

TOWARDS EXCELLENCE IN LEARNING

REPORT OF THE COMMISSION
FOR
UNIVERSITY OF KERALA

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Secretary to Government Higher Education Department	} — <i>Member Secretary</i>	

The Hon'ble Mr. T. M. Jacob
The Minister of Education
Government of Kerala
Trivandrum

Letter of Transmittal

Dear Mr. Minister,

I have pleasure, on behalf of the Kerala University Commission, in submitting to you the report of the Commission on the University of Kerala, TOWARDS EXCELLENCE IN LEARNING.

I wish also to express, on behalf of all of us members of the Commission, our thanks for the opportunity that the service in the Commission afforded, of learning from each other and from the people of Kerala. We are also glad to have had this opportunity of serving the people of Kerala.

Kerala University, as the oldest University in the State, has had foundations for learning and research well and truly laid. Now that it has become a University of a more manageable size, the quality staff in the University departments and

the equipment and excellent library facilities available to them for post-graduate teaching and research, and the similar potential of many of the colleges, particularly for undergraduate teaching, can be developed, not only to meet the higher education needs of the state, but also to ensure that they attain levels of excellence that are expected of them.

For this, (a) the opportunity for higher education should be provided to all those who have the aptitude for it, irrespective of the class to which they belong; (b) the state may have to establish an Open University to meet the needs of those who are unable to attend regular colleges; (c) the restructuring of the examination system which will rid it of its deep seated ills is needed and indicated; and above all (d) there is need for a certain degree of depoliticisation of the University and the Colleges, so that the governing organs, the administration and management, staff, students and University non-teaching staff devote themselves wholly and wholeheartedly to the pursuit of academic excellence.

In this connection, I remain at your service to furnish any further information and clarification that you may desire.

Accept, Mr. Minister, the assurance of my profound regards.

Yours Sincerely,

Sd/-

Malcolm S. Adiseshiah,

Chairman.

COMMISSION FOR UNIVERSITY OF KERALA

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Madras. **Chairman**
- (2) **Rev. Dr. P. T. Chandi,**
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Commissioner & Secretary to Government,
Higher Education Department,
Government Secretariat,
Trivandrum. **Member Secretary**

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PREFACE

Sub-section (1) of Section 71 of the Kerala University Act, 1974 (17 of 1974) provides that the Government may at any time and shall, at the expiration of ten years from the commencement of the Act and thereafter at the expiration of every ten years, constitute a Commission to enquire into the working of the University. The Government of Kerala, accordingly, constituted a Commission in March, 1984, to enquire into the working of Kerala University from 19—8—1974, the date of coming into force of the said Act, and to make recommendations to Government. The Commission consisted of the following persons as Chairman and members.

Dr. Malcolm S. Adiseshiah,
Fellow, Madras Institute of
Development Studies
Madras. Chairman

Rev. Dr. P. T. Chandi,
(Former Vice-Chancellor,
Gorakhpur University),
D-6, Jawaharnagar
Trivandrum. Member

Prof. Y. V. John,
(Former Vice-Chancellor,
Jodhpur University),
Jodhpur, Rajasthan. Member

2. The Commissioner and Secretary to Government, Higher Education Department is the Member-Secretary to the Commission. The Additional Secretary, Higher Education, Shri K. Sivasankara Pillai was deputed to the Commission as Additional Secretary.

3. The Commission was required to enquire into and report on:—

(i) the working of the University in general during the period to which the inquiry relates;

(ii) the financial position of the University including the financial position of its Colleges and Departments;

(iii) any changes to be made in the provisions of the Kerala University Act or Statutes, Ordinances, Rules and Bye-laws made thereunder with a view to bringing about improvements for bettering the performance of the University;

(iv) such other matters as may be referred to the Commission by the Government.

4. The Commission was given powers to call for and obtain from the University the records required for reference or verification in connection with its work. The Commission was authorised to visit and inspect the offices, departments, laboratories, workshops etc. of Kerala University and of the institutions maintained or recognised by or affiliated to Kerala University, and also to visit other places or institutions which the Commission found it necessary in connection with its work. The Commission was also authorised to obtain the assistance or advice of experts or individuals in matters connected with its work.

5. The Commission started functioning on 14th May, 1984. It had six sittings in connection with Kerala University at Trivandrum in May, July, September and November 1984, and January and March 1985. There were two further sittings in April and May 1985 when the Reports on Kerala University and Calicut University were finalised. The Commission held discussions with the Vice-Chancellor, Pro-Vice-Chancellor, Registrar and Finance Officer of the University and with the Deans of various faculties and Heads of University Departments.

6. The Commission issued a detailed Questionnaire requesting the views of the University Officers, Teachers, Students' Unions, members of the Syndicate and the Senate, Ministers and Members of the Legislature and the general public, on various aspects of the working of the University, 1975 Questionnaires were issued and 244 replies were received. A copy of the Questionnaire is attached as an Appendix

to the Report.

7. The Commission visited the University Departments in the Kariavattom Campus in addition to the Department of Aquatic Biology, Malayalam Lexicon Department, Institute of English and the Kerala University Library. The Commission also visited a number of colleges under Kerala University some of which are now affiliated to Gandhiji University. (A list of these Colleges is given as Appendix II to the Report). There was also a visit to the Centre for Development Studies, Trivandrum. The libraries in the following colleges were specially visited by the Commission.

1. Government Arts College, Trivandrum.
2. University College, Trivandrum,
3. College for Women, Trivandrum.
4. All Saints' College, Trivandrum.
5. Mar Ivanios College, Trivandrum.
6. M. G. College, Trivandrum.

The Commission also received 2 proposals from the Vice-Chancellor of the Agricultural University to which it gave consideration.

8. Self assessment reports were obtained from the Heads of various University Departments outlining the academic achievements, and the problems and issues faced by the Departments.

