than half this amount in most years. This is totally inadequate. Since the libraries in post-graduate university centres and in some of the university-managed colleges have also to be covered from these allocations, as in the case of Karnatak University, what is left for the main university libraries is only a fraction of what is required. We would therefore propose that the amount set apart for the acquisition of books and journals alone should be raised as quickly as possible to not less than Rs.20 lakhs per annum in each of these universities.

6.13 The limited funds apart, there has also been much uncertainty and interruption in the flow of the budgeted amounts to the university libraries. When faced with financial stringencies — and this has been frequent in recent years, on account of rise in prices and in establishment expenditures and lack of assurance about such increases being covered by the block grants from the State Government — the administration in the universities have withheld funds from the libraries, with the full incidence of such action falling on the purchase of books and journals. Even funds sanctioned by the University Grants Commission for the specific purpose of acquiring books have been diverted to non-library items of expenditure. There have been therefore instances of subscriptions to important scientific journals having to be stopped for periods as long as two years, and of university libraries having to cancel orders for books placed earlier (with little prospect of being able to secure later the copies of books printed only in editions of limited size). Such action on the part of the administration in the universities (forced on them in turn by the method of administration of block grants adopted by the State Government) has had extremely serious effects on the procurement of even the most essential books and journals, and thereby on research activity. Research students have spoken to us, with bitterness and despair, about its effects on their work.

6.14 To avoid such interruptions and dislocations in the future we propose that (a) no cuts should be made by the university administration in the budget estimates sent by the Library Committee before having detailed discussions with it and securing its agreement; (b) the State Commission for Higher Education should, while, making available maintenance and development grants to the universities, indicate separately the amounts earmarked for the university library; (c) the library should be treated as a semi-autonomous unit within the university framework so far as the utilisation of funds are concerned, and the funds earmarked for the library should not be diverted elsewhere without the specific agreement of the Library Committee; (d) the power to utilize

these funds shall be also vested in this Committee; and (e) grants earmarked for purchase of books and journals, if they remain unutilised at the end of the financial year, should be exempted from lapsing, and the unspent balance carried over to the next year and added to the grants made available for the same purpose in that year. Since prices of books and journals have been rising at the rate of over 20 per cent per annum, corresponding increases should be made in the grants given for library development taking into account the rate of increase in their prices.

6.15 Since more universities are being set up in Karnataka, and the pressure on available funds is likely to grow, it may be necessary (and indeed useful) to make various co-operative arrangements among university libraries, such as in the matter of acquisition. There may however be limitations imposed by distance and other factors, and it is therefore necessary to consider also other ways of meeting the situation. We would suggest providing the libraries with the following:

- (a) telex equipment to all the university libraries to speed up inter-library loans;
- (b) adequate and efficient reprographic equipments, with personnel to operate them efficiently, so that Xerox copies of articles from periodicals not subscribed to, or chapters from books not in stock, can be furnished without much loss of time or money; and
- (c) sufficient funds for the installation of telex, purchase of equipment, hiring of operators, and for supplying of Xerox copies to research scholars at nominal cost.

The State Commission for Higher Education could also consider other ways of improving co-ordination and co-operation between the libraries in the different universities.

Towards a Wider Library Movement

6.16 In addition, it is essential to frame a comprehensive programme not only for the development of university and college libraries but for linking them with a wider network of public libraries (including libraries at the village level). The expenditure involved may be large when judged by the standards and practices adopted in the past, but this again can be phased over a period. We have no doubt that library development on such a scale will prove to be one of the most valuable investments made for the social, economic and cultural development of the State. But it will require careful planning and co-ordination. It is beyond our competence even to indicate how this may be done. We would therefore urge the setting up of a group of distinguished librarians at an early date to work out the details of such a programme and suggest the further steps that need to be taken. This could also be done under the auspices of the proposed State Commission for Higher Education.

Chapter 7

Student Welfare and Related Matters

7.1 A major weakness of the existing system of higher education is the failure to provide adequately for student welfare. This has to be improved on a priority basis as an integral part of the educational programmes. The main services to be provided are (i) orientation for new entrants; (ii) health facilities; (iii) guidance and counselling, including vocational placement; (iv) residential facilities, and (v) sports, co-curricular activities, and N.C.C. and N.S.S. training.

7.2 In the semi-urban colleges adjacent to rural areas, as also in some other colleges we visited, a large percentage of the students belong to the first generation of the educated in their families. To them the shift from their home background to a college is often sudden and sharp, and they are apt to feel lost. To help them adjust to their new environment, orientation programmes need to be organised at the commencement of the academic year. Such orientation programmes are useful also for other students entering undergraduate education. Information regarding accommodation, food, class programmes, method of preparation of class work, traditions of the college, rules and regulations to be observed, financial obligations etc., should be made available to them through such programmes. Each student should also be assigned to an academic adviser who will be available for guidance and help; this will help to provide the much needed contact, consultation and communication between students and teachers.

Health and Counselling Services.

7.3 Health services form an important aspect of student welfare programme. This aspect has not however received attention from college authorities. There is no established system of health services for the students and staff in the affiliated colleges. An adequate system should aim at providing residential accommodation with safe drinking water,

living conditions conducive to physical and mental health, modern sanitary facilities and safe nutritious food. In addition, each college with 1000 students or more should have a health centre in charge of a doctor, who will carry out medical examination of new entrants and treat minor ailments, provide first aid to the college community, and also administer immuno-prophylaxis periodically. Colleges with smaller student strength may use the part-time services of a local doctor or, in towns where there is more than one institution, one doctor may look after the health needs of several institutions. Managements of the colleges should try to initiate on a modest basis a programme similar to the Employees State Health Insurance Scheme, a group health insurance scheme covering all students and teachers in a college.

7.4 Students have a variety of socio-economic and psychological problems. The universities in Karnataka should institute courses in counselling services, as part of in-service training programme for selected teachers. The colleges may employ one full-time Counsellor for 1000 students or one part-time Counsellor if the student strength is lower. Career opportunities and areas of vocational training need to be made known to students. It is the function of University Employment and Advisory Bureaus to collect, compile and make available to students information on employment opportunities, methods of preparation for different careers, training facilities available, scholarships, apprenticeships etc. They should also collect and make available information regarding academic opportunities available in Indian and foreign universities for advanced courses, and advise students in the matter of their future studies within or outside the country. There is need for individualised techniques of guidance service as part of educational programmes to assist the students.

Other Facilities

7.5 In these tasks, the Dean of Students Affairs/Welfare could play an important, vital and useful role. His work encompasses the entire university community at the headquarters of the university as well as in the affiliated colleges. He needs to organise seminars and dialogues between staff and students for identifying common student problems and finding expeditious solutions. One problem mentioned to us by many students is the lack of text-books; the Dean of Students' Affairs should make arrangements with teachers of each college to ensure that there is an adequate supply of text books available to the students. Many students whom we met referred also to the lack of other books to read or refer to. The Dean and some teachers in the colleges should serve as a link between the students and the librarians concerned.

7.6 Most colleges in semi-urban areas provide no hostel accommodation or even lodgings for students. The management of these colleges and the Government need to provide at least 20 per cent of the students with hostel accommodation. Financial help can be secured from the University Grants Commission for building college hostels by providing the necessary matching funds. The students may be encouraged to run the hostels on self-help basis. In case financial constraints rule out construction of hostels, rented accommodation may be procured to serve as lodgings for the students.

7.7 The need for a Non-Resident Student Centre in every college needs hardly to be emphasised. This could also serve as a Day Study Centre for all those who lack facilities at home by way of space, furniture and lighting arrangements. There is urgent need for canteens where nutritious food can be had at low cost. For this also, the managements could enlist the aid of the University Grants Commission and the State Government.

7.8 Most of the affiliated colleges have no sports ground worth mentioning. This deficiency must be made good. Another serious deficiency we noticed in most colleges is the lack of adequate toilet facilities for students (particularly for women).

Discipline and Participation

7.9 ' It is our view that discipline among students is best developed by improving student-teacher relationships rather than through rules and regulations. Better and more frequent contact, availability for advice, and awareness and interest in student problems on the part of the teacher tend to inculcate in the minds of the students some kind of a self-imposed discipline.

7.10 Students are an important segment of the university community. As we have stressed earlier in this report, they should have a voice in the formulation of the curricular programmes, in decisions concerning methods of teaching and evaluation of students, and in a variety of other matters concerning them. This is done best in the universities by having representatives of students in the proposed Departmental Councils and in Joint Consultative Committees. Similar arrangements should be made in undergraduate colleges. There could be also other committees of students and teachers in each college to advise the management in the administration of libraries, hostels, health centres and organisation of sports activities.

Chapter 8

Service Conditions of Teachers

8.1 There are three distinct cadres of teachers — professors, readers and lecturers — in the post-graduate departments of the universities as well as in undergraduate colleges. In the universities, appointments to each one of these cadres is made by direct recruitment through open selection after due advertisement; selections are made by Boards of Appointment constituted for this purpose in accordance with the provisions of Section 49 of the Karnataka State Universities Act of 1976. In the case of undergraduate colleges, appointments to the cadre of lecturers are made by the Karnataka Public Service Commission for Government colleges, by Selection Committees in private colleges, and by Boards of Appointment in university-managed colleges.

8.2 The number of posts of professors, readers and lecturers in non-professional undergraduate colleges is fixed in the proportion of 1:3:12. Promotions to the cadres of readers and professors are made from the lower cadres on the basis of seniority-cum-merit but, in the case of Government colleges, 50 per cent of the posts in the cadre of readers is filled by the Karnataka Public Service Commission by direct recruitment. A college or a group of colleges under the same private management is reckoned as a single unit for purposes of fixing the number of posts of professors and readers; similarly, all the Government colleges are grouped together, but the number of posts of professors and readers is fixed department-wise.

8.3 Since January 1977, the teaching staff in the post-graduate departments are being paid the University Grants Commission pay scales, and the teachers in the undergraduate

colleges the Pai Commission scales. These scales of pay are as under:

	<u>U.G.C. scales</u>	<u>Pai Commission scales</u>
1. Professors	: Rs.1500-60-1800-100-2000-125/2-2500	1000-60-1300-75-1825*
2. Readers	: Rs.1200-50-1300-60-1900	900-50-1000-60-1300-75-1750
3. Lecturers	: Rs.700-40-1100-50-1600	750-50-1000-60-1300-75-1525

*(Senior Professors: Rs.1525-75-1900-2000).

Some Suggested Improvements

8.4 In appointments to the cadres of readers and professors in the universities, it often happens that persons who have served for many years as lecturers or readers, and satisfy the requirements for appointment to a post in the next higher cadre, do not get selected when their number is larger than the available vacancies. It may happen also on account of the system of reservation of posts for candidates from specified social groups. This has led to widespread frustration and discontent among large sections of the teaching community, as those who get left out may not get a chance for a long time, or not at all, for appointment to the higher cadre.

8.5 This unhappy situation existing in the three universities was very forcefully brought to the notice of the Commission by post-graduate teachers. A number of suggestions, like having one single running scale of pay with assessment at one or two stages, creation of supernumerary posts, and schemes of personal promotion were placed before the Commission for its consideration. Among all these suggestions, the one that could go a long way to remedy

this unhappy situation, it seems to us, is the proposal for introducing personal promotion scheme.

8.6 Under such a scheme, eligible candidates in a lower cadre, who satisfy all the criteria laid down by the university for direct recruitment by selection to a post in the higher cadre, can be promoted without waiting for vacancies to occur, on the basis of a careful assessment of their academic qualifications, teaching experience and research output, by a duly constituted Promotions Committee (with one or two experts in the subject from outside the university concerned). All readers and lecturers could apply for such assessment, after completion of 5 years of service in a university and every 5 years thereafter. By the time a teacher becomes eligible for personal promotion, he would have in any case reached, and in some cases gone beyond, the minimum pay of the scale prescribed for the higher cadre, and therefore there would be no significant extra expenditure to the university by his being promoted to the higher cadre. Since personal promotions would be given in effect by upgrading of the posts held by them, this will not also involve any increase in the cadre strength of teachers in a department. We understand that similar promotion schemes exist in the Indian Institute of Science, Bangalore, Indian Institute of Technology, Bombay, and in the University of Calicut. It should be perhaps added that the personal promotion scheme is not meant to replace the existing mode of recruitment and is only intended to remove the anomalies in the existing system. Care has to be taken to ensure that the academic standards appropriate to each cadre are not lowered in the process of implementing this scheme.

8.7 We would also recommend that, whenever new pay scales are recommended by the University Grants Commission for the teaching staff of the post-graduate departments of the university, these scales should be automatically adopted

and implemented by the universities as from the date recommended by the University Grants Commission. Similarly, in respect of other teachers, the pay scales adopted by the State Government from time to time may be automatically applicable. Dearness Allowances at the admissible rates should also be made available to teachers in the universities and colleges without delay as a matter of course.

Anomalies

8.8 In this context we would like to draw attention to an anomaly in the scale of pay of lecturers in post-graduate departments when compared to the scale of pay of lecturers in affiliated colleges. The minimum in the scale of pay of the former is less than the minimum in the scale of pay of the latter; and moreover, while a lecturer in an undergraduate college or a junior college reaches the maximum of the pay scale (i.e. Rs.1525) in 13 years, it takes 18 years for a lecturer in a post-graduate department in a university to reach Rs.1500 and 2 more years to reach the maximum of his scale (i.e. Rs.1600). The result is that the total emoluments of a lecturer in the post-graduate departments in the universities are at every stage less than the total emoluments of his counterpart in the undergraduate colleges (and even in junior colleges) appointed on the same date. This would perhaps have been avoided, if the University Grants Commission scales of pay applicable to teachers in post-graduate departments had been implemented from April 1973, since they would have then got, in addition to higher pay, dearness allowance at the rates obtaining from time to time prior to January 1977 and, in addition, the dearness allowance granted by the State Government after January, 1977. If the anomaly is allowed to continue, persons who normally prefer placement in a university may be tempted to shift to an undergraduate college, and the university may not be able to attract competent and well qualified persons;

in any case, it appears to be unfair that there should be such a difference.

8.9 Another anomaly to which we would like to draw attention is in regard to the pay scales of lecturers working in Teachers' Colleges, whether government or private colleges. These teachers are all placed in the pay scale P.660-30-750-50-1000-60-1300, which is lower than that of a lecturer working in a junior college. At the least, these lecturers do teaching work comparable to that of lecturers in general degree colleges; in fact, since the students in the Teachers' Colleges are all graduates, the work done by the lecturers in these colleges can stand comparison with that of lecturers in post-graduate departments. We strongly recommend therefore that steps be taken to remove this anomaly also and upgrade the pay scales of lecturers working in Teachers' Colleges.

8.10 During our visits to the universities we found that a number of young lecturers appointed as "local" candidates have been kept on a temporary basis for several years together, their appointments being renewed from year to year. An explanation offered was that the universities had difficulties in the matter of filling the vacancies on a regular basis. While there have been such difficulties, the continuance of lecturers on this basis for very long period would permit the heads of some departments to appoint their favourites and some others to exploit adequately qualified persons who are forced to depend on their generosity. The practice needs to be stopped forthwith; no temporary appointments should be normally made for a period of more than one academic year, and arrangements should be made within this period for appointments being made on permanent basis where necessary.

Opportunities for Professional Improvement

8.11 There has been hardly any effort on the part of the universities or the Government in Karnataka to help teachers widen their range of knowledge and improve their professional competence and qualifications. Teachers, if they are to prove efficient instruments for the dissemination of knowledge, should in fact have adequate opportunities to keep themselves abreast of the latest developments in their subject. It is therefore necessary that universities organise periodically in-service courses, orientation programmes, advance level courses, M.Phil programmes etc., in addition to using the Faculty Improvement Programme now made available on a very limited scale by the University Grants Commission.

Chapter 9

Service conditions of Non-Teaching Staff and Related Matters

9.1 The non-teaching staff form an important component of university organisation and administration. For the healthy functioning of a university, it is important that the mode of appointment and the service conditions of the non-teaching staff are such as to engender in them a sense of participation and involvement. They should feel that they have reasonable chances of going up the service ladder and securing due promotions as in any other comparable service.

9.2 According to Section 51 of the Karnataka State Universities Act, 1976, the Karnataka Public Service Commission has been entrusted with the task of preparing lists of candidates from which appointments are to be made by the Vice-Chancellor to the 'ministerial' posts in the university. Board of Appointment, constituted according to Section 50 of the Act, is entrusted with the function of making appointments to the non-teaching posts other than the 'ministerial' posts (ie., Assistant Registrar, Assistant Controller of Examinations). At present, promotional avenues upto and including the post of Assistant Registrar and Assistant Controller of Examinations are open to the non-teaching staff.