9. A few eminent scholars from Universities and other reputed institutions outside the State were invited by the Commission to undertake peer assessment of a few selected Departments of Kerala University. (Their Reports are given as Appendix I)

They were:

1. Dr. C. V. Subramanian,
Director, Advanced Centre and
Prof. of Botany, University of Madras, — Botany
2. Dr. P. S. Subramanian,
Chief Professor of Chemistry,
Presidency College, Madras, — Chemistry
3. Dr. C. T. Kurian,
Director, Madras Institute of
Development Studies, Madras. — Economics

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| 4. | Dr. S. Dandapani,
Professor of Education,
Regional College of Education,
Mysore-6. | — Education |
| 5. | Prof. S. Settar,
Head, Department of History and
Archaeology, Karnatak University,
Dharwad. | — History |
| 6. | Dr. K. Kunjunn Raja,
Hon. Director, Theosophical
Society Library, Madras. | } Malayalam,
Linguistics,
Lexicon,
— Oriental
Research In-
stitute and
Manuscripts
Library. |
| 7. | Dr. P. M. Mathews,
Head, Department of Theoretical
Physics, University of Madras,
Madras. | — Physics |
| 8. | Dr. C. R. Prasad Rao,
Head, Sociology Department,
Andhra University, Waltair. | — Sociology |
| 9. | Prof. T. N. Ananthkrishnan,
Director, Entomology Research
Institute, Loyola College, Madras. | — Zoology |

10. The Commission was requested to bear in mind a time-frame of one year for the submission of the Report. The Commission is happy to have been able to complete the work within the time-frame suggested by the Government and present the Report to the Minister of Education on 3rd May, 1985.

11. The Commission in dealing with the functioning of Kerala University and drafting its Report on it had very much in mind its study of the working of Calicut University and the recommendations emanating from that study. There was a certain degree of inter-relations and mutual enrichment—and apparent overlapping—in the Commission working in this manner on the functioning of the two Universities; which a reading of the two Reports would perhaps bring out.

12. The Commission invited Prof. P. Balakrishnan Nair of the Department of English, University College, Trivandrum to assist it in drafting the Report. It also engaged the services of Prof. K. N. Balakrishnan Nair, retired Deputy Director of Collegiate Education, Kerala to make a study of the financial position of the University and the Colleges. The Commission is grateful to all those who helped it in the different stages of its work – the respondents to the Questionnaire, the persons who undertook the peer assessments, the members of the faculty of University Departments and those of the Affiliated Colleges that the Commission visited and those who were gracious enough to come and have discussions with the Commission.

13. The administrative facilities for the Commission were provided by the Government of Kerala. The Commission wishes to place on record its thanks to the Government for all the assistance provided to it. It would in particular like to express its appreciation of the good work done by Mr. K. Sivasankara Pillai, Additional Secretary to the Government and the officers and staff who worked with him at the Commission's Office in Trivandrum.

CHAPTER — I

DEVELOPMENTS IN THE LAST DECADE (1974-'84)

1. The University of Kerala established in 1937 as the University of Travancore was for the most part of the last decade the largest University in the State and one of the largest in the country. A teaching and affiliating University, it was the only University in the State till the formation of Calicut University in 1968. In 1982 before the establishment of Gandhiji University, it had under it 27 teaching departments with 206 teachers and 783 students and 125 affiliated colleges with 9,347 teachers on their faculty and 1,94,729 students on their rolls. It is now governed by the Kerala University Act, 1974.

2. The University has two campuses — one at Kariavattom and the other in the city of Trivandrum. There are also some Study Centres established in different regions of the University area to cater to the demands of affiliated colleges. The following Departments of teaching and research are located in the Kariavattom Campus : History, Politics, Economics, Psychology, Sociology, Journalism, Sanskrit, Malayalam, Tamil, Linguistics, Mathematics, Statistics, Physics, Bio-chemistry, Botany, Zoology, Geology, Institute of Correspondence Courses, Oriental Research Institute and Manuscripts Library and Demography and Population Studies. The Department of Education and the Department of Aquatic Biology are located at Thycaud and Sankhummugham respectively in the city. The other departments which are located in the city campus are the Departments of Russian, German, Chemistry, Library and Information Science and the Institute of English.

3. The Kariavattom Campus, the site of which was acquired in 1965, started functioning when the Department of Botany moved into the campus in 1968. The campus covers an area of 510 acres and is about 15 Km. away from Trivandrum on N. H. 47. It has an ideal rural setting and a peaceful atmosphere congenial to academic pursuits. A number of impressive buildings have come up during the last decade over the terrain which was once desolate and deserted. The buildings for the Department of Physics, Health Centre and Central Workshop

were completed in 1976, the building for Correspondence Courses in 1978, Cafeteria in 1980, the buildings for Oriental Research Institute and Manuscripts Library in 1982, the Bio-Chemistry building in 1984 and the Hostels for Men and Women on a phased programme over the decade. The various schemes for the development of the Campus are being implemented, as the Annual Report of the University for 1980 states, in order (1) to accommodate at Kariavattom more Departments which are now functioning at Trivandrum (2) to provide accommodation for the University staff by constructing more residential quarters (3) to provide better amenities for staff and students and (4) to give facilities for expansion of existing Departments. And the over-all plan has been to establish in stages a self-contained township. Though much money has been spent on the development of the campus and many buildings have been erected, the township has not yet fully taken shape.

4. The City campus houses, besides some teaching departments, the Administrative Offices, the Examination Wing, the Computer Centre, the Senate Hall, the University Press and auxiliary units like the Employment Information and Guidance Bureau and the Department of Publications. The building for the Examination Wing was completed in 1978 and the building for Aquatic Biology and Fisheries in the Aquatic Campus at Sankhumughan in 1976.

5. The University also started two Study Centres at Changanacherry and Quilon in 1976 and three more at Alleppey, Kottayam and Palai in 1978 as part of a scheme to provide better library facilities and improve post-graduate studies in the affiliated colleges clustered in and around these places. But consequent on the establishment of Gandhiji University, Kerala University is left with only two Study Centres — those at Quilon and Alleppey.

6. Owing to the tremendous increase in the number of students seeking admission to University courses during the period of this Report (1974-'84), there has been a consequent increase in the number of affiliated colleges. Many of these institutions started under the compulsions of the time, often without much planning and an adequate academic base, while relieving the pressure for admission to a certain extent, have aggravated the problems of higher education in the state. Faced with the unprecedented demand for admission to the Pre-degree

course, the University also introduced the shift system in 1979 which however was inadequate as is seen by the sudden mushrooming of 'Parallel Colleges' all over the state in the last few years.

7. The last decade also witnessed the adoption of a number of academic measures which have had far-reaching consequences. Among these may be mentioned (1) the provision made in 1974 for revaluation of valued answer scripts. (2) the system of external University Examinations at the end of each academic year introduced for the Pre-degree course in 1974 and for the Degree course in 1975 (3) the introduction of 'improvement examination' in 1975 (4) the liberal provision for 'private registration' (ie., for non-collegiate candidates) for University examinations made in 1977, and (5) the adoption of the shift system in 1979 referred to earlier.

8. Some of the other highlights of the period are: (1) the establishment of a Computer Centre in 1977 with a Computer purchased at a cost of Rs. 27/- lakhs out of grants specially sanctioned by the U. G. C. (2) the World Conference on Malayalam, Kerala Culture and Development held at Trivandrum in November 1977 in which over 1,000 delegates, including many scholars from abroad, participated and (3) the establishment of the College Development Council in 1978 in order to promote the developmental activities of affiliated colleges. During this period occurred 'the Marks Scandal'. The investigations conducted by the Government and the University revealed many instances of corruption, cheating and falsification of marks which led to the Government's decision to hold a judicial inquiry. The Justice M. P. Menon Commission which went into this matter submitted its report to the Government in January, 1984.

9. The formation of Gandhiji University in 1983 brought about a reduction in the size and finance of the University. The territorial jurisdiction of Kerala University is now restricted to the revenue districts of Trivandrum and Quilon and parts of the districts of Pathanamthitta and Alleppey. 68 affiliated colleges having been transferred to Gandhiji University, Kerala University was left with 59 colleges in 1983. The bifurcation has created many problems for the University. Revenue resources have dwindled while the variety of academic responsibilities and the pressure on the examination wing

(owing to the large percentage of failed candidates and the ever increasing 'private registration') continue to be of the same magnitude. The Annual Report for 1983 states "Nearly 50% of the 2,300 non-teaching staff of the University has been rendered superfluous", and goes on to express the fear that the supernumerary staff will cause a heavy drain on the meagre financial resources of the University for a long time to come.

10. The problems facing the University are numerous, complex and challenging; and it appears there are no easy solutions. But the problems are not insurmountable. The main task is to identify them and understand them and then seek ways and means of solving them in the light of the real goals of higher education. This is the task to which the Commission has addressed itself in this inquiry.

CHAPTER II

UNIVERSITY DEPARTMENTS OF TEACHING AND RESEARCH

2.1 Introduction

2.1.1. In trying to form our assessment of the teaching and research carried on by the University Departments we were able to take advantage of various approaches and use materials drawn from many sources. A conference with the Heads of Departments, another with the Deans of Faculties, brief visits to several of the Departments in the City campus and in the Kariavattom campus gave us some of the information and insights we needed. More importantly, we have sought and obtained self assessments from the Departments, the reports prepared by the Heads and members of the staff on the working of their Departments during the period 1974-1984 on the various teaching programmes and on research activities. Further we had the benefit of peer assessments, made by experts from outside the State who spent a few days visiting the Departments concerned, meeting members of the faculty, and looking at the facilities and equipment, publications and the like. Twelve Departments, Physics, Chemistry, Zoology Botany, Economics, History, Sociology, Education, Malayalam, Linguistics, Malayalam Lexicon and Oriental Research Institute and Manuscripts Library were selected for such peer assessment. We also got some valuable guidance from answers we received to the Questionnaire

2.1.2. Speaking generally, the University Departments have well qualified staff and a satisfactory record of teaching and research. Out of 206 members of staff in the 27 teaching departments 136 have Ph. Ds and other high research qualifications.

2. 2. General Observations and Recommendations

2. 2. 1. To begin with, some observations may be made which are of a general character and some recommendations which would apply to most or all of the Departments.

2. 2. 2. *Academic Isolation:*

To quote from the peer assessment of the Physics Department, "the Major functions of a University Department are performance of and training in research work and teaching. The extent to which these functions have been discharged must——— be judged both by absolute standards and in relation to the environment in which the work has been done and the facilities available for such work. The location of Kerala University at almost the southern tip of India makes a certain degree of isolation———inevitable". The isolation referred to is in regard to involvement in national and international academic streams and currents of scholarship and research. Barring a few notable exceptions, the University Departments figure rarely in national awards, in national programmes or in large scale research projects funded by central agencies. *The recommendation is made therefore that (a) well organised efforts should be made by all the Departments to establish and maintain live contacts with national research funding agencies such as University Grants Commission, D. S. T. (Department of Science and Technology). I. C. S. S. R. (Indian Council of Social Sciences Research). I. C. A. R. (Indian Council of Agricultural Research) and University procedures and rules must be stream-lined to provide expeditious help in such efforts The University must see to it that communication between central and national agencies and the Departments are carried on quickly and smoothly. (b) Efforts must be made by the different Departments to organize national Seminars, Workshops and Summer Institutes which would draw scholars and research workers from different parts of India and abroad. In one of the peer assessments, it is pointed out "during the last 10 years, the Department has not hosted any national research seminar or symposium". In another Department, the report is "The All India symposia———followed by publication of their proceedings have enhanced the prestige of the Department. So, it is recommended that (c) Fuller use must be made of nationally recognized research institutions and agencies located in Kerala, their facilities, resources and expertise, Institutions such as V. S. S. C. (Vikram Sarabhai Space Centre). I. S. R. O. (Indian Space Research Organisation), C. D. S. (Centre for Development Studies), Tropical Botanical Gardens are among those whose strength and facilities may be availed of. (d) Greater co-ordination and collaboration may be aimed at between the Universities in the State; wasteful duplication of effort may be avoided (e) The services of eminent scholars from outside the State may be secured to serve as visiting Professors.*