Personal Promotion Scheme

9.3 Many members of the non-teaching staff have however a feeling that, although they joined the university service when they were young and have put in 15 to 25 years of service, they have had to stagnate at best at the intermediate levels of the service ladder on account of lack of sufficient opportunities for promotion. They have therefore strongly urged that even the posts of Deputy Registrar and Deputy Controller of Examinations should be accessible to them, and that time-scale promotions should be also introduced.

9.4 In order to provide sufficient promotional opportunities, the scheme of personal promotion recommended earlier in respect of the teaching staff may also be extended to cover the non-teaching staff upto the level of Assistant Registrar and Assistant Controller of Examinations. To give effect to this scheme, a standing committee, called the Departmental Promotion Committee, may be set up with the Vice-Chancellor as Chairman, one member of the Syndicate and one senior professor as members, and the Registrar as its Member-Secretary. The higher posts of Deputy Registrar and Deputy Controller of Examinations may be made selection posts, and these may also be made accessible to those possessing the necessary qualifications. The Departmental Promotion Committee may screen the service records of such of the staff as are eligible to the higher posts of Deputy Registrar and Deputy Controller of Examinations, and make a selection from among the eligible candidates. It should however be open to the Departmental Promotion Committee to select from among the teaching staff persons who are found to be better qualified for certain posts and have an aptitude for administrative work.

Training and Retirement

9.5 In order to improve the efficiency and performance levels of the non-teaching staff, it is essential to make arrangements for the training of new entrants in the administrative routines and procedures of the universities, and also organise periodic orientation courses for senior members of the non-teaching staff. For this purpose, a Staff Administrative Training Cell may be established within each university; this cell may also be authorised to conduct departmental tests periodically. Alternatively, the proposed State Commission for Higher Education could consider setting up a Staff Administrative Training Institute for all the universities in the State, and entrust it with similar functions.

9.6 At present, in all the three universities, the

teaching staff continue in service till they attain the age of 60 years, whereas the non-teaching and administrative staff retire at the age of 55 years. It would be desirable in the interest of the healthy functioning of the universities, and for the creation of an atmosphere of fraternity, that the age of superannuation be fixed uniformly at 60 for teaching, non-teaching and administrative staff. Incidentally, this will also facilitate appointment of experienced teaching staff, where necessary, to administrative posts.

Related Matters

9.7 The universities in Karnataka do not seem to have evolved so far their own service rules, codes of conduct, or disciplinary rules. The general practice has been to follow more or less the rules laid down by the State Government in respect of these matters. Being autonomous bodies, it is desirable that universities should frame their own service rules, codes of conduct, and disciplinary rules.

9.8 We also recommend that whenever the pay scales adopted by the State Government are revised, or dearness allowances sanctioned, they should be automatically applicable to non-teaching staff of all categories in the universities and colleges.

9.9 Thanks to assistance provided by the University Grants Commission, the universities have been able to provide residential accommodation to the teaching staff, but they have not been able to provide residential accommodation to the non-teaching staff. We recommend that steps should be taken to obtain the necessary grants from the State Government and provide residential accommodation to the non-teaching staff also on par with the teaching staff. Similarly, medical and health care facilities should be provided on an adequate scale to all members of the staff, both teaching and non-teaching.

9.10 Sub-section 23 of Section 21 of the Karnataka State Universities Act excludes non-teaching staff of the

university and affiliated colleges from serving as members of the Senate. Some of the non-teaching staff in the three universities have represented to the Commission that they should have a place on the Senate and the Syndicate. In view of the heterogenous nature and composition of the non-teaching staff, it does not seem to us that one or two representatives from among them can be of much help to the members of the non-teaching staff as a whole. Moreover, the objective of having teachers on the Senate and the Syndicate is not to have their particular interests represented but for the contributions they need to make on academic matters coming up in these bodies. The objectives the non-teaching staff have in mind in asking for representation could be better met by the formation of a Standing Committee consisting of Vice-Chancellor, a member of the Syndicate, a senior professor, Registrar, and four or five representatives of the non-teaching staff to consider individual grievances and to discuss any other issues concerning them. This will avoid delay in having grievances attended to and help to avoid unnecessary conflict and tension.

9.11 It may be useful also to set up a consultative forum, consisting of representatives of both the teaching and non-teaching staff, meeting once or twice a year. Service matters of a general nature affecting all the staff, as well as any problems that may arise in the relations between the teaching and non-teaching staff, could be considered and resolved in this forum. A Joint Consultative Committee may be set up for this purpose with the Vice-Chancellor as the chairman, the Registrar as the secretary, and about a dozen representatives from the associations of the teaching and non-teaching staff in each university.

Chapter 10

Summary of Main Findings and Recommendations

10.1 The recommendations of the Commission rest to a large extent on the conclusions drawn from its review of the working of the universities of Bangalore, Karnatak and Mysore, and on certain explicitly stated premises underlying its own approach. They are therefore briefly referred to in the following paragraphs, wherever it seems essential, along with the main recommendations.

10.2 As the State Government has played a leading role in the development of higher education in Karnataka, and may be expected to continue doing so, the Commission deals first with the problems that have arisen from the policies and administrative arrangements that have governed the relationship between the Government on the one hand and the universities and colleges on the other. It reviews in this context the working of the Karnataka State Universities Act of 1976, as also the policies and arrangements in regard to the financing of universities and colleges.

Governance and Administration in the Universities

10.3 The Commission regards the passing of the Act a step in the right direction in so far as it introduced a common system of governance and administration in all the universities in the State. It observes however that an important effect of the Act was to curtail the powers of the highest policy-making and executive authorities in the universities (particularly of the Senate and the Syndicate), change their composition in such a way as to reduce the weightage given to academic elements drawn from within, diminish the role of the Vice-Chancellor as the de facto executive head, concentrate vastly more powers in the Chancellor (thereby centralising university administration to an exceptional degree), and widen the scope for intervention by the State Government in matters relating to the management of the universities; these have been

detrimental to the effective functioning of the universities.

(2.4)

10.4 The Commission is of the view that over-centralisation of administration and interference from outside cannot improve matters in the universities, and that it is only by reversing the changes made in this direction and permitting greater scope for academic management from within that a process of regeneration of universities can be initiated. At the same time it recognises the need for social control over education. The recommendations of the Commission in Chapters 2 and 3 follow from the above findings and premises.

(2.11, 2.12)

10.5 For effecting greater decentralisation in the governance of the universities the Commission makes the following recommendations:

- (a) As the Chancellor of the three universities is the Head of the State who has other important duties to attend to, any attempt to burden the Chancellor with a wide range of executive functions cannot but be counter-productive. Under the 1976 Act, all Statutes, Ordinances and Regulations have to receive the approval of the Chancellor. The Commission recommends that in each university the Senate should be fully empowered to pass Statutes, the Syndicate to make Ordinances, and the Academic Council to frame Regulations, as in most other universities in India; only Statutes need have the approval of the Chancellor. (2.5)

- (b) Under the Act, posts of Professors, Readers and Lecturers (and of any other teachers required by a university) can be instituted only by the Chancellor. The Commission

recommends that these powers be vested in the Senate. (2.6)

- (c) Under the Act, all appointments to the posts of Professors, Readers and Lecturers (and of any other teachers required by a university), as also to posts among the "non-ministerial" staff carrying a maximum salary of more than £.500 per month, have to be made by the Chancellor. The Commission recommends that the power to make all appointments to these posts be vested in the Syndicate, and that the Chancellor need function only as an appellate authority. (2.7)
- (d) Since the Vice-Chancellor has to serve as the crucial link between the academic and executive branches of a university, and ensures that the executive wing is available to assist the academic community in all its activities, the Commission recommends that he should be vested with all the powers necessary for functioning effectively as the de facto executive head of the university. It is in the selection of a Vice-Chancellor that care has to be taken, to make sure that the necessary standards of integrity, scholarship and acceptability by the academic community are taken care of, not in denying him the powers needed for carrying out his functions. The Commission further recommends that, while the Chancellor should have the powers to institute an enquiry if he is satisfied that there is prima facie evidence of abuse of powers or transgression of the due procedures by a Vice-Chancellor, and take further action, no action should be taken against a Vice-Chancellor without due enquiry and giving him full opportunity for defending his position. (2.48)

10.6 The Commission makes a few recommendations for limiting the scope for direct intervention by the State Government in matters relating to the management and administration of the universities:

- (a) According to the 1976 Act, every Statute, Ordinance and Regulation has not only to receive the assent of the Chancellor but must be submitted to him through the State Government; similarly, when a new course is to be introduced or a new department started, necessitating the creation of new posts, the universities have to send their proposals to the Government which then advises the Chancellor whether or not to accept them. The Commission recommends that no reference need to be made to the State Government on the Statutes, Ordinances and Regulations passed by a university, or concerning the introduction of new courses and creation of new posts; the universities could however be required to consult the proposed State Commission for Higher Education (to be referred to later in paragraph 10.7 of this chapter) on the introduction of new courses if it involves creation of new posts. (2.8, 2.35)
- (b) The Act makes the State Government the authority for granting affiliation to colleges. The Commission affirms that affiliation of colleges is an academic matter and should be granted only by the universities, though in consultation with the State Government. (2.9)

10.7 To permit greater scope for participation from within in the governance of universities, the Commission recommends that greater representation be given to teachers in the Senate and the Syndicate of each university; and that the tenure of the principals of colleges serving as members of the Senate and

the Academic Council, as also of all the academic members of the Syndicate, be fixed at three years as in the case of other members. The Commission further recommends the creation of (a) a separate Board of Studies for Undergraduate Courses in which teachers from the colleges are given strong representation, (b) a Council of Affiliated colleges consisting of representatives of the university and the colleges, and (c) a Board of Research Studies at the university level with representation given to research scholars. (2.10, 3.20, 3.21)

Social Control and Co-ordination of
Universities and Colleges

10.8 For promoting social control over higher education in a manner that does not make the system very rigid or too vulnerable to bureaucratic and other interference from outside, and for the co-ordinated development of higher education in the State, the Commission makes several recommendations:

- (a) A State Commission for Higher Education should be set up immediately for taking an overall view of the development requirements of the State in this sphere, and through which the State Government can make available, on a systematic basis, such funds as it is able to find for this purpose. It should be an autonomous body, consisting of no more than five members (each with specialised knowledge and experience in one or other of the major areas of higher education viz. natural sciences, social sciences, philosophy and arts, technology), and with a distinguished scholar from among them as chairman. None of the members need function on a full-time basis, but the Commission should have a full-time Secretary and a small but permanent Secretariat. (2.34)

(b) A major function of the State Commission for Higher Education would be to frame programmes for the development of higher education in the State, preferably with a 10-year perspective, and in the process co-ordinate the programmes prepared with a similar perspective by all the universities in the State. For this purpose, as also for periodic evaluation of the state of higher education, the Commission may constitute expert panels to review the status of teaching and research in different subjects. (2.35)

(c) Apart from such perspective planning, the State Commission for Higher Education should be able to act as an inter-face between the Government and the universities in the State. It should therefore be the responsibility of this Commission to assess also the maintenance requirements of each university, including its normal requirements for acquisition of books and journals, and administer the funds made available by the State Government for this purpose as well as for their development. It need not be entrusted with the task of administering the normal grants-in-aid given by the State Government to the colleges; but individual colleges affiliated to the universities in the State should be able to approach the Commission for assistance for specific development purposes.

(2.35, 2.36)

(d) All private colleges should be required by Statute to reconstitute their Boards of Management, as part of the conditions of affiliation, each Board having no more than

13 to 15 members but including the Principal, 2 teachers from within the college (1 from the relatively senior category and 1 from the junior), 2 representatives from the university concerned (of whom at least 1 should be a teacher), and 1 teacher nominated by the concerned Directorate in the State Government. In the case of colleges maintained by the Government and the universities, an Advisory Council with similar composition should be constituted for each college. The nomination of representatives from the universities and the concerned Directorates in the Government could be made from panels of scientists, engineers, doctors, accountants, journalists, literateurs, teachers, etc. who have the outlook and professional experience required for taking active interest in higher education; such panels may be maintained in the proposed State Commission for Higher Education for ready reference by others when required. (2.38)

- (e) A State Inter-University Board should be formed to promote co-ordination between universities, particularly in matters affecting students (such as migration from one university to another), as well as closer interaction between them. The Board, consisting of representatives from the universities, need meet only once a year (2.5)

10.9 Since the Commission proposes no change in the present administrative arrangements for funding the normal maintenance requirements of government colleges, and for channeling grants-in-aid to the private colleges, the role of the Department of Education and of the concerned Directorates (i.e. the Directorate of Collegiate Education, the Directorate of Technical Education, and the Directorate of Medical Education) in regard to these matters will remain

substantially the same as hitherto. The Department and the Directorates might however secure the advice of the State Commission for Higher Education on issues such as the norms to be applied when making funds available for maintenance. There are also several improvements that can be made by the Department of Education in the administration of government colleges, such as by delegating more powers to the concerned Directorates and giving additional powers to the Principals.

(2.39)

Decentralization in Academic Management and Administration in Universities and Colleges

10.10 Along with proposals for decentralization at the higher levels of the governance and administration of universities and colleges, and for greater involvement of teachers and other professionals at this level, the Commission makes several proposals for decentralising academic management and administration within universities and colleges. The most important of them are:

- (a) Departmental Councils should be set up consisting of all the Lecturers, Readers, and Professors in each university department. In place of the existing practice of appointing Heads of Departments, the tasks of management and administration in each Department should be entrusted to a Committee of Management, headed by a Chairman who could be nominated by the Vice-Chancellor from among its members and appointed for a specified period (with option to appoint someone else later or reappoint the same person). The Committee of Management should function in close association with Joint Consultative Committees of Students and Teachers in each Department. (3.10, 3.11)
- (b) The Departmental Councils and Committees of Management should be vested with sufficient

powers and responsibilities to provide a focal point for the common professional interests of all members of a Department irrespective of their seniority and status. Within specified limits laid down by bodies such as the Academic Council, each Department should have the freedom to make its own arrangements without having to secure the approval of the higher 'authorities' at each stage or seek the administrative intervention of the 'officers' of the university. The objective should be in fact to develop a new authority at this level with stronger academic commitment and focus than can be developed at the higher levels of university governance. Each Departmental Council should naturally be provided with the minimum necessary financial provisions and secretarial assistance.

(3.12)

- (c) Similarly, every college in a university should be required to constitute a Staff Council with wide-ranging functions. (3.15, 3.16, 3.17)

10.11 The Commission supports the proposal made by the Education Commission earlier for setting up autonomous colleges within the framework of universities. Since the objective is to permit more flexibility and administration in academic matters, the Commission believes that it can be achieved also, on a less exclusive basis, by universities adopting policies that would give much wider scope for flexibility and experimentation at the college level in regard to undergraduate courses. The recommendations of the Commission in respect of organisational arrangements outlined in paragraph 10.10 above, and in regard to academic programmes at the undergraduate level (to be outlined in paragraphs 10.19, 10.20), have been framed with this in view.

(3.18, 3.19)

Selection and Appointment of Teachers

10.12 In this context, the Commission makes some recommendations for improving the procedure for selection and appointment of teachers in the universities, and colleges (government as well as private); they are mainly to ensure that the selection committees have enough members with the necessary academic background and expertise and the selection process is reasonably expeditious. (2.46, 2.49, 2.50)

10.13 In this context the Commission urges that, in the selection of teachers in the universities, appointments should be made only if the experts are unanimous in their recommendation; and that, if this condition is fulfilled, the Syndicate should under no circumstances modify or hold in abeyance the acceptance of the recommendations. (2.47)

10.14 While the Commission does not recommend any changes in the policy of reservations in appointments, it offers a few proposals for adoption in the method of administration of this policy in relation to appointments in the universities. They are that:

- (a) teaching posts in the universities may be grouped into two categories, one consisting of only Lecturers and the other of Professors and Readers;
- (b) the specified percentages for each of the concerned social groups should be applied separately for these two categories;
- (c) while the universities need not be asked to earmark particular posts for any one of the social groups, they could instead be required to conform to the specified percentages for all the new appointments in each category, in all the departments taken together, during

a block period of two years;

- (d) each university may be required to furnish detailed statements of the appointments made each year, indicating how far they conform to the specified percentages and giving the reasons for the deviations, if any; and
- (e) in case a university faces genuine difficulties in conforming to the specified percentages over a block period of two years, it should be required to secure the assent of the Chancellor in advance before carrying over the arrears to the next block period, and seek his directions regarding the percentages to be adopted by the university in the new appointments to be made in the following block period. (2.51, 2.52)

Financing of Colleges

10.15 After reviewing the policies followed by the State Government in regard to the financing of colleges under private management, the Commission observes that the system as a whole appears to be not designed well enough to promote the development of undergraduate education along desirable lines. Though substantial grants-in-aid are extended by the Government

- (a) they are available, even in the case of colleges which receive grants-in-aid, only to the extent necessary for maintaining their staff at more or less customary levels;
- (b) the present system for extension of these grants have resulted in very little funds being set apart by the management for even routine acquisition of books for college libraries, and in teacher-student ratios being allowed to deteriorate;
- (c) no funds are available from the State Government for improvements in the quality of such education or for any other developmental purpose; and
- (d) in the case of colleges which do not get grants-in-aid from the State Government, the fees they have been permitted to charge have become so extortionate that, even if they apply only to a limited proportion of the students

admitted, they offend the basic principles and values of
academic organisation. (2.31, 2.32)

10.16 In the light of the above, the Commission makes a
number of recommendations. They are:

- (a) private colleges may be allowed to retain the standard fee collected from students on condition that it is used entirely for acquisition of books and journals and/or purchase of equipment for laboratories;
- (b) the proposed State Commission should make available funds for the development of undergraduate colleges, including such supplementary funds as are required for introducing improvements in the content and methods of undergraduate education, but the assistance so extended should be based on specified criteria reflecting the degree to which the colleges concerned have shown willingness to raise additional funds on their own for introducing such improvement;
- (c) individual colleges should be permitted to enhance fees to the extent of three or four times the prescribed standard fee for a course, and levy the additional fee as 'development fee', provided that
 - (i) the additional fees are charged for only courses in which improvements are being made, and the additions so made can be demonstrated to be on account of the additional expenditures involved;

- (ii) the proposed additions to fees have the support of the Staff Council of the college concerned;
- (iii) discussions are held in the Joint Consultative Committees of Students and Teachers in the college and their agreement secured;
- (iv) while the additional fees may be charged for each year of a whole course (such as for the B.A. degree), or for specified courses that are part of it offered in different years of the course, all other fees which go by the name of development fees or by any other (except the normal fees) are withdrawn; and
- (v) the Government gives additional financial assistance to students belonging to scheduled castes, scheduled tribes, and 'backward classes', as well as other deserving students, to the extent to which they are actually affected by increases in the fees charged.

The Commission is of the view that, if the assistance extended by the Commission for Higher Education is on a matching basis, taking into account performance criteria of the kind indicated above, it would become possible to give considerable inducement to the management of the private colleges, as well as teachers and students in these colleges, to make collective efforts of the sort that alone can help to raise the standards of undergraduate education. It will also help to reduce the degree to which higher education has to be subsidised by the general taxpayer. (2.40 to 2.43)

10.17 The Commission strongly recommends that levying of capitation fees should be totally disallowed in all colleges, professional or otherwise, within the next five years, and that, to ensure a smooth transition to a less inequitable

system, this may be done as a phased programme on the following basis:

- (a) no new colleges based on levy of capitation fees be allowed from 1980-81;
- (b) the present system of grants-in-aid be extended to all colleges from 1981-82;
- (c) professional colleges offering courses in engineering and medicine be permitted to raise their annual fees to the extent of 4 to 6 times the prescribed standard fees, following the same procedures as indicated in paragraphs 2.42 and 2.43; and
- (d) the number of seats which the management is permitted to allot be not allowed to exceed 20 per cent of the admissions in 1981-82, 15 per cent in 1982-83, 10 per cent in 1983-84, and 5 per cent in 1984-85, with none thereafter. (2.44)

Undergraduate Programmes

10.18 The organisational and administrative arrangements recommended in Chapters 2 and 3 are a prelude to, and an essential condition for implementing, the proposals made in Chapters 4 and 5 in regard to academic programmes at the undergraduate level and post-graduate and professional education and research. The Commission emphasizes that it is not enough for a programme of academic reform to be sound and reasonable in its broad conception; it has to be worked out in detail, discussed threadbare among students and teachers, and translated into agreed and workable operational terms. The Commission also observes that major improvements can be brought about at the post-graduate level (including research) only along with

strengthening the foundation through selected undergraduate courses; it has therefore concentrated its attention more on undergraduate education.

10.19 The main thrust of the recommendations made in regard to undergraduate programmes is to introduce a measure of flexibility in the structure as well as the content of the courses, thereby providing a wider range of choice and of opportunities to students and considerable scope for teacher-initiative in the matter of developing curricular programmes. Within the broad framework of these recommendations, the colleges will also have considerable freedom to choose courses which they wish to implement; in this sense colleges will enjoy autonomy in varying degrees to the extent they are prepared for.

10.20 The main recommendations for remedying some of the major maladies afflicting undergraduate education at the college level in Karnataka are:

- (i) offer various types of courses to suit different needs of students, and permit a flexible combination of courses for study at undergraduate level;
- (ii) teach the English language (rather than literature) with Kannada, in such a way as to improve the ability of students to communicate effectively in the language;
- (iii) initiate two types of Bachelor's degree programmes, General and Special, the former primarily intended to provide liberal education and some vocational training, and the latter intended for those who want to pursue post-graduate and higher professional studies after graduation (see paragraphs 4.17 to 4.21 for details); and

- (iv) evolve a more flexible and meaningful examination system which minimises the undue importance given to centralised examinations (see paragraphs 4.7 to 4.9, and 4.30 for details).

10.21 The types of courses recommended for being made available at the undergraduate level are:

- (i) Basic courses in three subjects of choice (such as physics, chemistry and mathematics; history, economics, politics, etc.); these should be courses dealing with the basics of the subjects, and should include material that is essential in the subjects concerned;
- (ii) Supplementary courses related to some of the subjects of choice in (i): these courses are meant to supplement basic courses in the subjects of choice;
- (iii) Specialised courses at advanced level: these are meant for students who may like to go for higher studies in a subject after graduation;
- (iv) Projects;
- (v) Vocational courses; and
- (vi) Subjects for self-study. (4.11)

10.22 All students would be required to take basic courses typically in three subjects of their choice. Supplementary courses in various subjects, including interdisciplinary ones, would be available to all students. They should be able to take some courses for self-study. Self-study courses could be offered in languages or in other subjects where they would be given assignments (essays, problems, reports etc.) and expected to show satisfactory performance at the end of the term. Those taking the special degree programme could choose

some aspects related to their specialization for self-study; such self-study courses would of course require close guidance and supervision by teachers. (4.12)

10.23 The kind of undergraduate programmes proposed would mean that students opting for the general degree programme would take two languages (some of the prescribed readings being on a self-study basis) and basic courses in some (say, three) subjects of choice during the first two years. During the second year, they would take supplementary courses in some of the subjects or/and vocational courses. During the final year there could be greater emphasis on vocational courses or supplementary courses (depending on student interest) as well as on projects. (4.17)

10.24 Students taking the special degree programme would select basic subjects during the first year, along with languages and supplementary courses, and projects during the second year. They would concentrate mainly on advanced courses in the area of specialization during the third year. Some of the advanced courses could be taken up on self-study basis. (4.19)

10.25 The success of such programmes (particularly self-study courses and projects) depends on the ready availability of good text-books and other reading material. The Commission recommends that text-books should be therefore specifically prescribed for each course to discourage the tendency to rely on class room notes and bazaar cram books. (4.22)

10.26 The Commission visualizes that flexibility in undergraduate education can be introduced by stages in the manner proposed within the existing framework of the term system. The flexible system of courses proposed would require increase in the number of teachers and corresponding increase in expenditure.

But this, the Commission recommends, should be treated as essential to get the full benefit from the heavy investments already made in setting up colleges and universities. The execution of such programmes could be worked out on a phased basis and financial support given to institution selectively on clearly stated criteria, as outlined in para 10.16 above. (4.23)

10.27 The Commission is of the view that the medium of instruction should not be a serious limiting factor if adequate training is provided to students in communicating through English and Kannada. While literature courses could be taken by students with the required interest and aptitude, what most students require is a working knowledge of English as a library language. The required instruction can be given through tutorials (or preceptorials) by using audio-visual facilities. This would not necessarily increase the workload of teachers, but would make teaching and learning more intensive. Audio-visual facilities can be provided at a cost of approximately Rs.20,000 per college. Once reasonable facilities in the use of the English language is ensured, those taking Kannada medium would not be at a disadvantage whether they go for post-graduate studies or to any other sphere. In the Commission's view, it is not necessary to include English among the subjects to be taken in the university examinations; it should suffice if students learn the language and satisfy the college. (4.24)

10.28 The Commission strongly recommends project-based courses, as students can thereby learn to apply their knowledge to real situations, and such courses can give undergraduate education a practical bias. Engineering students in Karnataka have already taken up well-defined projects related to local or regional needs and, with the support given by the Karnataka State Council for Science and Technology, demonstrated how useful such work can be. Similar projects can and should be designed imaginatively in almost all subjects.

(4.25, 4.26)

10.29 Since one of the main difficulties students face is the non-availability of good text-books for the prescribed curricula, the Commission proposes that Karnataka should provide effective support for production of good text-books. The State Commission for Higher Education could approach eminent teachers and research workers to write suitable books and offer attractive honoraria at least comparable with the advance payments often offered by commercial publishers to writers of popular cram-books. (4.30)

Proposed System of Student Evaluation

10.30 In the context of the new programmes recommended, evaluation of student performance would call for a number of changes in the traditional pattern of examining students. Evaluation of students would in fact have three components:

- (i) Evaluation in courses, such as those based on self-study or projects, where the college would only give "satisfactory" or "unsatisfactory" ("S" or "U") grade to students; in these cases, the marks awarded need not be shown in the final marks card or certificate, and students would only have to get "S" in such courses for securing the degree.
- (ii) Evaluation in all other courses made by the concerned college on the basis of periodic examinations (ensuring that students get sufficient opportunities to take repeat examinations during each year).
- (iii) Evaluation in the university examinations in the optional subjects.

According to the proposed scheme, the results of college examinations in various subjects will be indicated along with the results of the university examinations (in a few subjects,

say three) in the marks card or certificate issued to a student at the end of each year. The university examinations would serve to act as a check on the college examination results and provide a uniform frame of reference for evaluation. Colleges could also indicate on the marks card/certificate, the ranking of a student in his/her class in terms of percentile, stating whether he/she is in the top 5% (outstanding), top 10% (very good), top 20% (good), top 40% (above average), or top 60% (average). Such rating would naturally be with respect to the social settings and the nature of the student population in the institution concerned, but could be a better indication of the academic potential of a student than in an evaluation in which students from diverse social settings are involved. A student taking the special degree programme need be examined by the university only in the third year in the subject of specialization, while a student taking the general degree programme could be given university examinations in the three subjects of choice. We present in statement IV.1 a typical marks card for a student at the end of the second year B.A./B.Sc. course. The university and the colleges should give explanation in detail of the meaning of the entries in such cards.

The recommended examination system attempts to incorporate the good features of internal or college level examination and external or university examination. (4.31)

10.31 The Commission has found, in the course of discussions with students, that they have serious reservations about internal evaluation. Favouratism, parochial considerations, and such factors seem to be responsible for the widespread suspicion entertained by students. While the Commission appreciates this difficulty it suggests that the teaching community should do everything possible to allay such fears and bring credibility to internal evaluation. For example, marked answer books should be freely shown to students and a second evaluation carried out where needed. When the Commission mentioned such possibilities for correcting the biases of particular teachers, students were generally found to

endorse internal evaluation.

(4.32)

10.32 It would be necessary for each university to work out the details of the proposed examination system before giving effect to it. The examination system suggested would also necessitate having entrance examinations or specially arranged interviews for admissions to post-graduate classes, as is now being arranged in some of the Central universities. The universities in Karnataka should also seriously consider organising a joint entrance examination for admission to technical, medical and other professional colleges (just as in Andhra Pradesh and in some central institutions) in order to assess properly aptitudes and competence of candidates for a particular course of study. Much of the unfairness of the present examination system is because a single number, worked out as an average of the marks secured in different subjects, is used for a variety of purposes that require evaluation on an entirely different basis. The scheme may seem more complex and unworkable, but this is unavoidable if students are to be protected from the undesirable consequences of the apparent simplicity of the present system. (4.34)

Preparatory Steps

10.33 Though the Commission has outlined a few of the possible course-patterns, it would be necessary for each university to work out the details before taking concrete steps to implement its recommendations. Colleges would have opportunities to impart instruction to students in several ways. All the colleges could offer the standard basic and supplementary courses of the general degree programme; they could substitute some of these courses by projects or vocational courses. Some of the colleges could give specialised (advanced) training in some of the subjects. It is not necessary that all colleges provide advanced training in all the subjects; depending on the faculty and facilities in the college, the special degree programme should be restricted to some of the subjects. Colleges would also have the

freedom to opt for different types of vocational courses, and innovate new types of projects and supplementary courses in various subjects including interdisciplinary ones. Moreover, they could decide whether or not to accept responsibility for the instruction and evaluation of students in certain courses, such as those based on self-study, projects or even vocational training, and in what subjects they may do so. Since different colleges could opt for different types of courses or combinations thereof, we would have thereby provided a certain degree of autonomy to them. The degree of autonomy would naturally vary from college to college depending on the educational programmes. Only those colleges which fully make use of the opportunities for innovation and curricular reform would then become candidates for becoming "autonomous colleges."

(4.35)

10.34 To start with, a few of the good colleges with the necessary personnel and resources may embark upon the innovations outlined in the earlier paragraphs; in due course many more colleges may be in a position to implement these recommendations. Such colleges may be in need of financial assistance, at least in part, either from the State Commission for Higher Education or from the University Grants Commission at the Centre. The present practice of universities in Karnataka to grant temporary affiliation, in some cases just for one year at a time, can come in the way of these colleges qualifying for such financial assistance (particularly from agencies like the U.G.C.). The Commission would therefore recommend that colleges be given permanent affiliation after an initial period of 3 to 5 years (depending on the length of the courses offered by them) and that adequate steps be taken in the intervening period to ensure that all the conditions of affiliation are fulfilled

Post-Graduate Courses

10.35 The Commission has not found it possible to assess and comment on the status of individual subjects and departments in the three universities under review. The general

impression it has however formed is that (a) the quality of post-graduate courses in many of the university departments is below par and does not compare favourably with the best in the country; and (b) they need a period of preparation and consolidation for promoting greater specialisation among the members of their faculty and for offering more diversified courses at the required level. It is therefore the view of the Commission that the main focus of the majority of the university departments has to be probably on strengthening the personnel available to them for such post-graduate teaching and research. (5.1)

10.36 The Commission makes the following recommendations for strengthening post-graduate teaching and evaluation:

- (a) university departments located in Bangalore and Mysore be given the authority and the supporting funds necessary to associate a wider range of teachers drawn from undergraduate colleges in their academic activities and promote thereby greater specialization and scholarship all round;
- (b) experiment with proposals for reform of courses available in various reports published by the University Grants Commission, and give greater importance to self-study, carrying out of projects (of the kind proposed for undergraduate programmes), and interdisciplinary studies;
- (c) a beginning be made in the evaluation of post-graduate students both by the department(s) concerned (through periodic examinations) and by the university through final examinations; and
- (d) develop M. Phil programmes to train students in specific, well-defined frontier or inter-

disciplinary areas, provide in-service training programmes for college teachers, and serve as a pre-requisite for admission to Ph.D programmes.

(5.2, 5.3, 5.4, 5.5)

Research and Centres of Advanced Study

10.37 It has not been possible for the Commission to go deeply into the research output from the universities under review, but it appears from an over-all review of the information made available to it that the research carried out is by and large not outstanding and that the areas of research being pursued are well-trodden. Since the quality of post-graduate education is closely related to the quality of research, it is important to make such curricular changes as would promote good research. The morale of research scholars was also found to be low on account of various unnecessary procedural impediments. The mechanics of Ph.D registration, the procedures relating to fellowship contingencies, submission of thesis and evaluation, all require streamlining. (5.6, 5.7)

10.38 The possibility of setting up of centres of advanced study in selected areas in the natural and social sciences, as well as in other subjects, needs to be explored. They should be organised in such a way as to be useful to all the universities in Karnataka and attract the best available talent in India. These centres established within the State could provide the necessary thrust and stimulus from within for raising standards of teaching and research. They could also help to train students and teachers at the M.Phil and Ph.D levels. The State Commission for Higher Education could be given the responsibility of identifying and building up such centres. (5.11, 5.12 and 5.13)

10.39 At present, there is very little effort in initiating courses, projects and research in interdisciplinary areas. Modern day problems in science and technology, as well as in other areas, require an interdisciplinary approach. It is

therefore recommended that candidates choosing to work in interdisciplinary areas be given active encouragement instead of being faced with numerous restrictions. Inter-departmental collaboration at the M. Phil and Ph.D level is essential.