2. 2. 3. *Library Facilities:*

One serious handicap which almost all the departments suffer from is poor library facilities. The report on the Chemistry Department says, "Only 3 journals are subscribed as of now (The Indian Journal of Chemistry in which a number of Papers from the Department have been published is not now subscribed). Progressive yearly cut in funding was cited as the reason". The report on the Physics Department says, "The journals' sanction which subscribes to only 2½ research journals from abroad is absolutely pitiful. A very young faculty might for some years be able to put up herculean efforts needed to survive such a grave handicap, but such a state of affairs cannot go on for long without putting everything into reverse gear". The Zoology report points out, "It is surprising that the Department is subscribing only to a very bare minimum of journals, and 1,500 books in a Department of more than 15 years standing appears insufficient taking into consideration the phenomenal growth in the diversity of disciplines as well as the knowledge explosion". The Economics report says, "I was distressed to find out not only is the amount made available to the library rather small but it has been declining during the last 2 or 3 years— — — An allocation of Rs. 16,000/- to the Department for books and periodicals is an extremely meagre sum". *The University must give top priority to library requirements and provide adequate resources to improve and strengthen library services and facilities and place them on a level appropriate to expanding research and teaching operations.*

2. 4. *Administrative Constraints:*

The Heads of Departments were unanimous in their complaints that they came up against bureaucratic bottle-necks in office procedures. Difficulties and delays had to be faced in (a) getting grants allocated to their Departments released in time (b) processing applications for grants for research projects (c) getting even emergency maintenance and repairs for equipment done and (d) securing essential equipment for which budgetary provisions are available. Too much of the academics' time is wasted in routine administrative procedure in the University offices. The limit of funds which the Head of Department can use for incidental or emergency expenses at his discretion was Rs. 100/-; it was increased to Rs. 2,000/- in 1983; even this figure at present prices is inadequate.

2.2.5. *Specialised Post-graduate Courses* : A surprising fact is that while some of the departments of the University, largely the science departments, are free to run Masters courses different from those offered in the affiliated colleges, in other departments they feel constrained to carry on with stereotyped and out-of-date syllabi because of political pressures put up by teachers of affiliated colleges and members of Boards of Studies. This seems most unreasonable and wasteful in view of the highly qualified staff-teams the University Departments can boast of and the better library and laboratory facilities they have. One of the peer assessment reports says, "In my discussions with the students, one of the main issues that they brought up was the need to have a more demanding course .. I hope very much that the Department will have some freedom for experimentation". On the other hand, the Zoology report says, "The regular 2 year M. Se. course has commenced from this academic year in general and applied zoology. In this connection it may be mentioned that this course is more purpose-oriented and deviates from the traditional M. Sc. courses in colleges". *The Commission strongly recommends that a University Department with staff competence and necessary facilities should be given the freedom to vary the courses of study and examination procedures in the interests of academic progress and national needs.*

2.2.6. *Board of Studies*: Further in this connection we do not see any reason why there should be two separate Boards of Studies, one for the under-graduate courses and the other for the post-graduate courses. *A single Board of Studies for one discipline at the University level would promote better co-ordination in the organisation and development of the courses of study of the under-graduate and post-graduate levels and it would cut down on expenses and make possible, if found necessary, more frequent meetings of the Board. It would be appropriate to have the Head of the University Department serve as ex-officio Chairman of the Board of Studies concerned and to provide, through membership of the Board, for the counsel and direction of two or three eminent experts in the subject discipline from outside the University.* In the academic world maintenance of high standards and keeping abreast of the latest developments on the ever-expanding frontiers of knowledge should have over-riding priority. *It is recommended (a) that the term of the Board, be 3 years, (b) that there be rotation of*

one third of the members who should retire every year and (c) that the Boards of Studies be appointed by the Syndicate on the basis of proposals prepared by the Vice-Chancellor taking into consideration the suggestions made above.

2.3. Observations on some Departments

2.3.1. Reference must be made to departments which deserve special mention for the uniqueness and quality of their work and to some others which have problems needing prompt attention.

2.3.2. *Department of Aquatic Biology and Fisheries:* The self assessment report points out, "the main interest has been to examine the Biology of economically important species of aquatic animals and plants and their ecology so that these very important and rich resources could be properly utilised and conserved for the full benefit of the community. 590 kms. of coast line, 2500 sq. kms., of fishable area, 500 sq. kms. of backwaters and 44 rivers have been the broad basis of our study". In spite of a shortage of staff and constraints in regard to space and equipment, the Department has done commendable work which has received wide recognition. Some 46 students have qualified for Ph. D. during 1968-1983 and 40 for the M. Phil. degree. Many large scale research schemes have been undertaken with assistance from national funding agencies. The Head of the Department has an impressive and outstanding record of national honours and scholarly achievements. Two senior members (Professor and Reader) are due to retire in 1985. Two staff members retired during 1981-'82; these posts unfortunately have not yet been filled. *Steps must be taken immediately to fill the vacancies.* Senior positions have to be filled in the near future and procedures must be set going.