(5.34)

Engineering Education

10.40 There has been, in recent times, unplanned proliferation in the number of engineering colleges, affecting the quality of education. Engineering education has also become a purely commercial venture in many of the institutions which are being opened with the lure of capitation fees, often in the face of opposition from the universities concerned. The intake of the engineering colleges has increased enormously with no commensurate increase in either teaching staff or facilities. The system of unlimited 'carryover' has resulted in chaotic examination arrangements. Various other deficiencies have further aggravated the situation and brought down the standards.

(5.24)

10.41 It is not enough if engineering education succeeds in producing professional engineers of the traditional type; there is need for engineers with an adequate knowledge of physical and life sciences and humanities and social sciences.

The Commission makes the following recommendations for serving as guidelines in reorganising undergraduate engineering education:

- (a) Unplanned growth of engineering colleges should be immediately stopped.
- (b) It is highly desirable to adopt the modular form in engineering education at the undergraduate level, with enough scope to teach courses of relevance in the physical and life

sciences as well as in the social sciences.

- (c) Courses designed to lay a proper foundation for the engineering student for acquiring abilities such as engineering skill, professional attitudes and engineering arts should be incorporated in the curriculum.
- (d) Steps should be taken to promote the active participation of industries and other areas of engineering activity in the curriculum development for engineering colleges, and efforts made to involve institutions active in social and economic studies for evolving courses on need-based engineering aspects.
- (e) The curriculum in a given engineering college may include typically two types of units in the modular system for the courses, namely -
 - (i) standard units common to all engineering colleges in the State and pertaining to traditional engineering subjects; and
 - (ii) college-devised units derived in consultation with industries or other areas of engineering activity (with each engineering college given the sole responsibility of devising these units).
- (f) There should be a greater degree of communication between the academic staff in the engineering colleges and the personnel in industries and other areas of intensive engineering activity. At present college teachers are sponsored to take up research or studies in institutions of higher education, leading towards research degrees or degree through course work. The possibility of deputing teachers to industries and other

centres of engineering activity, with the object of carrying out detailed investigations on problems encountered there, should be seriously examined. (5.16 to 5.25)

Medical Education and Teacher Education

10.42 Out of the 9 medical colleges in the State, 5 are under private management; permission has been obtained to start a few more colleges under private management. Though private colleges do not get any grants from the Government, most of them get the facilities of government hospitals for clinical instruction to students and are therefore subsidised to this extent. At the same time, these colleges are permitted to levy substantial 'capitation fees' from students admitted to a considerable proportion of the seats; this has had deplorable consequences. It is time that this system is abolished altogether and all medical colleges under private management brought under the grant-in-aid system. (5.27)

10.43 The curriculum, methods of teaching, practicals, and clinical instruction in the medical courses are generally archaic and outmoded. It is essential that the universities give greater flexibility to medical colleges in imparting theoretical and practical lessons to students, since medical education is to a large extent through apprenticeship. Students should be encouraged to master the principles and practice of community medicine, and a large part of such study should be devoted to environmental health, sanitation, disorders of nutrition, population dynamics and so on. (5.28)

10.44 Although post-graduate courses are conducted in many of the medical colleges in almost all the specialities, there are no organised, well-developed post-graduate departments with full-time faculty devoting their time to training future specialists. At present, universities give affiliation

only on a temporary basis; this leaves the colleges in a state of suspense and discourages their future development. While much greater care needs to be taken in granting affiliation even on a temporary basis, it is the duty of the universities to have a sympathetic understanding of the problems of these colleges and give them all the assistance necessary for acquiring permanent affiliation and improving the range and quality of the courses offered by them. (5.30)

10.45 The universities should also initiate courses of study to increase mid-level personnel for medical and health care by instituting degree courses of study in medical laboratories, technology and nursing, and for training health and physician assistants. (5.31)

10.46 There is urgent need to re-examine the curricula of Teachers' Colleges, placing greater emphasis on problems and issues relevant to the country and the State, typical of them being mass education problems, problems of disadvantaged children, the rural scenario, problems of communication with children, etc. The subject content of the courses should also be strengthened. In order to do all this, and encourage students to develop projects for more intensive studies, it may be necessary to have at least 40-45 working weeks during the year. (5.35, 5.36)

Non-Formal Education and Library Development

10.47 The main channel now available for non-formal higher education in Karnataka is through Correspondence Courses organised by the Mysore University through its Institute of Correspondence Course and Continuing Education. On account of the fees payable for correspondence courses being higher than for regular courses in a college or university department, and the relatively small staff it maintains, the Institute has been having a surplus in its budget almost every year, and has accumulated over the last decade an amount of about

Rs.1.5 crores. Thus, while those registered for higher education through formal channels are subsidised, those seeking it through non-formal media are evidently being taxed. This raises some questions, the most important of them being whether the Institute should not have more staff and offer better facilities to those registered for the correspondence courses. The Institute has been setting up libraries in different centres for the use of candidates registered for the correspondence courses, but more needs to be done. It appears to us that the rates of payment now being made to 'ad hoc teachers' for evaluation of response sheets (e.g. 25 paise per response sheet in the case of undergraduate courses) are too low; higher rates should be paid also for the lessons sent out if such work is to be readily undertaken by competent persons. (6.7)

10.48 It is evident that there are many possibilities to be explored in the realm of continuing education, such as the use of the radio for broadcasting lectures on particular wave-lengths in the early hours of the morning and late in the evening. It should also be possible for the universities to organise extension lectures on a variety of subjects for the general public, in the cities as well as in small towns. In fact, it is not correct to think of higher education in terms of only specified courses in the universities and the degrees awarded by them. Higher education needs to be viewed as a continuing process in society which anyone should have access to. (6.9)

10.49 A still more important contribution to the spread of non-formal education could be building up well-stocked libraries and making the facilities available not only to teachers and students formally associated with higher education but to others with scholarly interests in the society around beyond the usual class hours and on holidays. It is therefore very essential to promote an extensive programme of development of libraries within the State, with the university and college libraries serving as the repositories of more

specialised books and journals than can be made available on a larger scale through public libraries. (6.10)

10.50 Judged by current prices of books and journals, the grants to library within each university are totally inadequate. We recommend that in each university an amount of not less than 20 lakhs be set apart each year for acquisition of books and journals for the university library. The limited funds made available to the library, including funds sanctioned by the University Grants Commission, are sometimes diverted to meet other expenditures; this has had extremely serious effects on the procurement of even the most essential books and journals very much needed by staff and research scholars. To avoid such interruptions and dislocations in the future we propose that (a) no cuts should be made by the university administration in the budget estimates sent by the Library Committee before having detailed discussions with it and securing its agreement; (b) the State Commission for Higher Education should, while making available maintenance and development grants to the universities, indicate separately the amounts earmarked for the university library; (c) the library should be treated as a semi-autonomous unit within the university framework so far as the utilisation of funds are concerned, and the funds earmarked for the library should not be diverted elsewhere without the specific agreement of the Library Committee; (d) the power to utilize these funds shall be also vested in this Committee; and (e) grants earmarked for purchase of books and journals, if they remain unutilised at the end of the financial year, should be exempted from lapsing, and the unspent balance carried over to the next year and added to the grants made available for the same purpose in that year. Since prices of books and journals have been rising at the rate of over 20 per cent per annum, corresponding increases should be made in the grants given for library development taking into account the rate of increase in their prices. (6.14)

10.51 Since more universities are being set up in Karnataka, and the pressure on available funds is likely to grow, it may be necessary (and useful) to make various co-operative arrangements among university libraries. There may however be limitations imposed by distance and other factors, and it is therefore necessary to consider also other ways of meeting the situation. We would suggest providing the libraries with the following:

- (a) telex equipment to all the university libraries to speed up inter-library loans;
- (b) adequate and efficient reprographic equipments, with personnel to operate them efficiently, so that Xerox copies of articles from periodicals not subscribed to, or chapters from books not in stock, can be furnished without much loss of time or money; and
- (c) sufficient funds for the installation of telex, purchase of equipment, hiring of operators, and for supplying of Xerox copies to research scholars at nominal cost. (6,15)

10.52 It is essential to frame a comprehensive programme not only for the development of university and college libraries but for linking them with a wider network of public libraries (including libraries at the village level). The expenditure involved may be large when judged by the standards and practices adopted in the past, but this again can be phased over a period. We have no doubt that library development on such a scale will prove to be one of the most valuable investments made for the social, economic and cultural development of the State. But it will require careful planning and co-ordination. It is beyond our competence even to indicate how this may be done. We would therefore urge the setting up of a group of distinguished librarians at an early date to work out the details of such a programme and suggest the further steps that need to be taken. This could also be done under the auspices of the proposed State Commission for Higher Education. (6,16)

Student Welfare and Related Matters

10.53 The Commission is of the view that student welfare should be an integral part of the education programme and therefore makes the following recommendations:

- (a) orientation programmes should be arranged in each college at the beginning of the academic year giving information regarding accommodation, food, class programmes, method of preparation of class work, traditions of the college, rules and regulations of the college etc;
- (b) each fresh entrant should be assigned to an academic adviser for guidance and help; (7.2)
- (c) in addition to providing normal facilities like residential accommodation with safe drinking water etc., each college with 1000 students should have a health centre in charge of a doctor (while colleges with smaller student strength may use part-time services of a local doctor);
- (d) group health insurance schemes covering all students and teachers in a college should be initiated by the management of each college;
- (e) an effort should be made to provide at least 20% of students with hostel accommodation,, particularly for colleges located in semi-urban areas, and students encouraged to run hostels on self-help basis. (7.6)
- (f) there is need for a non-student resident centre (which could also act as a day study centre for students who lack facilities at home), a canteen where nutritious food can be had at low cost, and a sports ground in each college. (7.7)

- (g) a course in counselling services should be introduced by the universities as a part of its in-service training programme, and one full-time Counsellor employed for 1000 students (with a part-time Counsellor if the student strength is lower);
- (h) University Employment and Advisory Bureaus should make available information not only about employment opportunities but also about scholarships and academic opportunities available in Indian and foreign universities for advanced courses; (7.4)
- (i) the Dean of Student Welfare should organise seminars and dialogues between students and staff, and in particular make arrangements with teachers of each college to ensure adequate supply of text books to students.

10.54 The Commission believes that discipline among students is best developed by improving student-teacher relationships rather than through rules and regulations. Better and more frequent contact, availability for advice, and awareness and interest in students problems on the part of the teacher tend to inculcate in the minds of students some kind of a self-imposed discipline. As stressed earlier, students should also have a voice in the formulation of the curricular programmes in decisions concerning methods of teaching and evaluation of students, and in a variety of other matters concerning them. This can be achieved by giving them representation in the proposed Departmental Councils and in Joint Consultative Committees at the university level. Similar arrangements should be made in undergraduate colleges. (7.10)

Service Conditions of Teaching and Non-Teaching Staff

10.55 In the university, all the posts of teachers — lecturers, readers and professors — are filled up by direct

recruitment. Even after rendering many years of service, many Lecturers and Readers, though otherwise eligible, do not get selected for appointment to higher posts; this is partly because their number is larger than the available vacancies, and partly for the reason that some of the vacancies go to specified social groups under the reservation system. After considering various suggestions like having single running scale of pay, creation of supernumerary posts etc., the Commission recommends the adoption of a personal promotions scheme. All Lecturers and Readers, who satisfy all the criteria laid down for direct recruitment, may apply for assessment after the completion of 5 years of service in a university (and every 5 years thereafter) to a duly constituted Promotion Committee with one or two experts from outside. The Committee will assess their academic qualifications, teaching experiences and research output and, if found eligible, accord them personal promotions — by upgrading the posts held by them — without waiting for vacancies to occur. The scheme could be extended to the non-teaching staff upto the level of Assistant Registrar and Assistant Controller of Examinations, the assessment of work being made in this case by a Departmental Promotion Committee with the Vice-Chancellor as the Chairman. The higher posts of Deputy Registrar and Deputy Controller of Examination may be made selection posts and even these be made accessible to the non-teaching staff possessing necessary qualifications. (8.6, 9.4)

10.56 Pay scales recommended by the U.G.C. should be automatically adopted for teachers in the universities (as from the date suggested by the U.G.C.) and the State scales should similarly be adopted automatically for other teachers and non-teaching staff. Steps should be taken to rectify the anomalies in the payscales of lecturers in post-graduate departments and in teachers' colleges. The existing practice of appointing lecturers as 'Local Candidates' for long periods should be stopped forthwith. (8.7, 8.8, 8.9, 8.10, 9.8)

10.57 Besides the Faculty Improvement Programme initiated by the U.G.C., the universities should organise periodically in-service courses, orientation programmes, advance level courses, and even suitably designed M.Phil programmes so as to afford opportunities to college teachers for improving their professional competence. Similar opportunities should be provided for the non-teaching staff also; in addition it would be desirable to establish a Staff Administrative Training Institute for all the State Universities. (8.11, 9.5)

10.58 Universities should secure suitable grants from the State Government and take steps to provide residential accommodation to non-teaching staff; the age of superannuation of non-teaching staff in the universities may be raised to sixty years, as in the case of university teachers. (9.6, 9.9)

10.59 The Commission feels that in order to consider and resolve matters relating to service condition, a Joint Consultative Committee with Vice-Chancellor as Chairman and including representatives of teaching and non-teaching staff may be set up within each university; similarly a Standing Committee with Vice-Chancellor as Chairman and including four or five representatives of the non-teaching staff may be set up to consider individual grievances of the non-teaching staff. (9.10, 9.11)

Appendix A

No,GS 41 BUM 78

Karnataka Governor's Secretariat,
Raj Bhavan,
Bangalore, 1st January 1979.

O R D E R

In exercise of the powers conferred by sub-sections (1) (2) and (3) of section 61 of the Karnataka State Universities Act, 1976 (Karnataka Act 28 of 1976), I, Govind Narain, Chancellor of the Universities of Mysore, Bangalore and Karnatak hereby constitute, in consultation with the State Government, a Commission consisting of -

- | | | |
|---|----|----------|
| (1) Dr K.N. Raj,
Fellow,
Centre for Development Studies,
Ulloor,
Trivandrum-11. | .. | Chairman |
| (2) Dr D. Jaganatha Reddy,
Director and Pathologist,
Vijaya Hospital,
Madras-26. | .. | Member |
| (3) Dr C.N.R. Rao,
Chairman,
Solid State & Structural
Chemistry Unit,
Indian Institute of Science,
Bangalore-12. | .. | Member |

to review the working of the Universities of Mysore, Bangalore and Karnatak and make its recommendations to the Chancellor through the State Government within a period of eighteen months from the date of this order, on the following matters, namely -

- (i) To review the past working of the three Universities in the State, namely, Mysore University, Karnatak University and Bangalore University in all aspects, academic (including teaching, research and extension) as well as administrative.

- (ii) To make recommendations for the future working and progress of the three Universities in all aspects, academic as well as administrative and to suggest the broad outlines of and priorities for their future development.
- (iii) To suggest, where necessary, changes or improvements to the Karnataka State Universities Act, 1976, to enable the various officers, authorities and other functionaries of the Universities to function effectively to realise the objectives enunciated in section 4 of the Act.
- (iv) To advise on measures to be adopted for meeting the various requirements for the alround development of students, including provision of necessary facilities for their curricular and extra-curricular activities, vocational guidance, hostel accommodation, health and welfare measures etc., as well as for maintenance of discipline among students.
- (v) To advise, on the maintenance of discipline among teachers and employees of the Universities and their relationship with the University administration, keeping in view the need for co-operation and co-ordination between them and among the faculties and departments, for , successful implementation of inter-disciplinary programmes.
- (vi) Any other matter, incidental or ancillary to the above which the Commission may consider to be important.

The headquarters of the Commission will be at Bangalore; but the Chairman will have the freedom to hold meeting of the Commission at any other place, within or outside the State, at his convenience.

Separate orders will be issued regarding the terms and conditions of appointment of the Chairman and other members of the Commission, the staff to be appointed, and other related matters.

Sd/-
Govind Narain
Chancellor
of Universities of Mysore, Bangalore
and Karnatak

By Order,
Sd/-
(N.P. Singh)
Secretary to Governor.

In Order No.GS 41 BUM 78, dated 14th July 1980, the Chancellor of Universities of Mysore, Bangalore and Karnatak extended the term of the Commission by two months from 1st July 1980 to 31st August 1980.

Appendix B

AMENDMENTS TO THE KARNATAKA STATE UNIVERSITIES ACT, 1976 PROPOSED BY THE COMMISSION

Existing provisions	Provision as amended
1	2

CHAPTER-I

Section 2 (2): "College" means an institution maintained by the University as such and includes an institution admitted to the privileges of the University as an affiliated college of the University in accordance with the provisions of this Act.

Section 2 (2A): 'Department', 'Department of Studies', 'Post Graduate Department' and 'Post Graduate Department of Studies' means the Department, Department of Studies, Post Graduate Department and Post Graduate Department of Studies in the University, run and maintained by the University.

Section 2 (2): "College" means an institution maintained by the University as such and includes an institution admitted to the privileges of the University as an affiliated college of the University including an autonomous college in accordance with the provisions of this Act.

Section 2 (2A): 'Department' means Post-Graduate Department run and maintained by the University.

CHAPTER-II

Section 8 (1): The Chancellor shall, if so desired by the State Government and may, suo-motu, cause an inspection to be made by such person or persons as he may direct, of the University, its buildings, laboratories, libraries, museums, workshops and equipment and any institution maintained, administered, recognised or approved by the University and

Section 8 (1): The Chancellor on his own or on the advice of the State Government may cause an inspection to be made by such person or persons as he may direct, of the University, its buildings, laboratories, libraries, museums, workshops and equipment and any institution maintained, administered, recognised or approved by the University and

also of the examinations, teaching and other work conducted or done by the University and to cause an inquiry to be made in like manner in respect of any matter connected with the University.

Section 8 (3): The said person or persons shall submit a report of the result of the inspection to the Chancellor and shall forward a copy thereof to the State Government.

Section 8 (4): The State Government may address the Vice-Chancellor with reference to any matter referred to in the report indicating its observations and the Vice-Chancellor shall communicate them to the Syndicate for taking necessary action.

Section 8 (5): The Syndicate shall communicate to the State Government through the Vice-Chancellor such action, if any, as it has taken or proposes to take.

Section 8 (6): Where the Syndicate does not within a reasonable time, take action to the satisfaction of the State Government or fails to take any action, the State Government may, require the Vice-Chancellor to issue such directions as are necessary and the Syndicate shall be bound to comply with the same.

and also of the examinations, teaching and other work conducted or done by the University and to cause an inquiry to be made in like manner in respect of any matter connected with the University.

Section 8 (3): The said person or persons shall submit a report of the result of the inspection to the Chancellor.

Section 8 (4): The Chancellor may address the Vice-Chancellor with reference to any matter referred to in the report indicating his observations and the Vice-Chancellor may communicate them to the Syndicate for taking necessary action and if necessary, to the Senate.

Section 8 (5): The Vice-Chancellor shall communicate to the Chancellor such action, if any, as has been taken or proposed to be taken; the Chancellor may, if necessary, forward the same to the State Government with his remarks.

Section 8 (6): Where the Vice-Chancellor does not within a reasonable time take action to the satisfaction of the Chancellor or fails to take any action, the Chancellor may, require the Vice-Chancellor to issue such directions as are necessary and the Vice-Chancellor shall be bound to comply with the same.

Section 8 (7): The Syndicate shall furnish returns, statements, accounts or other particulars relating to the administration of the University as the State Government may, from time to time, require.

Section 8 (8): Notwithstanding anything in the preceding sub-sections, the State Government may, by order published in the official Gazette, annul any proceedings of the University which, in its opinion is not in conformity with this Act, the Statutes or the Ordinances.

Section 8 (9): Every order passed under sub-section (8) shall, as soon as may be, be laid before both Houses of the State Legislature.

Section 9: The following shall be the officers of the University, viz.,

- (a) The Chancellor;
- (b) The Vice-Chancellor;

Section 8 (7): The Vice-Chancellor shall furnish the returns, statements, accounts or other particulars relating to the administration of the University as the Chancellor may from time to time require and the Chancellor may forward the same to the State Government.

Section 8 (8): Notwithstanding anything in the preceding sub-sections, the Chancellor may on his own or on the advice of the State Government by order annul any proceedings of the University which in his opinion is not in conformity with this Act, the Statutes and Ordinances and cause the order to be published in the official Gazette;

Provided that before making any such order, the Chancellor shall call upon the University to show cause why such an order should not be made and if any cause is shown within a reasonable time, shall consider the same.

Section 8 (9): Every order passed under sub-section (8) shall be communicated to the State Government which may as soon as may be, place the same before both Houses of the State Legislature.

Section 9: The following shall be the officers of the University, viz.,

- (a) The Chancellor;
- (b) The Vice-Chancellor;

- (c) The Registrar;
- (d) The Controller of Examinations;
- (e) The Finance Officer;
- (f) The Deans;
- (g) The Librarian;
- (h) The Dean of Student Welfare;
- (i) Such other officers of the University as the Chancellor may, on the recommendation of the Vice-Chancellor, from time to time, designate.

Section 11 (4): The Vice-Chancellor shall, subject to the pleasure of the Chancellor and the provision of sub-section (3) hold office for a period of three years; but he shall be eligible for re-appointment.

Provided that no person shall be appointed as Vice-Chancellor for more than two terms.

- (c) The Registrar;
- (d) The Controller of Examinations;
- (e) The Finance Officer;
- (f) The Dean of Student Welfare;
- (g) Such other officers of the University as the Chancellor may, on the recommendation of the Vice-Chancellor, from time to time, designate.

Section 11 (4): The Vice-Chancellor shall, subject to the pleasure of the Chancellor, and the provision of sub-section (3), hold office for a period of three years; but he shall be eligible for re-appointment:

Provided that no person shall be appointed as Vice-Chancellor for more than two terms:

Provided further that no Vice-Chancellor shall be removed from his office except by an order of the Chancellor passed on the ground of misbehaviour, mis-management or incapacity and after due inquiry by such person who is or has been a judge of the high court or the supreme court as may be appointed by the Chancellor, in which the Vice-Chancellor shall have an opportunity of making his representation against such removal.

Section 12 (5): In case of any emergency which, in his opinion, requires immediate action, the Vice-Chancellor shall take such action as he deems necessary and shall at the earliest opportunity thereafter report the action taken to such Authority or body as would in the ordinary course have dealt with the matter:

Provided that if the action taken by the Vice-Chancellor is not approved by the Authority or body concerned it may through the State Government refer the matter to the Chancellor whose decision shall be final:

Provided further that if the decision taken by the Authority or body on the report of the Vice-Chancellor under this sub-section affects adversely any person in the service of the University, that person may prefer an appeal to the Chancellor through the State Government within thirty days from the date on which the decision was communicated to him and the decision of the Chancellor on such appeal shall be final.

Section 14 (1): The Registrar shall be a whole-time officer of the University appointed by the Chancellor in consultation with the Vice-Chancellor and the State Government. His emoluments and terms and conditions of service shall be such as may be determined by the Chancellor in like manner.

Section 12 (5): In case of any emergency which, in his opinion, requires immediate action the Vice-Chancellor shall take such action as he deems necessary and shall at the earliest opportunity thereafter report the action taken to such Authority or body as would in the ordinary course have dealt with the matter:

Provided that if the action taken by the Vice-Chancellor is not approved by the Authority or body concerned, it may refer the matter to the Chancellor whose decision shall be final:

Provided further that if the decision taken by the Authority or the body on the report of the Vice-Chancellor under this sub-section affects adversely any person in the service of the University, that person may prefer an appeal to the Chancellor within 30 days from the date on which the decision was communicated to him and the decision of the Chancellor on such appeal shall be final.

Section 14 (1): The Registrar shall be a whole-time officer of the University appointed by the Syndicate on the recommendation of the Vice-Chancellor for a period of three years, which may be renewed. His emoluments and terms and conditions of service shall be such as may be determined by the Syndicate.

Section 14 (2): He shall ex-officio be the Secretary of the Syndicate and member-secretary of the Senate, the Academic Council and the Faculties.

Section 14 (3)(d): to supply to the Chancellor and the State Government copies of the agenda of the meetings of the Authorities of the University as soon as they are issued and the minutes of meetings, ordinarily within a month of the holding of the meeting.

Section 15 (1): The Controller of Examinations shall be a whole-time officer of the University appointed by the Chancellor in consultation with the Vice-Chancellor and the State Government. His emoluments and terms and conditions of service shall be such as may be determined by the Chancellor in like manner.

Section 16 (1): The Finance Officer shall be a whole-time officer of the University appointed by the Chancellor from among officers of the Central or State Government having experience in audit, accounting and financial administration. He shall be on deputation to the University for such period and on such terms and conditions as may be determined by the Chancellor.

Section 14 (2): He shall be ex-officio Secretary of the Syndicate, the Senate, the Academic Council and the Faculties.

Section 14 (3)(d): to supply to the Chancellor copies of the agenda of the meetings of the Authorities of the University as soon as they are issued and the minutes of meetings, ordinarily within a month of the holding of the meeting.

Section 15 (1): The Controller of Examinations shall be a whole-time officer of the University appointed by the Syndicate on the recommendation of the Vice-Chancellor for a period of three years, which may be renewed. His emoluments and terms and conditions of service shall be such as may be determined by the Syndicate.

Section 16 (1): The Finance Officer shall be a whole-time officer of the University appointed by the Syndicate on the recommendation of the Vice-Chancellor for a period of three years, which may be renewed. The Finance Officer shall, however, be drawn from among officers of the Central (preferably from the IA & AS) or State Government having experience in audit, accounting and financial administration.

He shall be on deputation to the University for such period and on such terms and conditions as may be determined by the Syndicate.

Section 17: 1) Every Head of a Department of Studies who is a Professor shall, by rotation according to seniority, act as the Dean of the Faculty for a period of 2 years:

Provided that if in any Faculty there is no Professor, the senior-most Reader shall act as the Dean and if there is no Reader, such teacher as the Vice-Chancellor may designate shall act as the Dean.

2) The Dean of each Faculty shall be the executive officer of the Faculty and shall preside at its meetings.

3) The Dean shall have such other powers and functions as may be prescribed by the Statutes and Ordinances.

Section 18: 1) The Dean of Student Welfare shall be a whole-time officer of the University and shall be appointed by the Chancellor on the recommendation of the Syndicate.

2) His term of office, emoluments and other conditions of service shall be such as may be prescribed by the Statutes.

Delete;
(See Section 28(2)(d)(2))

Section 18: The Dean of Student Welfare shall be a whole-time officer of the University appointed by the Syndicate on the recommendation of the Vice-Chancellor for a period of three years, which may be renewed. His emoluments and terms and conditions of service shall be such as may be determined by the Syndicate.

3) He shall exercise such powers and perform such functions as may be conferred or imposed on him by the Chancellor or as may be prescribed by the Statutes or Ordinances or Regulations.

Section 19: The Librarian shall be a whole-time officer of the University and shall be appointed by the Chancellor on the recommendation of the Board of Appointment referred to in Section 49. He shall possess such qualifications and exercise such powers and discharge such duties as may be prescribed by the Statutes. His emoluments and terms and conditions of service shall be such as may be prescribed by the Statutes. He shall ex-officio be the Head of the Department of Library Science.

Delete.

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CHAPTER-IV

Section 21 (1)(4): The Director of Public Instruction, Karnataka.

Section 21 (1)(4): The Commissioner of Public Instruction, Karnataka.

Add (21)(1) (10): The Director of Medical Education and re-number the subsequent subsections.

Section 21 (1)(14): Five Members of the Karnataka Legislative Assembly elected from amongst themselves.

Section 21 (1)(15): Three Members of the Karnataka Legislative Assembly elected from amongst themselves.

Section 21 (1)(15): Two Members of the Karnataka Legislative Council elected from amongst themselves.

Section 21 (1)(17): Ten Principals nominated by the Chancellor in consultation with the Vice-Chancellor, by rotation, for a period of one year.

Section 21 (1)(18): Five representatives of teachers other than Principals, Professors and Directors in Post-Graduate Department elected from amongst themselves.

Section 21 (1)(19): Five Professors and Directors in Post-Graduate Departments elected from amongst themselves.

Section 21 (1)(16): One Member of the Karnataka Legislative Council elected from amongst themselves.

Section 21 (1)(18): Ten Principals to be nominated by the Chancellor on the recommendation of the Vice-Chancellor, by rotation, for a period of three years.

Section 21 (1)(19A): Ten Professors from the University and affiliated colleges.

(19B): Five Readers and five Lecturers from the University and affiliated colleges who have rendered at least 5 years of service:

to be nominated by the Chancellor on the recommendation of the Vice-Chancellor by rotation for a period of three years.

The colleges from which Professors, Readers and Lecturers are selected for nomination to the Senate, shall be mutually exclusive.

Section 21 (1)(20A): Four Professors of the Post-Graduate Departments other than the Deans;

(20B): Three Readers and three Lecturers of the Post-Graduate Departments who have rendered at least 5 years of service:

to be nominated by the Chancellor on the recommendation of the Vice-Chancellor, by rotation, for a period of three years.

The Post-Graduate Departments from which Professors, Readers and Lecturers are selected for nomination to the Senate shall be mutually exclusive.

Section 21 (1)(20): Seven persons elected by the Registered Graduates in the manner specified below:

(a) one by Registered Graduates in Law from amongst themselves;

(b) one by Registered Graduates in Engineering from amongst themselves;

(c) one by Registered Graduates in Commerce from amongst themselves;

(d) one by Registered Graduates in Medicine from amongst themselves;

(e) three by Registered Graduates other than those specified in clauses (a) to (d) from amongst themselves:

Provided that for the purpose of election of members by the Registered Graduates, a person entitled to stand as a candidate or to vote in more than one constituency shall before such date as may be appointed by the Statutes, choose the constituency from which he desires to stand as a candidate or to vote at the election and shall not be entitled to stand or vote in more than one constituency.

Section 21 (1)(21): Four persons elected by the Registered Graduates from among themselves.

Section 21 (1)(21): One woman registered graduate selected by the registered graduates.

Section 21 (1)(23): Fifteen persons nominated by the Chancellor in consultation with the Vice-Chancellor from among persons having special knowledge of Literature, Science, Arts, Co-operation and Social service of whom -

i) five shall be persons belonging to the Scheduled Castes;

ii) one shall be a person belonging to the Scheduled Tribes;

iii) five, of whom at least one is a woman, belonging to any of the classes declared by the State Government from time to time to be socially and educationally backward;

iv) two shall be persons belonging to religious minorities;

v) one shall be a person nominated by the Chancellor from a panel of five persons recommended by the Karnataka Union of Working Journalists; and

vi) one shall be a person representing trade and commerce.

Section 21 (1)(22): One women registered graduate to be nominated by the Chancellor on the recommendation of the Vice-Chancellor for a period of three years.

Section 21 (1)(24): (i) Ten persons nominated by the Chancellor in consultation with the Vice-Chancellor of whom -

(a) three shall be persons belonging to Scheduled Castes and Scheduled Tribes;

(b) one at least shall be a woman;

(c) one shall be a journalist;

(d) two shall be persons belonging to religious minorities;

(e) three shall be persons belonging to any of the classes declared by the State Government from time to time to be socially and educationally backward.

Section 23 (2)(d): recommending to the Chancellor through the State Government to institute professorships, readerships, lecturerships or any other posts of teachers required by the University.

Section 24: The Syndicate shall consist of the following members, namely:

- i) The Vice-Chancellor;
- ii) The Director of Collegiate Education, Karnataka;
- iii) The Director of Technical Education, Karnataka;
- iv) One Dean, by rotation according to seniority, nominated by the Chancellor from among those who are not Principals of Colleges, for a period of one year;
- v) Principals of the three colleges including at least one Principal of a Women's College, by rotation, according to seniority, nominated by the Chancellor for a period of one year;
- vi) Three persons, none of whom being an employee of the University or an affiliated college or a representative of students, elected by the Senate from among its members;

Section 23 (2)(d): instituting professorships, lecturerships or any other posts of teachers required by the University on the recommendation of the Academic Council. However, appointments to these posts shall be made after obtaining, if need be, financial clearance from the State Government or any other authority or agency to which the State Government may delegate this function.

Section 24: The Syndicate shall consist of the following members, namely:

- i) The Vice-Chancellor;
- ii) The Director of Collegiate Education, Karnataka;
- iii) The Director of Technical Education, Karnataka;
- iv) The Director of Medical Education, Karnataka;
- v) One Dean, to be nominated by the Chancellor on the recommendation of the Vice-Chancellor, by rotation, for a period of three years;
- vi) The Secretary, Finance Department or his representative of the rank not less than that of an Additional Secretary.

vii) One Professor of Post-Graduate Studies, by rotation, according to seniority, nominated by the Chancellor for a period of one year;

viii) Three persons nominated by the Chancellor of whom one shall be a person belonging to the Scheduled Castes, one shall be a person belonging to such socially and educationally backward classes of citizens as may be specified by State Government from time to time;

ix) One person elected by the Academic Council.

Section 25 (2): Without prejudice to the generality of the foregoing, the Syndicate shall have the following powers, viz.,

(a) to manage and regulate the finances and all other administrative affairs of the University and for that purpose to appoint such agents as it may think fit;

vii) Three Principals - one Principal of a Women's College, one Principal of a Professional College, one Principal of a University or any other affiliated non-professional college to be nominated by the Chancellor on the recommendation of the Vice-Chancellor, by rotation, for a period of three years;

viii) Three persons, none of whom being an employee of the University or an affiliated college or a representative of the students, elected by the Senate from among its members;

ix) Two persons elected by the Academic Council from among its members;

x) Three persons nominated by the Chancellor of whom one shall be a person belonging to the Scheduled Castes, one shall be a person belonging to such socially and educationally backward classes of citizens as may be specified by State Government from time to time.