2.3.3. *Malayalam Lexicon Department:* This Department is engaged in the compilation of a comprehensive encyclopaedic dictionary. The lexicon is planned as descriptive-cum-historical dictionary broadly following the lexicographic principles adopted by the Oxford English Dictionary. It is a Malayalam-English dictionary. The whole set of 11 volumes is expected to be released by 1988. According to the peer assessment there is urgent need to appoint senior staff to take the place of two who will shortly retire. "The experienced Assistant Editors and Sub-editors in the Department will retire before the retirement of the Chief Editor. There will be no

qualified and experienced hand to take up the editorial work when he retires in about 4 years from now. One or two qualified and competent scholars have to be selected immediately as Sub-editor or Assistant Editor and trained in the work". An important recommendation by the visiting expert is that *computer facilities (available in the University) should be used to store information gathered in 30,00,000 index cards built up in the scriptorium. Necessary financial assistance must be afforded to preserve for posterity this valuable scriptorium. This is a recommendation we would endorse.*

2.3.4. Linguistics Department: The Department has made great progress during the period under review. To quote from the peer assessment, 'there are two M. A. Courses (general linguistics and applied linguistics), M. Phil and Ph. D. courses, two well-equipped laboratories (phonetic laboratory and language laboratory) and a well stocked reference-cum-lending library. 10 research projects have been completed mostly in areas of dialect survey... more than 30 books in various fields in Linguistics have been published by members of the faculty; members of the staff have attended several national and international conferences. *Among the recommendations we would endorse are (1) funds to be made available for the publication of a research journal in Linguistics which the Department is well qualified to bring out and which will be of great scholarly value. (2) The construction of a room to locate the phonetic laboratory which is now housed in the same room as the language laboratory.*

2.3.5. Botany Department: The assessment of the expert commends the Department's pioneering efforts to develop and strengthen teaching and research in the important area of Cytology, Genetics and Plant Breeding, "By well-planned, sustained and painstaking work, the Department has established a reputation as a centre of excellence in the general area of Cytogenetics and Plant Breeding but especially in Cytology. The work on Cytology of ferns is outstanding and internationally recognised".

2.3.6. Zoology Department: In the opinion of the expert called in to assess the work of the Department, "the steady stream of contribution in all these four fields of research—Insect Endocrinology and reproductive Biology, Animal behavioural studies, Soil Biology,

Vector Biology—have earned for this Department a place in the national and international circles. The significant fact that emerges from the totality of research involvement in the Department is the increasing interaction on the part of the faculty to become involved in interdisciplinary areas of research, a truly positive trend in purposeful research”.

2.3.7. *Physics Department*: Summing up his assessment the expert says, “The Department has an active research programme and a steady record of research in the past, as well as an effective M. Sc. teaching programme. The research has been of high calibre in certain areas while in certain others, projects need to be designed with greater depth and scope. The over all direction of the academic activity is progressive and one can look forward to higher levels of accomplishment in the coming years”.

2.3.8. *Malayalam Department*: The Department has come up with an ambitious proposal to reorganise the Department into four divisions with carefully defined areas of work, each with additional staffing of one Professor, one Reader, two Lecturers in each area with additional budget provision of about Rs. 3/- lakhs each. According to the peer assessment, some of the development that this plan seeks to promote can be effected by greater co-ordination between the four departments of Malayalam, Linguistics, Lexicon and Manuscripts Library. *Such co-ordination may be encouraged through the setting up of an Advisory Committee consisting of the Heads of these Departments. It is recommended that the University may act on this important suggestion.*

2.3.9. *Economics Department*: The Department has a long tradition of research into problems relating to Kerala's development which the visiting expert has highlighted and commended. “The link that the Department was able to establish with the planning process in the State and the Centre on the one hand and the vast amount of data pertaining to the region that official agencies made available have been responsible for this research orientation that the Department was able to cultivate from the beginning”. Another commendable feature of the work of the department is that “practically all members of the Department have done and continue to do writing both in English and in Malayalam”.

2.3.10. *Education Department* : The peer assessment refers to the help the Department as a whole has been able to give in extension programmes of the State Department of Education such as Curriculum Revision, Content Enrichment, preparation of Question Bank etc., but warns against the dangers of involvement in such work becoming detrimental to regular teaching and research.

2.3.11. *English Department* : The Department has enjoyed good leadership during the period under review and can claim a notable record of teaching and research. One of the problems that the Department, like some of the other Departments located in the city campus is up against, is the serious shortage of space in its present location. What accommodation there is in the small building near the University Offices has to be shared between German and Russian Departments, the Lexicon Department and the English Department. Some of the class rooms have to be used by more than one Department. *A good, well designed and equipped building on the Kariavattom Campus to meet the space requirements for staff rooms, library, classrooms and a seminar room is an urgent need which must be met.*

2.3.12. *Sociology Department* : Team work within the Departments is generally satisfactory. Two exceptions appear to be the Sociology Department and the History Department. In the Sociology Department there is a continuing conflict between the two Professors, which has resulted in considerable unpleasantness and led to grievous neglect of academic and administrative responsibilities. As the peer assessment puts it "the academic climate of the Department which is a crucial factor to interpersonal co-operation, stimulation and team work in respect of research, writing, publications and project research seems vitiated by a court wrangle between the two senior Professors. While this dispute between the 2 seniors may have its own interpersonal, legal and historical dimensions, it is quite unfortunate not only to the public appraisal of the Department, but also to the academic turnover of the Department in terms of diverting one's time and energies away from serious academic pursuits creating an atmosphere of fear, suspicion and factionalism within the Department including the junior staff, scholars and students and impairment of the team work and public image of the Department". *The University must look into these matters and take effective action to put a stop to the unseemly wrangles within the Department.*

Another important matter which the peer assessment draws attention to is the lack of proper accommodation for faculty members and research students in the Department. Further, according to the report, there was no staff member within the Department assigned to teaching work in statistics. "Since knowledge of statistics and quantitative methods is a critical asset to a teacher and research guide in Sociology, the Department should make efforts to build the staff competencies in Statistics and quantitative methods. Instead of remaining content with adhoc arrangements, it is better to create a post of a professor of research methodologies (qualitative and quantitative) and recruit a really competent person by open advertisement". *The suggestion put forward by the visiting expert is one which deserves careful attention and action.*

2.3.13. History Department : The visiting expert who conducted the peer assessment of the department commends it for its research output and for the publication undertaken by it of the Journal of Indian History, a journal of all India stature and high reputation and the Kerala History Journal.