Section 25 (2): Without prejudice to the generality of the foregoing, the Syndicate shall have the following powers, namely -

(a) (i) to appoint the Registrar, the Controller of Examinations, Finance Officer and the Dean of Student Welfare on the recommendation of the Vice-Chancellor;

(ii) to appoint principals of University Colleges and Directors of Institutions established by the University;

(iii) to appoint professors, readers and lecturers on the recommendation of the Board of Appointment constituted for the purpose;

(iv) to appoint non-teaching ministerial staff and non-ministerial staff in accordance with the recommendation of the Selection Committee constituted under the relevant sections of this Act;

(b) to affiliate colleges to the University under conditions prescribed by the Academic Council and to recommend suspension or withdrawal of such affiliation as per Section 56.

(c) to confer, in consultation with the Academic Council, or on a representation received in this behalf from a college, autonomy on any college affiliated to the University and likewise to withdraw such autonomy;

(d) to manage and regulate the finances and all other administrative affairs of the University and for that purpose to appoint such agents as it may think fit;

(e) to enter into,

Section 26: The Academic Council shall consist of the following:-

- 1) The Vice-Chancellor;
- ii) Three Members of the Syndicate nominated by the Chancellor;
- iii) One member of the Senate elected by its members;
- iv) The Deans of Faculties;
- v) The Professors of Post-Graduate Departments of Studies;
- vi) Twenty-five per cent of the Principals of Colleges nominated by the Vice-Chancellor, by rotation, according to seniority, for a period of one year;

Section 26: The Academic Council shall consist of the following:-

- 1) The Vice-Chancellor;
- ii) Deans of Faculties;
- iii) 5 Chairmen of the Departments other than the Deans;
- iv) 20 Principals of the affiliated and the University Colleges;
- v)(a) 15 Professors of the Post-Graduate Departments of Studies;
- (b) 7 Readers of Post-Graduate Colleges or Departments;
- (c) 5 Lecturers of Post-Graduate Departments;
- (d) 3 Professors, 5 Readers and 7 Lecturers from Under Graduate Colleges;
- (a) & (b): nominated by the Chancellor on the recommendation of the Vice-Chancellor, by rotation, for a period of three years.
- (c) & (d): by election.
- vi) 5 persons to be nominated by the Chancellor from among eminent educationists representing fine arts, dance, music, drama, painting, etc., of whom two shall be persons belonging to Scheduled Castes and Scheduled Tribes and not less than two shall be persons belonging to such

vii) Eight lecturers and two readers who are not Deans of Faculties or Heads of Post-Graduate Departments of Studies or Principals of Colleges, elected by the teachers;

viii) Six persons nominated by the Chancellor, from amongst eminent educationists, of whom not less than two shall be persons belonging to Scheduled Castes or the Scheduled Tribes and not less than two shall be persons belonging to such socially and educationally backward classes of citizens specified by the State Government from time to time;

ix) The Director of Public Instruction, Karnataka;

x) The Director of Collegiate Education, Karnataka;

xi) The President of the Adult Education Council;

xii) The Director of Physical Education in the University;

xiii) The Director of Technical Education, Karnataka;

xiv) The Controller of Examinations.

socially and educationally backward classes of citizens specified by the State Government from time to time;

vii) The Commissioner for Public Instruction, Karnataka;

viii) The Director of Collegiate Education, Karnataka;

ix) The Director of Technical Education, Karnataka;

x) The Director of Medical Education, Karnataka;

xi) The Director of Physical Education in the University;

xii) The Director of Institute of Correspondence Course and Continuing Education;

xiii) The President of the State Adult Education Council;

xiv) The University Librarian;

xv) Dean of Student Welfare;

The Controller of Examinations shall be a permanent invitee to all the meetings of the Academic Council.

Section 27 (2)(a): to make proposals for Ordinances relating to academic matters;

Section 27 (2)(b): to make Regulations regarding the courses of study in so far as they are not covered by the Ordinances;

Section 27 (2)(f): to formulate schemes for promoting research within the University or for promoting other specialised studies.

Section 28 (2)(d): Every Department of Studies shall have a Head who may be a Professor or if there is no Professor, a Reader and whose duties and functions shall be such as may be prescribed by the Ordinances.

Section 27 (2)(a): to make Regulations prescribing the conditions of affiliation of colleges to the University including the constitution and functions of the governing council and advisory bodies;

Section 27 (2)(b): to take decisions on all academic matters including those referred to by the Departmental Councils.

Section 27 (2)(c): to prescribe minimum educational qualifications for the different categories of teachers;

Section 27 (2)(d): to make Regulations regarding the courses of study in so far as they are not covered by the Ordinances;

remaining sub-sections to be re-indexed..

Section 27 (2)(h): to formulate schemes for promoting research within the University or for promoting other specialised studies, and to advise the Syndicate in such matters.

Section 28 (2)(d)(1): Every Department shall have a Chairman who will also be the Chairman of the Departmental Council and the Committee of Management.

(2): The Chairman of a Department who is a Professor shall act as the Dean of the Faculty, by rotation, according to Departments for a period of three years.

Provided that if there are more than one Professor or, as the case may be, Readers, in any Department, no person shall be appointed to be the Head of the Department except in accordance with the provisions made in this behalf by the Ordinances:

Provided further that if there is no Professor or Reader in a Department, the Dean of the Faculty concerned shall be the Head of the Department.

Section 28 (3)(ii): The Heads of Departments of Studies in the Faculty.

Section 29 (1): There shall be a Board of Studies for every subject or group of subjects as may be prescribed by the Ordinances.

(3): The Dean of each faculty shall be an Executive Officer of the faculty and shall preside at its meeting;

(4): The Dean shall have such other powers and functions as may be prescribed by the Statutes and Ordinances;

Section 28 (2)(e): (i) Each Department shall have a Departmental Council consisting of all the Lecturers, Readers and Professors as Members, and a Chairman nominated by the Vice-Chancellor from among these members for a period of 3 years. The term of the Chairman may be renewed.

(ii) Wherever necessary, the Departmental Council shall constitute a small Committee of Management or a number of Sub-Committees, which may be entrusted with different managerial functions such as organisation of courses and teaching, admissions, scholarships, library and laboratory management and research.

Section 28 (3)(ii): The Chairmen of the Departments in the Faculty. In all such Sections where the words "Heads of Departments" occur, the words, "Chairmen of the Departments", shall be substituted.

Section 29 (1): There shall be a Board of Studies for every subject separately for the under graduate and post-graduate studies; in Medicine and Engineering, each subject like

Anatomy, Physiology, Pathology, Surgery electrical, mechanical, civil engineering etc., shall have separate Under Graduate and Post-graduate Boards of Studies. The Under Graduate Board of Studies shall largely consist of teachers from affiliated colleges.

Section 29 (3): The Board of Studies in each subject shall prepare a panel of teachers for being appointed as members of the Board of Examiners. The Post-Graduate Board of Studies shall finalise the panel after due consultations with the Departmental Council.

The Vice-Chancellor will constitute the Board of Examiners by selecting only such persons as are in the panel and make a report to the Academic Council. The Chairman of the Board of Examiners shall have the powers with regard to actual distribution of work.

Section 30 (1): There shall be a Finance Committee consisting of the following members, namely -

- i) The Vice-Chancellor, Ex-Officio Chairman;
- ii) One member of the Syndicate elected by its members;
- iii) One member of the Senate elected by its members;
- iv) Two officers nominated by the State Government;

Section 30 (1): There shall be a Finance Committee consisting of the following members -

- i) The Vice-Chancellor, Ex-Officio Chairman;
- ii) One member of the Syndicate nominated by its members;
- iii) Director of Collegiate Education;
- iv) The Secretary or Additional Secretary of the Finance Department of the State Government;

v) The Finance Officer, Ex-officio
Member-Secretary.

Section 30 (3)(iii): to examine all proposals of the University involving expenditure for which no provision is made in the budget or involving expenditure in excess of the amount provided for in the budget;

(iv): such other functions as may be prescribed by the statutes.

v) Finance Officer - Secretary.

Section 30 (3)(iii): to examine all proposals of the University involving expenditure for which no provision is made in the budget or involving expenditure in excess of the amount provided for in the budget;

(iv): to recommend to the Syndicate the limits for the total recurring and non-recurring expenditure for the year based on the income and the resources of the University and to ensure that all the monies are expended for the purposes for which they are granted or allotted;

(v): to keep a constant watch on the state of cash and bank balances and on the state of investments;

(vi): to keep a watch on the progress of collection of revenues and advise on the methods of collection employed;

(vii): to authorise the Finance Officer to call for explanation for unauthorised expenditure and for other financial irregularities by the employees of the University and suggest disciplinary action against such persons.

Section 31: A Board shall be constituted every year for each Faculty for the purpose of preparing lists of persons for appointment as University Examiners and the Board shall consist of -

- (i) the Vice-Chancellor - Ex-officio Chairman;
- (ii) the Dean of the Faculty concerned;
- (iii) two members nominated by the Syndicate; etc.,

Section 32 (iii): such other Boards as may be prescribed by statutes.

Delete the whole Section 31.

Section 32 (iii): Research, Planning and Development Board which shall consist of the following members:-

- (i) the Vice-Chancellor - Ex-officio Chairman;
- (ii) not more than 8 persons of high academic standing representing different faculties;
- (iii) A Convenor who shall be a Professor - member.

Registrar - Secretary.

The members are appointed by the Vice-Chancellor and hold office for such period as he may determine.

Section 32 (iv): Council of Affiliated Colleges, consisting of the following members:-

- (i) Vice-Chancellor - Ex-officio Chairman;
- (ii) Director of Collegiate Education;

(iii) 40 Principals of University and affiliated colleges, by rotation;

(iv) 5 Chairman of Post-Graduate Departments by selection by the Vice-Chancellor;

(v) 40 Teachers from University and affiliated colleges nominated by the Vice-Chancellor;

(vi) Dean of Student Welfare - Secretary.

The Council shall meet at least once a year and recommend to the concerned authorities of the Universities regarding the academic, administrative and financial matters of affiliated colleges and maintenance of standards therein.

Section 32 (v): Inter-University Board, consisting of -

- (i) Vice-Chancellors;
- (ii) Registrars;
- (iii) Director of Collegiate Education;
- (iv) Director of Medical Education;
- (v) Director of Technical Education;
- (vi) Secretary, Education Department; and
- (vii) any other academic person by invitation.

The functions of the Board shall be:-

- (i) to co-ordinate Under Graduate and

Post-Graduate Education and Research among the Universities;

(ii) to appoint one or more sub-committees as and when required;

(iii) to determine the parity or the equivalence of courses both at the Under Graduate and Post-Graduate level and for, among other things, to facilitate migration of students from one University to another University and any other matter.

Section 32 (vi): such other Boards as may be prescribed by the statutes.

CHAPTER-V

STATUTES, ORDINANCES, REGULATIONS AND RULES

Section 35 (i): the institution, suspension or abolition of Professorships, Readerships, Lecturerships, ministerial and non-teaching posts;

Delete.

Section 36 (4): Every Statute passed by the Senate shall be submitted to the Chancellor through the State Government for assent. The Chancellor may give or withhold his assent thereto or refer it back to the Senate for further consideration.

Section 36 (4): Every Statute passed by the Senate shall be submitted to the Chancellor for assent. The Chancellor may give or withhold his assent thereto or refer it back to the Senate for further consideration.

Section 38 (4): All Ordinances made by the Syndicate shall have effect from such date as it may direct. But every Ordinance shall be submitted through the State Government to the Chancellor within two weeks from the making thereof. The Chancellor may, within four weeks of the receipt of the Ordinance, by order, direct, that the operation of any Ordinance shall be suspended and shall as soon as possible inform the Syndicate of his objection to it. He may after receiving through the State Government the comments of the Syndicate either withdraw the order of suspension or disallow the Ordinance. His decision shall be final.

Section 38 (5): Where the Syndicate has rejected the draft of an Ordinance proposed by the Academic Council, the Academic Council may appeal to the Chancellor through the State Government.

Section 38 (6): The Chancellor may, after obtaining through the State Government, the comments of the Syndicate, either reject the appeal or approve the Ordinance as proposed by the Academic Council. Thereupon, the Ordinance shall have effect as if made by the Syndicate.

Section 38 (4): All Ordinances made by the Syndicate shall have effect from such date as it may direct. But every Ordinance so made shall be forwarded as soon as may be after it is made to the Chancellor and the Senate and shall be considered by the Senate at its next meeting. The Senate has the power, by a resolution passed by a majority of the total membership of the Senate and by a majority of not less than two-third members present and voting at such meeting to cancel or modify any such Ordinances.

Further, the Chancellor may direct that the operation of any Ordinance shall be suspended until such time as the Senate has had an opportunity of considering the same.

Section 38 (5): Where the Syndicate has rejected the draft of an Ordinance proposed by the Academic Council, the Academic Council may appeal to the Chancellor.

Section 38 (6): The Chancellor may, after obtaining the comments of the Syndicate, either reject the appeal or approve the Ordinance as proposed by the Academic Council. Thereupon, the Ordinance shall have effect as if made by the Syndicate.

Section 39 (1): The Academic Council may, subject to the approval of the Chancellor sought and obtained through the State Government make Regulations consistent with this Act, the Statutes and the Ordinances.

Section 39 (3): Every Regulation shall come into force on the date it is approved by the Chancellor or on such other date as the Chancellor may direct. The Regulations shall also be published in the Official Gazette.

Section 39 (1): The Academic Council may make Regulations consistent with this Act, the Statutes and the Ordinances.

Section 39 (3): Every Regulation shall come into force on the date it is approved by the Academic Council or on such other date as the Academic Council may direct. The Regulations shall be published in the Official Gazette.

CHAPTER-VI

FINANCE AND ACCOUNTS

Section 43 (2): The Syndicate may, in cases where expenditure in excess of the amount provided in the Budget is to be incurred or in cases of urgency, for reasons to be recorded in writing, incur expenditure subject to such restrictions and conditions specified in the Statutes. Where no provision has been made in the Budget in respect of such excess expenditure, a report shall be made to the Senate at its next meeting.

Add the following sub-sections after 43(2):

Section 43 (3): The Budget of the University should be prepared keeping in view the assured grants from the Government and other sources. However, supplementary Budget may be placed before the Senate in October in anticipation of additional grants from the Government. But, no expenditure on this part shall be incurred unless such additional grant is received.

Section 43 (4): The University shall not divert ear-marked funds for other purposes or revise the scales of pay of its staff or implement any scheme which involves any matching contributions from the Government or a scheme which imposes a recurring liability on the Government after the assistance from the sponsoring authorities ceases, without the prior approval of the Government.

Note: Provision for salaries of teaching staff should be made as per U.G.C. Scales in the case of teachers working in the Post-Graduate Departments and as per the State Scales in the case of teachers working in the University maintained colleges and for non-teaching staff as per the Scales of the State Government. Allowances for both the teaching and non-teaching staff should be made as per the State Government Scales.

Section 44: Power of Government to direct audit: The State Government shall have the power to direct, whenever deemed necessary, an audit of the accounts of the University, including those of the institutions managed by it, by such auditors as it may specify.

Add the following:

Provided a periodical audit of the accounts of the University should be made once in three years by the Accountant General, Karnataka, Bangalore, and the audit report by the Accountant General along with the observations of the Syndicate and the Senate shall be submitted to the State Government for placing it before both the Houses of the State Legislature.

(This proviso may be incorporated by Government in consultation with the Comptroller and Auditor-General.)

CHAPTER-VIII

APPOINTMENT OF TEACHERS AND OTHER SERVANTS OF THE UNIVERSITY

Section 49 (2): Every such Board shall

Section 49 (2): Every such Board shall

consist of, -

(a) for selections to the posts of Professors and to the post of Librarian -

(i) the Vice-Chancellor - Ex-officio Chairman;

(ii) the Head of the Department concerned, if he is a Professor and if he is not a Professor, a Professor from any other University in the State, nominated by the Chancellor;

(iii) three experts nominated by the Chancellor, two of whom from a panel furnished by the University Grants Commission and the other from amongst persons serving in any other University in the State;

(b) for selections to the posts of Readers and Lecturers -

(i) the Vice-Chancellor - Ex-officio Chairman;

consist of, -

(a) for selections to the posts of Professors and to the post of Librarian -

(i) the Vice-Chancellor - Ex-officio Chairman;

(ii) the Dean of the Faculty;

(iii) the Chairman of the Department concerned, if he is a Professor;

(iv) three eminent experts in the subject from among the best available in the country, preferably from outside the Universities of the Karnataka State, nominated by the Vice-Chancellor taking into account the panel of names suggested by the Departmental Council and the Academic Council.

(b) for selections to the posts of Readers and Lecturers -

(i) the Vice-Chancellor - Ex-officio Chairman;

(ii) two experts nominated by the Chancellor;

(iii) one Head of the Department concerned, if he is a Professor and if he is not a Professor, a Professor of any other University in the State nominated by the Chancellor; and

(iv) one Professor from any other University in the State nominated by the Chancellor (where the Head of Department concerned is not a Professor)

Section 49 (6): The Board shall interview, adjudge the merit of each candidate in accordance with the qualifications advertised and prepare a list of persons selected arranged in the order of merit. It shall forward the list to the Chancellor who shall make appointments in accordance with the same.

Section 49 (8): Notwithstanding anything in sub-section (7), preference shall be given to persons belonging to the Scheduled Castes and Scheduled Tribes in any selection if in the opinion of the Board such persons possess merit a little above the minimum qualification prescribed and are suitable.

(ii) the Dean of the Faculty;

(iii) the Chairman of the Department concerned, if he is a Professor; and

(iv) two eminent experts in the subject from among the best available in the country, preferably from outside the Universities of the Karnataka State, nominated by the Vice-Chancellor taking into account the panel of names suggested by the Departmental Council and the Academic Council.

Section 49 (6): The Board shall interview, adjudge the merit of each candidate in accordance with the qualifications prescribed by the Academic Council and advertised and submit to the Vice-Chancellor a list of names of persons arranged in the order of merit for consideration by the Syndicate for appointment.

Section 49 (8): In the matter of reservation of vacancies, the Professors and Readers shall be grouped together into one group, and Lecturers into another group, irrespective of the subjects/departments. The University shall adhere to the percentage of reservation for the Scheduled Castes and Scheduled Tribes and other Backward Classes of citizens in respect of vacancies in each of the above groups from the date of coming into force of this amendment.

Compliance to the percentages of reservations as stipulated by the Government will be required over a block period of two years taken together each time. Annual returns of the appointments made to all vacancies, giving full information on the extent to which they conform to the stipulated reservations, shall be submitted to the Chancellor, who may, if found necessary, issue suitable directions to the Universities.

After Section 49 (9), add the following:-

Section 49 (10): The Vice-Chancellor may, at his discretion, exclude from the purview of the Board of Appointment, appointments in respect of the following categories:-

(i) Where the Syndicate proposes to invite a person of high academic distinction and professional attainments to accept the post of Professor in an University on such terms and conditions as it deem fit and on the person agreeing to do so proposes to appoint him to the post; and

(ii) Where the Syndicate proposes to fill up the post of Readers and Professors by personal promotion in accordance with the provisions made therefor in the Statute.

Section 50 (5): All appointments shall be made by the Chancellor:

Section 51 (1): Appointment to the ministerial posts in the University shall be made by the Vice-Chancellor from the list of candidates selected by the Karnataka Public Service Commission on a requisition made by the University.

Section 51 (3): Notwithstanding anything in the Karnataka Public Service Commission (Conduct of Business and Additional Functions) Act, 1959 (Karnataka Act 20 of 1959), the selection of candidates and the preparation and forwarding of the lists shall be an additional function entrusted to the Karnataka Public Service Commission.

Section 50 (5): All appointments shall be made by the Syndicate.

Section 51 (1): Appointments to the ministerial posts in the University shall be made by the Vice-Chancellor from the list of candidates selected by the Board of Appointment for ministerial staff, consisting of the following members:-

- (i) Senior Professor nominated by the Vice-Chancellor - Chairman;
- (ii) The Financial Adviser;
- (iii) The Registrar - Member-Secretary.

The Board may hold a preliminary test on the lines of the examination conducted by the Karnataka Public Service Commission for selecting such candidates and invite double the number of candidates for interview and make selection from the candidates. All such appointments made by the Vice-Chancellor shall be reported to the Syndicate.

Delete.

Section 52: Notwithstanding anything in any contract, agreement or in any other law for the time being in force, the Chancellor may, for administrative reasons, transfer any person holding any post in the University to any other University established under this Act and the person so transferred shall carry with him to the University to which he is transferred such conditions of service as may be specified in the order of transfer. Such person shall on transfer, be deemed to be appointed by the competent authority of the other University. For purposes of ordering transfers under this section the Chancellor shall be deemed to be the appointing authority in respect of the posts held by the persons transferred.

Delete.

CHAPTER-IX

AFFILIATION OF COLLEGES AND RECOGNITION OF INSTITUTIONS

Section 53 (1): Colleges within the University Area may, on satisfying the conditions specified in this section, be affiliated to the University as affiliated colleges by the State Government.

Section 53 (1): Colleges within the University Area may, on satisfying the conditions specified in this section, be affiliated to the University as affiliated colleges by the University.

After Section 53 (1), add the following and re-number the subsequent sub-sections:

Section 53 (2): A College applying for affiliation to the University shall send an

Section 53 (2): A college applying for affiliation to the University shall send an application to the Registrar within the time limit fixed by Ordinances and shall satisfy the Syndicate and the Academic Council,-

(a) that it will supply a need in the locality, having regard to the type of education intended to be provided by the college, the existing provision for the same type of education made by other colleges in the neighbourhood and the suitability of the locality where the college is to be established;

(b) that it is to be under the management of a regularly constituted governing body;

(c) that the strength and qualifications of the teaching staff and the conditions governing their tenure of office

application to the State Government which after such enquiry as may appear to be necessary and in consultation with the State Commission for Higher Education, shall issue an order communicating approval to start the college with a copy to the University. Where the application or any part thereof is refused, the grounds of such refusal shall be stated.

Section 53 (3): After the State Government makes its order, the management of the proposed college shall make an application to the Registrar within the time limit fixed by the Ordinances (Not later than October of the preceding year) and shall satisfy the Syndicate and the Academic Council,-

(a) that it will supply a need in the locality, having regard to the type of education intended to be provided by the college, the existing provision for the same type of education made by other colleges in the neighbourhood and the suitability of the locality where the college is to be established;

(b) that it is to be under the management of a regularly constituted governing body;

(c) that the strength and qualifications of the teaching staff and the conditions governing their tenure of office are such as

are such as to make due provision for the courses of instruction, teaching or training to be undertaken by the college;

(d) that the buildings in which the college is to be located are suitable and that provision will be made in conformity with the Ordinances for the residence in the college or in lodgings approved by the college, for students not residing with their parents or guardians and for the supervision and welfare of students:

(e) that due provision has been made or will be made for a library;

(f) where affiliation is sought in any branch of experimental science, that arrangements have been or will be made in conformity with the Statutes, Ordinances and Regulations for imparting instruction in the branch of science in a properly equipped laboratory or museum;

(g) that due provision will, as far as circumstances may permit, be made for the residence of the Principal and members of the teaching staff in or near the college or the place provided for the residence of students;

(h) that the financial resources of the college are such as to make due provision for its continued maintenance and efficient working; and

to make due provision for the courses of instruction, teaching or training to be undertaken by the college;

(d) that the buildings in which the college is to be located are suitable and that provision will be made in conformity with the Ordinances for the residence in the college or in the lodgings approved by the college, for students not residing with their parents or guardians and for the supervision and welfare of students;

(e) that due provision has been made or will be made for a library;

(f) where affiliation is sought in any branch of experimental science, that arrangements have been or will be made in conformity with the Statutes, Ordinances and Regulations for imparting instruction in the branch of science in a properly equipped laboratory or museum;

(g) that due provision will, as far as circumstances may permit, be made for the residence of the Principal and members of the teaching staff in or near the college or the place provided for the residence of students;

(h) that the financial resources of the college are such as to make due provision for its continued maintenance and efficient working; and

(i) that rules fixing the fees (if any) to be paid by the students have been framed or will be framed.

Section 53 (4): On receipt of a letter of application under sub-section (2), the Syndicate shall -

(a) direct a local inquiry to be made by a competent person or persons authorised by the Syndicate in this behalf in respect of such matters as may be deemed necessary and relevant;

(b) make such further inquiry as may appear to it be necessary; and

(c) record its opinion after consulting the Academic Council on the question whether the application should be granted or refused, either in whole or in part, stating the result of any inquiry under clauses (a) and (b).

Section 53 (5): The Registrar shall submit the application and all proceedings, if any, of the Academic Council and of the Syndicate relating thereto to the State Government which after such inquiry as may appear to it to be necessary shall grant or refuse the application or any part thereof.

(i) that rules fixing the fees (if any) to be paid by the students have been framed or will be framed.

Section 53 (4) to be re-numbered as Section 53 (5) and amended as follows:

Section 53 (5): Each application for affiliation shall be made in the prescribed form, and shall be accompanied by the site plan, and furnish all the details regarding the facilities and the financial position. The application shall also be accompanied by bank draft for the fee of the inspection commission prescribed by the University and also fee for the affiliation, if granted, and it should provide evidence to the fact that it has deposited in the joint name of the University and college, the requisite sum prescribed by the University which shall not be withdrawn under any circumstances without the prior sanction of the University.

Section 53 (5) to be re-numbered as Section 53 (6) and amended as follows:

Section 53 (6): On receipt of application with all the details as specified in sub-section (5) above, the Syndicate shall, -

(a) direct a local inquiry by an inspection commission consisting of the following -

(i) Vice-Chancellor or his nominee -
Chairman.

- (ii) One Syndicate member - Member.
- (iii) Dean/s of the faculty - Member.
- (iv) Director of Collegiate/Technical/
Medical Education as the case
may be - Member.
- (v) Registrar - Secretary.

(b) On receipt of the report of the Inspection Commission, it shall record its opinion after consulting the Academic Council on the question whether the application should be granted or refused, either in whole or in part, stating the result of any inquiry under clause (a) above. Thereafter, it shall pass final orders granting or refusing the application or any part thereof; affiliation so granted shall be for a period of one year in the first instance; and

(c) In case of urgency, the Vice-Chancellor shall be authorised to consider the report of inspection and grant affiliation, subject to ratification by the Syndicate and report to the Academic Council.

Section 53 (6): Where the application or any part thereof is granted, the order of the State Government shall specify the courses of instruction in respect of which and the period for which the college is affiliated, and where the application or any part thereof is refused,

Section 53 (6) to be re-numbered as Section 53 (7) and amended as follows:-

Section 53 (7): Affiliation for further periods may be granted, one year at a time, after an inquiry by another Commission of the Syndicate consisting of two or three senior

the grounds of such refusal shall be stated.

Section 53 (7): As soon as possible after the State Government makes its order, the Registrar shall submit to the Senate a full report regarding the application, the action taken thereon under sub-sections (4) and (6) and of all proceedings connected therewith.

Section 55 (3): The Syndicate may call upon any college so inspected to take, within specified period, such action as may appear to it to be necessary in respect of any of the matters referred to in sub-section (2) of section 53.

Section 56 (1): The rights conferred on a college by affiliation may be withdrawn in whole or in part or modified if the college has failed to comply with any of the provisions of sub-section (2) of section 53 or the college has failed to observe any of the conditions of its affiliation or the college is conducted in a manner which is prejudicial to the interests of education.

Professors nominated by the Syndicate. The College will become eligible for permanent affiliation after a period of 3-5 years as the case may be on the basis of the recommendations of the periodic inquiry commissions and upon such terms and conditions as may be stipulated by the Statutes.

Section 53 (7) to be re-numbered as Section 53 (8) and amended as follows:-

Section 53 (8): As soon as possible after the Syndicate makes its order, the Registrar shall submit to the Senate a full report regarding the application, the action taken thereon under sub-sections (6) and (7) and all proceedings connected therewith.

Section 55 (3): The Syndicate may call upon any college so inspected to take, within a specified period, such action as may appear to it to be necessary in respect of any of the matters referred to in sub-section (3) of section 53.

Section 56 (1): The rights conferred on a college by affiliation may be withdrawn in whole or in part or modified if the college has failed to comply with any of the provisions of sub-section (3) of section 53 or the college has failed to observe any of the conditions of its affiliation or the college has conducted in a manner which is prejudicial to the interests of education.

Section 56 (5): On receipt of the report under sub-section (4) the Senate shall, after such further inquiry, if any, as may appear to it to be necessary record its opinion in the matter;

Provided that no resolution of the Senate recommending the withdrawal of affiliation shall be deemed to have been passed by it unless the resolution has obtained the support of two-thirds of the members present at a meeting of the Senate, such majority comprising not less than one half of the members of the Senate.

Section 56 (6): The Registrar shall submit the proposal and all proceedings, if any, of the Academic Council, the Syndicate and the Senate relating thereto, to the State Government which after such further inquiry, if any, as may appear to it to be necessary, shall make such order as it deems fit.

Section 56 (7): Where by an order made under sub-section (6) the rights conferred by affiliation are withdrawn in whole or in part or modified, the grounds for such withdrawal or modification shall be stated in the order.

Section 56 (5): On receipt of the report under sub-section (4), the Senate shall after such further inquiry as may appear to it to be necessary shall make such order as it deems fit;

Provided that no resolution of the Senate recommending withdrawal of application shall be deemed to have been passed by it unless the resolution has obtained the support of two-thirds of the members present at a meeting of the Senate, such majority comprising not less than one-half of the members of the Senate.

Delete.

Section 56 (6): Where by an order made under sub-section (5), the rights conferred by affiliation are withdrawn in whole or in part or modified, the grounds for such withdrawal or modification shall be stated in the order.

CHAPTER-XENROLMENT AND DEGREES

Section 60 (4): Any person aggrieved by the decision taken by the Senate may appeal to the Chancellor through the State Government within thirty days from the date of receipt of such resolution.

Section 60 (4): Any person aggrieved by the decision taken by the Senate may appeal to the Chancellor within thirty days from the date of receipt of such resolution.

CHAPTER-XIUNIVERSITY REVIEW COMMISSION

Section 61 (2): The Commission shall consist of not less than three eminent educationists, one of whom shall be the Chairman, appointed by the Chancellor in consultation with the State Government.

Section 61 (2): The Commission shall consist of not less than three eminent educationists, one of whom shall be the Chairman, appointed by the Chancellor.

Section 61 (3): The terms and conditions of appointment of the members shall be such as the Chancellor may, in consultation with the State Government, determine.

Section 61 (3): The terms and conditions of appointment of the members shall be such as the Chancellor may determine.

Section 61 (4): The Commission shall after holding such enquiry as it deems fit make its recommendations to the Chancellor through the State Government.

Section 61 (4): The Commission shall after holding such enquiry as it deems fit make its recommendations to the Chancellor and shall forward a copy of its recommendations to the State Government.

CHAPTER-XIIMISCELLANEOUS AND TRANSITORY PROVISIONS

Section 72 (1): Until Statutes, Ordinances, Regulations and Rules are made under the appropriate provisions of this Act, the Statutes, Ordinances, Regulations and Rules which were in force under the Bangalore University Act, 1964 (Karnataka Act 26 of 1964), the Karnatak University Act, 1949 (Bombay Act 20 of 1949) and the Mysore University Act, 1956 (Mysore Act 23 of 1956), immediately before the commencement of this Act, shall, subject to such adaptations or modifications as may be made therein by the Vice-Chancellor with the approval of the Chancellor obtained through the State Government, in so far as they are not inconsistent with the provisions of this Act, be deemed to be Statutes, Ordinances, Regulations and Rules made under the appropriate provisions of this Act.

Section 72 (1): Until Statutes, Ordinances, Regulations and Rules are made under the appropriate provisions of this Act, the Statutes, Ordinances, Regulations and Rules which were in force under the Bangalore University Act, 1964 (Karnataka Act 26 of 1964) the Karnatak University Act, 1949 (Bombay Act 20 of 1949) and the Mysore University Act, 1956 (Mysore Act 23 of 1956), immediately before the commencement of this Act, shall, subject to such adaptations or modifications as may be made therein by the Vice-Chancellor with the approval of the Chancellor obtained in so far as they are not inconsistent with the provisions of this Act, be deemed to be Statutes, Ordinances, Regulations and Rules made under the appropriate provisions of this Act.

Appendix CKARNATAKA UNIVERSITIES REVIEW COMMISSIONSTAFF

1. Shri H.V. Srirangaraju : Secretary
2. Prof. K. Srinivasan : Joint Secretary
(Academic)
3. Shri V.B. Bhandiwad : Under Secretary
4. Shri H. Narayana : Section Officer
5. Shri M.R. Neelakanta : Senior Assistant
6. Shri N.G. Kulkarni : Senior Assistant
7. Shri V. Seshadri : Stenographer
8. Shri B.N. Jaya Kumar : Stenographer
9. Shri K.V. Suresh : Stenographer
10. Shri M.B. Naik : Junior Assistant
11. Shri M.V. Shanthaiah : Junior Assistant
12. Shri N. Nanda Kumar : Driver
13. Shri Mohd. Khasim : Jamedar
14. Shri Veerabhadraiah : Jamedar
15. Shri K. Rangaiiah : Dalayat
16. Shri H.V. Srinivasaiah : Dalayat

Appendix D

Statement showing the budget allotment made to the Commission and the expenditure incurred during the years 1979-80 and 1980-81.