We would endorse the recommendation made by the expert that the University should provide necessary clerical and other assistance to enable the Department to publish these journals at a high level of efficiency, regularity and excellence.

There are evidences of misunderstanding and conflict between the two senior members of the Department which have marred its smooth working and effectiveness. Some charges of a serious nature have been raised in the peer assessment against one of the professors which we have looked into and of which we have referred 2 issues to the Vice-Chancellor for a fuller investigation and necessary action.

2.3.14. University Library System : The University is served by (1) the main University Library located in the city (2) a Campus Library at Kariavattom (3) Libraries attached to the different Departments and (4) Two reference libraries at the Study Centres, one at Quilon and the other at Alleppey. Except for the departmental libraries, the others are under the administrative control of the University Librarian. (a) One of the unsatisfactory arrangements in vogue at

present which must be put right is the lack of co-ordination between the libraries in the procurement of books and the resulting avoidable duplication of books. (b) There is no sound budgetary policy in the matter of grants for books and periodicals from year to year. Grants do not keep pace with the steep rise in the cost of books; they do not take into account the increased book requirements consequent on expansion of academic and research programmes. (c) *A very serious drawback which must be remedied is that there is no Union catalogue of the holdings of all the libraries.* (d) It is highly desirable that all purchases and processing should be centralised in the main library which must be provided with a vehicle for the speedy transportation of the materials to the libraries concerned for processing. (e) *The main library should undertake bibliographical and documentation services on a regular basis specifically to meet the needs of the research scholars working in the various Departments of the University.* (f) *A documentation section should be set up in the library and the computer facilities in the University may be utilised for the organisation of such services.*

2.3.15. *The Instrumentation Centre* : The Centre was set up in 1976 to serve the following objectives and functions as defined by the U. G. C , "to repair and service instruments; to offer courses, and training programmes in instrumentation, to provide research analytical service facilities in all specialised instruments in the University; to provide facilities for undertaking servicing, testing and calibration; development of instruments and training to undertake and encourage research, design and development in instrumentation". Owing to financial constraints and serious difficulties in securing qualified staff at the levels of salaries sanctioned, only the first objective has been achieved so far and that too not adequately. Lack of space is another constraint which has stood in the way of proper development of the Centre. In the set up of the University with the main campus located 15 kms. from the city, and with sophisticated and sensitive instruments in regular use in many of the Departments of science, it is essential that the instrumentation centre be adequately staffed and equipped. To quote from the peer assessment of the Chemistry Department, "The Instrumentation Centre is not yet equipped to cater to the needs of the researchers. As of now, the Department is managing its instrumental needs from the Regional Sophisticated Instrumentation Centre, Madras, National Chemical Laboratory, Poona and Central Drug Research Institute, Lucknow".

2.3.16. *The Women's Hostel, Thycaud* : This hostel which the Commission visited presented a shocking appearance. We endorse fully the account of conditions given by the Warden in her report. "Conveniences within the hostel have only diminished since due to lack of timely repair of furniture, essential furniture cannot be given to students; and due to defects in the construction of the building, bathrooms and lavatories in one wing of the hostels have been demolished reducing their number by 8 on each floor out of a total of 14 for the use of students. No general maintenance also has been carried out for at least 7 years. The hostel kitchen and dining hall leak in places". We might add that the kitchen when it functions is filled with suffocating billows of smoke; the cooks have to work in semi-darkness because the heavy clouds of smoke shut out the light of the electric bulbs. The number of residents at present is 320 which is far beyond its capacity and available facilities. *A Hostel for Women in the metropolis under the direct management of the University, maintained in such insanitary and deplorable conditions, is a disgrace and immediate measures should be taken by the University and State Government to improve matters.*

2.4. Assessment and U. G. C. Scales of Pay

2.4.1. We would draw attention to and endorse a point which has come up in discussions with the teaching staff in the University Departments and in replies to the questionnaire. At present there is little encouragement or incentive offered for higher and better performance in teaching and research. The complaint has been voiced, and legitimately that University structures, recruitment procedures and rules of promotion do not offer sufficient recognition of merit. Promotions merely on the basis of seniority kill incentives to academic growth. There is no system of regular assessment of their work for the teaching staff. *On a regular basis, and with objective criteria, an assessment should be carried out of scholarly achievements, academic growth and research activities for all staff. In every case a written self assessment should be prepared by the teacher and in addition an assessment by the Head of the Department concerned. For the Head of the Department apart from his own self assessment, an assessment by the Vice-Chancellor should be recorded.*

2.4.2. *We would recommend that U. G. C. scales of pay should be implemented straightaway and the conditions attached to them be enforced.* Kerala is perhaps the only State, where these scales of pay have not been given effect to. The main obstacle in the way of U. G. C. scales being brought into force in Kerala State is the reluctance of the state authorities and the teachers' associations to accept the conditions imposed by the U. G. C. in regard to the mode of appointment of teaching staff in the University Departments and in the affiliated colleges. Merit has to be the over-riding criterion; the processes of advertisements for posts, setting up of interview boards, and selection must ensure fairness, and recognition of academic merit; factors such as community preferences, reservations must not be allowed to come in the way. The Governments, however, have felt bound for political reasons to observe agreements entered into with minority groups. It must be pointed out also that, so far as affiliated colleges are concerned, under U. G. C. scales there is no provision for Professor Grade II and Professor Grade I, such as obtain under the Kerala Government salary structures. We feel that it would be advantageous and academically sound to introduce U. G. C. scales of pay both for the University departments and for the affiliated colleges and to enforce the conditions attached there-to as laid down by the U.G.C. If constitutional safeguards require some exceptions in the case of minorities and backward communities, they must hold good in other states as well. It is our understanding that U. G. C. scales have been brought into effect in all other states. So far as Kerala is concerned, the last representation to the Government of India on the subject was made in 1981; in a communication which they sent in February 1982 the Government of India expressed their inability to consider the Kerala Government's proposals as some of the vital conditions relating to minimum qualifications, methods of recruitment and composition of selection committees had not been accepted by the State.