	<u>1979-80</u>	
Budget allotment	Rs.	Rs. 5,00,000.00
Salary to officers	46,000.00	
Salary to staff	67,000.00	
T.A. to officers and staff	5,000.00	
Sitting fee, T.A. and D.A. to the Commission	22,000.00	
Other office expenditure	99,000.00	
	<hr/>	2,39,000.00
Unspent amount surrendered to Government		2,61,000.00
		<hr/>

	<u>1980-81</u>	
Budget allotment		3,00,000.00
Salary to officers	32,000.00	
Salary to staff	46,000.00	
T.A. to officers and staff	500.00	
Sitting fee, T.A. and D.A. to the Commission	16,000.00	
Other expenditure	16,000.00	
	<hr/>	
Expenditure upto 31.7.80 :	1,10,500.00	
Probable expenditure during August, 1980	70,000.00	
	<hr/>	
Total expenditure upto 31.8.1980		1,80,500.00
Balance left		1,19,500.00
		<hr/>

Abstract

Total expenditure during 1979-80 :	2,39,000.00
Total expenditure during 1980-81 :	1,80,500.00
	<hr/>
Grand total :	4,19,500.00
	<hr/>

Statement I

Appendix E

STUDENT ENROLMENT IN KARNATAKA*

(excluding students enrolled for the pre-university course)

Faculty	1965-66	1968-69	1973-74	1976-77
Arts	11,756 (867)	24,532 (1,202)	50,670 (3,803)	52,109 (3,363)
Science	17,977 (1,050)	32,540 (1,205)	28,469 (2,139)	24,728 (2,028)
Commerce	4,032 (121)	9,660 (126)	20,515 (309)	27,515 (536)
Education	1,612 (147)	2,678 (194)	4,427 (172)	3,743 (191)
Law	1,788 (93)	4,040 (123)	8,074 (226)	9,349 (132)
Engineering & Technical	8,815 (25)	11,222 (56)	10,135 (142)	12,643 (139)
Medical	6,350 (141)	9,651 (355)	12,428 (752)	10,268 (427)
Total number of Students	52,330 (2,444)	94,323 (3,261)	1,34,718 (7,543)	1,40,355 (6,876)
Total number of Teachers	4,551	6,230
Total number of Colleges	147	217	304	339

* Data presented below cover only the three universities under review; they exclude students enrolled in the Agricultural University and the Indian Institute of Science (which is a deemed-to-be university).

The figures in brackets indicate the number of students enrolled for post-graduate courses.
.. Not available.

Source: University Grants Commission, Basic Facts and Figures, 1965-66 (1968), 1968-69 (1973), 1972-73 to 1976-77 (August 1979).

Appendix E

Statement II
Number of Teachers in
Post-Graduate Departments
1965-66 to 1978-79

Year	Bangalore University	Karnatak University	Mysore University
1965-66	..	146	38
1966-67	..	172	45
1967-68	..	181	57
1968-69	..	201	79
1969-70	..	208	94
1970-71	..	232	109
1971-72	..	247	126
1972-73	273	270	145
1973-74	279	287	170
1974-75	309	280	211
1975-76	334	295	223
1976-77	328	299	225
1977-78	338	355	..
1978-79	357	379	..

.. not available.

Source: Data supplied by the universities to the Karnataka Universities Review Commission.

Statement III

Appendix E

Number of Colleges in Karnataka according to Management Authority and Category 1979-80.

Management	C a t e g o r y						Total
	Non-Professional	Professional Degree Colleges					
	General Degree Colleges	Education	Law	Engineering	Medicine	Misce-llaneous	
University	4	2	2	1	-	1	10
Government	25	7 ⁺	-	2*	4	-	38
Private							
- Aided	175	13	-	8	-	-	196
- Unaided	37	13	29	13	5	-	97
	<u>212</u>	<u>26</u>	<u>29</u>	<u>21</u>	<u>5</u>	<u>-</u>	<u>293</u>
	241	35	31	24	9	1	341

⁺ Includes Regional College of Education, Mysore.

* Includes Regional College of Engineering, Surathkal.

Source: Compiled within the Secretariat of the Karnataka Universities Review Commission from data available from various sources.

Statement IV

Appendix E

Receipts and Expenditures of the Universities of Bangalore, Karnatak and Mysore

(Rs. lakhs)

	<u>Bangalore University</u>			<u>Karnatak University</u>			<u>Mysore University</u>		
	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78
<u>Sources of Finance</u>									
Fee collected from students	28.3	73.4	44.7	68.2	66.0	62.9	82.7	91.6	88.4
<u>Grants</u>									
State Government	71.1	91.9	245.8	68.1	90.0	170.3	90.5	112.2	157.9
University Grants Commission	6.5	34.6	81.6	5.1	13.9	24.7	29.6	32.0	80.8
Others	2.8	6.0	11.1	-	-	-	-	-	-
	80.4	132.5	338.5	73.2	103.9	195.0	120.1	144.2	238.7
Total receipts	108.7	205.9	383.2	141.4	169.9	257.9	202.9	235.9	327.2

Contd...

	<u>Bangalore University</u>			<u>Karnatak University</u>			<u>Mysore University</u>		
	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78
<u>Expenditure</u>									
Salaries and allowances of all staff (of which, salaries and allowances of teaching staff)	48.1 (37.7)	66.7 (49.9)	109.0 (88.8)	37.8 (23.0)	67.0 (40.2)	108.8 (65.9)	60.7 ..	75.9 ..	141.7 ..
Other current expenditure	95.8	169.1	240.6	65.0	65.7	92.2	69.5*	35.7*	97.7*
Books and Journals purchased (on current and capital account)	5.5	7.0	11.6	2.5	5.5	8.1	4.8*	5.6*	5.8*
Stipends, scholarships, fellowships etc.	2.7	0.9	0.7	0.1	2.2	1.7	2.5	4.0	11.6

Contd..

	<u>Bangalore University</u>			<u>Karnatak University</u>			<u>Mysore University</u>		
	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78	1970-71	1973-74	1977-78
Capital expenditure on buildings, furniture and other equipment	22.0	35.6	104.7	16.1	28.7	82.1	10.2	5.9	12.4

* Exclude what has been described by the University in its statement as "U.G.C. expenditure", the total of which amounted to Rs.34.1 lakhs in 1970-71, Rs.66.0 lakhs in 1973-74 and Rs.80.1 lakhs in 1977-78.

.. Not available

Source: Compiled within the Secretariat of the Karnataka Universities Review Commission from data furnished by the universities with reference to the proforma sent out to them.

Statement V

Appendix E

Teaching Posts and Appointments in the Universities, 1976-77 to 1978-79

	Bangalore University			Karnatak University			Mysore University			
	1976-77	1977-78	1978-79	1976-77	1977-78	1978-79	1976-77	1977-78	1978-79	
	1	2	3	4	5	6	7	8	9	10
<u>Total</u>										
<u>Sanctioned Posts</u>										
Professors	55	55	55	47	48	48	63	63	64	
Readers	114	114	114	94	97	109	101	101	103	
Lecturers	242	242	242	212	265	288	188	188	192	
Research Assistants	40	40	40	38	04	04	-	-	-	
<u>Professors</u>										
Permanent incumbents	36	35	34	30	30	29	43	43	55	
Ad hoc/temporary appointments	3	3	3	-	-	-	-	-	-	
Vacant posts	15	17	18	17	18	19	19	19	9	
<u>Readers</u>										
Permanent incumbents	61	63	70	69	71	79	55	55	76	
Ad hoc/temporary appointments	2	1	1	-	-	-	-	-	-	
Vacant posts	52	50	43	25	26	30	39	39	27	

Contd..

Statement VI

Appendix E

Total Expenditure on Books and Journals for the Libraries in the Universities

1970-71 to 1978-79

(Rs. lakhs)

Year	<u>BANGALORE UNIVERSITY</u>			<u>KARNATAK UNIVERSITY</u>			<u>MYSORE UNIVERSITY</u>		
	Normal expen- diture	Develop- ment ex- penditure*	Total	Normal expen- diture	Develop- ment ex- penditure*	Total	Normal expen- diture	Develop- ment ex- penditure*	Total
1970-71	3.8	1.7	5.5	2.5	-	2.5	2.7	2.1	4.8
1971-72	3.2	2.5	5.7	4.7	-	4.7	4.1	1.9	6.0
1972-73	4.8	2.3	7.1	5.0	-	5.0	3.8	2.2	6.0
1973-74	4.5	2.4	6.9	5.5	-	5.5	3.1	2.5	5.6
1974-75	3.0	1.9	4.9	6.4	-	6.4	3.7	2.6	6.3
1975-76	4.0	4.2	8.2	4.6	-	4.6	3.8	2.0	5.8
1976-77	2.7	9.0	11.7	4.1	-	4.1	3.6	2.0	5.6
1977-78	2.5	9.1	11.6	8.1	-	8.1	3.7	2.2	5.9
1978-79	2.1	10.7	12.8	3.7	2.2	5.9

* Some of the universities describe this as expenditure on capital account, others as expenditure on development.

.. Not available

- Nil.

Source: Data supplied by the universities to the Review Commission.

	1	2	3	4	5	6	7	8	9	10
<u>Lecturers</u>										
Permanent incumbents	146	159	172	174	225	242	104	104	146	
Ad hoc/temporary appointments	48	50	44	-	-	-	62	69	69	
Vacant posts	46	49	44	38	40	56	72	72	46	
<u>Research Assistants</u>										
Permanent incumbents	3	3	12	38	4	4	-	-	-	
Ad hoc/temporary appointments	26	26	26	-	-	-	-	-	-	
Vacant posts	11	11	2	-	-	-	-	-	-	

Source: Data supplied by the universities to the Review Commission.

Statement VII

Appendix E

Literacy Rates in Karnataka, 1971
(as percentages of the population)

<u>Region</u>	<u>District</u>	<u>Urban</u>		<u>Rural</u>	
		<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
<u>Coastal and Ghats:</u>		<u>68.0</u>	<u>52.9</u>	<u>47.6</u>	<u>29.4</u>
	North Kanara	64.9	48.6	46.5	27.6
	South Kanara	69.2	54.5	48.1	30.2
<u>Inland Eastern:</u>		<u>61.0</u>	<u>45.6</u>	<u>45.0</u>	<u>25.8</u>
	Shimoga	60.5	44.1	41.0	21.6
	Chikmagalur	60.0	45.5	61.3	43.4
	Hassan	61.5	46.5	37.7	15.9
	Coorg	64.5	51.9	47.3	35.3
<u>Inland Southern:</u>		<u>62.1</u>	<u>46.5</u>	<u>31.0</u>	<u>11.8</u>
	Kolar	60.5	43.0	30.1	10.6
	Tumkur	63.0	44.4	36.7	14.9
	Bangalore	64.1	49.3	34.7	14.1
	Mandya	50.6	32.9	28.5	10.0
	Mysore	58.7	43.9	24.3	8.9
<u>Inland Northern:</u>		<u>57.1</u>	<u>33.5</u>	<u>34.2</u>	<u>11.1</u>
	Bidar	51.6	26.3	27.4	5.8
	Gulbarga	52.8	26.7	23.4	4.8
	Bijapur	57.8	30.0	35.5	10.2
	Belgaum	61.9	39.5	37.4	13.0
	Dharwar	60.7	38.2	46.8	19.2
	Raichur	46.4	22.9	28.0	6.9
	Bellary	50.0	28.6	29.8	9.6
	Chitradurga	60.7	40.6	37.0	15.3
<u>Karnataka Total</u>		<u>60.4</u>	<u>41.6</u>	<u>35.4</u>	<u>14.5</u>

Source: Census of India, 1971

Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, SriAurobindo Marg, New Delhi-110016
DOC. No. D-5517
Date: 12/12/90

NIEPA DC


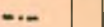
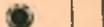



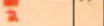


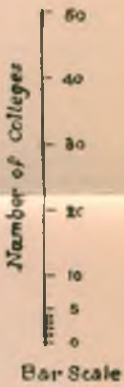
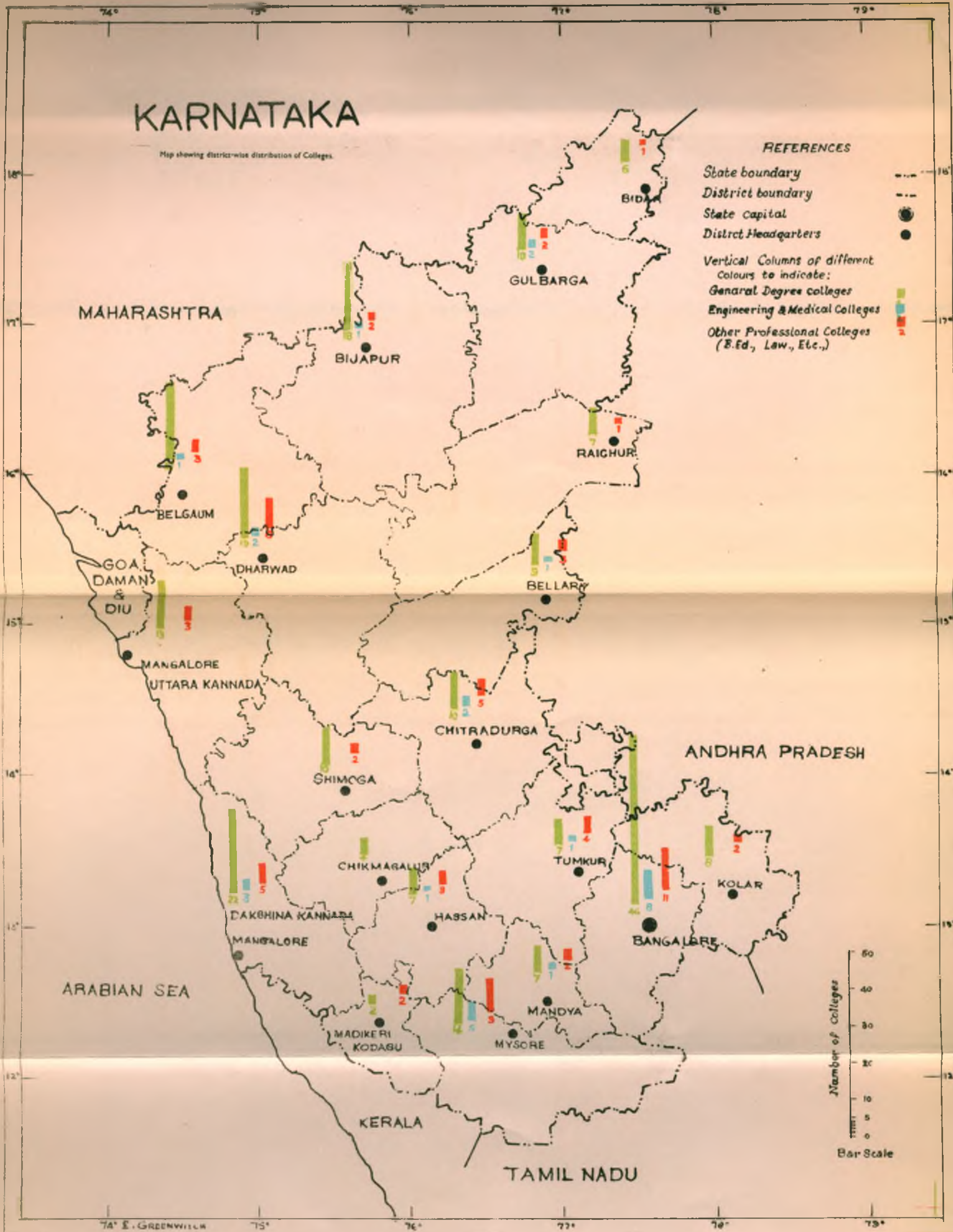
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KARNATAKA

Map showing district-wise distribution of Colleges.

REFERENCES

- State boundary 
- District boundary 
- State capital 
- District Headquarters 
- Vertical Columns of different Colours to indicate:
 - General Degree colleges 
 - Engineering & Medical Colleges 
 - Other Professional Colleges (B.Ed., Law., Etc.) 



MAP OF KARNATAKA

Map showing the location of Colleges



References:-

- State boundary
- District boundary
- Taluk boundary
- District Head quarters
- Taluk Headquarters
- Coast line
- Arts, Science & Commerce Colleges
- Engineering Colleges
- Medical Colleges
- Other Professional Colleges