2.5. Recommendations on Administrative Changes

2.5.1. As already referred to in paragraph 2.2.4 many of the self assessment and peer assessment reports point out the difficulties the Departments face on account of curbs and restraints imposed by the procedures and working of the University office. The University has 32 departments engaged in teaching and research and supporting activities. With the rapid growth and development of wide ranging operations and activities in these areas, it is recommended that

(1) *a separate unit or section of the University office under a Deputy Registrar be set up to deal solely with matters relating to the working of the University Departments at both the campuses.*

(2) *some decentralisation in the administrative set up of the University as suggested below must be given effect to: (a) The Vice-Chancellor and the Registrar could, in academic matters, delegate some of their responsibilities to the Deans and decisions in routine matters could be left to them. (b) The office of the Dean may be invested with greater responsibilities as in many other Universities in the country. The Dean will be the Executive Officer of the faculty and sees that the decisions of the faculty are implemented. He will be responsible for bringing the financial and other needs of the faculty to the notice of the Vice-Chancellor. He co-ordinates the use by the various departments in his faculty of common equipments and facilities. (c) The Heads of Departments could be given more freedom and financial powers, Headship of Departments may be rotated on the basis of seniority for a three year term among the Professors in the Departments concerned.*

CHAPTER—III

COLLEGES — ARTS AND SCIENCES

3.1. Handicaps

3.1.1. The major handicap facing the Commission is that there is no periodic University assessment and report on its affiliated colleges as is required under Section 78 of the Kerala University Act 1974 which provides: 'the Vice-Chancellor shall, at the end of every 4 years from the commencement of this Act, submit a report to the Government on the condition of affiliated Colleges.' This provision goes back to the Kerala University Act 1969 (Section 72). Successive Vice-Chancellors since then have ignored the requirement nor has the Government to whom the quadrennial report was to be addressed, raised any query as to its non-observance. Thus one of the major sources of information on the state and functioning of the affiliated colleges was not available to the Commission for the period of its mandate 1974-1984. Even more serious, the report is an important instrument for the University's guidance and supervision of the colleges. To some extent, the parlous state of the colleges that will be referred to presently could have been avoided and in part reversed if this constitutional instrument had been exercised by the University. *It is recommended that the Vice-Chancellor take steps to start in 1985-86 the quadrennial report required of him under section 78 and arrange for the exercise every four years as long as the present system of affiliated colleges continues.*

3.1.2. In the absence of such comprehensive and official assessments the Commission has had to rely for its views about the state and functioning of the colleges on (a) the visits it made to 12 colleges out of 99 Arts & Science Colleges (as in 1982), (the list of colleges visited is attached as Appendix II to this Report) and the oral and written submissions from the Principals, staff and students of the colleges, (b) the written and oral evidence of the Director of Collegiate Education, (c) the Annual Reports of the University and the Annual Guide Book of the Directorate of Collegiate Education and (e) the answers to 20 of the 34 questions of Kerala University Questionnaire

relating to colleges, (which were issued to 1975 persons, of whom 244 responded, University authorities and University college teachers being 172). During the period under study by the Commission, 1974-84 the number of colleges were 78 to 99 and it is this number which is the base of this chapter.

3.2. Environment

3.2.1. Of the 12 per cent of the colleges that the Commission was able to visit during its period of work, four were government colleges and eight run by private managements. We noticed that the physical environment of the government colleges was very bad, the walls being plastered with graffiti and painted with advertisements and slogans, the lawns covered with weeds, the grounds full of shrubs and bushes and the pathways in the rainy season slushy and muddy. The whole appearance of the colleges was one of buildings run down, benches and tables worn and dirty, rooms dark and dingy, and a general appearance of seedy and decrepit physical plants. This was the appearance of what was once the most prestigious colleges in the state, noted for their cleanliness, neatness and spruce attractive buildings and grounds, namely the Maharaja's College of Ernakulam, the Maharaja's College of Arts and Science now known as University College, Trivandrum, the Government Arts College, Trivandrum, and the Government College for Women, Trivandrum, (Two of the members of the Commission were students of two of these colleges). This is in sharp contrast to the cleanliness and attractiveness of the buildings, the care and appearance of the lawns, gardens and grounds and the impressive educational plant that the private colleges that we visited represented, such as the Mar Ivanios College, Trivandrum, the All Saints' College, Trivandrum, NSS Hindu College, Changanacherry, SB College, Changanacherry and St. Theresa's College, Ernakulam.

3.2.2. When confronted with the sad situation of the government colleges, the Director of Collegiate Education explained the reasons for this state of affairs as follows: (a) While the number of Government Colleges under the Directorate had risen from 9 in 1954 to 46 in 1984 in the state, funds for their maintenance and development have not been increased commensurately: (b) new colleges involving large additional financial commitments have been started without first

placing existing ones on a solid footing, (c) Sponsoring Committees, especially in the southern half of Kerala, who are responsible for providing for a government college 15 acres of land, Rs. 5 lakhs for building and Rs. 50,000 for furniture have time and again reneged on their commitments. The result is 4 government colleges affiliated to Kerala University are functioning in School or Polytechnic buildings and 2 are functioning in temporary sheds. (In the Calicut University area, 6 government colleges are housed in school buildings and 6 in sponsoring committee's buildings); (d) the University has been lax while inspecting facilities and granting affiliation, and (e) the funds allotted for purchases were not always properly utilised, proposals for purchasing laboratory equipments, books and furniture being received late or carelessly prepared, resulting in delayed sanctions; the situation is further worsened by cumbersome store purchase rules which cause the proposals to be kicked around from one office to another. To meet this situation, the Director of Collegiate Education proposes that all items of fees be increased, while protecting the interests of economically weak sections. This is a sound suggestion, which we shall revert to later, but this source will not provide the capital cost to start new colleges nor meet the unmet commitments of the existing colleges. *It is recommended that for the Seventh Plan no new government colleges be started and that funds be made available to maintain the existing colleges in a state worthy of educational institutions. It is also recommended that the affiliation granted during the V Plan to the colleg, in Kattappana where no land has been acquired or buildings erected for over a decade and to the two colleges at Nedumangad and Trippunithura for which buildings have not yet been constructed be suspended. It is also recommended that any University Commission that may be appointed in future to inspect the request for affiliation apply faithfully and fully section 56 of the University Act and Chapter 23 of the Statute setting forth the affiliation conditions.*

3.2.3. The lack of funds for maintenance of the buildings in a proper state of repair and the care of the grounds is also a common complaint of the private colleges, whose financial plight has been compounded by the agreement between the government and private college managements who receive government grants only under certain prescribed conditions as set forth in Chapter 2 of the Statute of 1979. They complain that they have not been receiving any maintenance

grants for a number of years. The Director of Collegiate Education explains this situation as follows: "Before the direct payment system began in 1972 a teaching grant was given under the grant-in-aid code to private colleges. The grant-in-aid was for a period of 10 years and 2 months (from 1-4-'62 to 31-5-'72). However, the Accountant General discovered that payment for 11 years had actually been made. Hence, the grants for a period of 10 months was to be recovered. Government therefore ordered in 1979 that the excess grant would be recovered by adjustment against the contingency and maintenance grant. Thereupon; the Deputy Directors, while issuing formal sanction for payment of contingency and maintenance grant, required the private college managements to submit the bill for the claim for counter signature by the Deputy Director of Collegiate Education along with a chalan for transfer credit of the amount to the government revenue account, in part settlement of the excess teaching grant already drawn. Only in case they present the bill with the chalan for transfer-credit, will the adjustment take effect. Almost all the private college managements have not preferred bills for the claim with chalan for transfer credit, for fear of adjustment of the grant. The managements very often complain that they are not receiving grants under contingency and maintenance. But the fact is that payment of grants under contingency and maintenance is not denied to them; it will certainly be paid though not in cash but by adjustment against excess grant. It is only because of the unwillingness of the management to adjust it against the excess grant that they have not been receiving it. It may also be noted that even though the managements are refraining from claiming the grant, they have been requesting government to revise the rate of grant on the ground that the rates are to be revised every 5 years. Accordingly, government are considering at present a proposal for revision of rates of grant under contingencies and maintenance. An increase of around 25 per cent of the existing rates has been recommended by this department". (see also 7.4.2.).

3.2.4. There are two questions raised by all colleges, government and private. The first is, given the capital cost of starting new colleges referred to under the discussion on government colleges, the escalating cost of maintenance of the existing colleges, and the fact that Kerala is well served with a total of 228 colleges, giving a proportion of 1 college for 1.14 lakh of the population and 8686 of the

college going age of the population compared to the equivalent all India figures of 1.35 lakh and 9479, the question arises whether the available funds for higher education should not be more optimally spent by concentrating them on improving the physical and intellectual infrastructure of the existing colleges. In the answer to this question in the questionnaire, opinion is fairly evenly divided. There are those (41 per cent) who want an extensive educational survey to be conducted to ascertain regional needs for new colleges which would correct regional disparities and take in students now going to the Parallel Colleges. On the other hand many other respondents (33 per cent) are of the view that there are at present enough arts and science colleges, so that during the VII Plan there should be a policy of consolidation, that is, expansion of facilities in the existing institutions, striving for excellence, and restructuring the courses in the direction of their being job oriented. *It is recommended that during the Seventh Plan a state survey of higher education facilities and their use be undertaken to indicate what should be the direction of higher education in the state in the future, and on this basis there be a pause during the Seventh Plan and no new arts and Science colleges be started in the Kerala University area and the state.*

3.2.5. The other issue raised by all the colleges is the question of fees, the tuition fees, the library fee, the laboratory fee and the sports fee which are today not only totally inadequate in relation to the needs of the colleges for their administration, their libraries, laboratories and sports facilities, but bear no relation to the rate of inflation which since 1979-'80 has been of the order of 70 per cent. If the increasing cost of the staff (to whom as recommended in Chapter II (2.4.2.) the U. G. C. scales of pay should apply, on the basis of staff qualification laid down by U. G. C.) along with the continuing rise in dearness allowance are not having a squeeze effect on the colleges, it is because under the direct payment system the government carries the financial burden of staff salaries, and in the words of the Director of Collegiate Education 'the Government is hard pressed to meet the future needs of colleges'. In answer to question 10 of the Kerala University Questionnaire, the overwhelming majority (69 per cent) favour a rise in fees, with only 14 per cent being against it. Some of the comments on this issue are illuminating: 'Education should not be cheap to those who can afford it': 'to collect low fees even from those who can afford

to pay fees at a realistic rate is an unsound form of 'socialism': 'it is a paradox that when thousands of students attending Parallel Colleges pay tuition fees several times larger than what is charged by the University and its affiliated colleges, any attempt on the part of the University to raise fees is ruled out by the Government'. The Commission has also considered the question of what are called 'donations' paid for student admission about which public opinion is being roused, and the Union and some State Governments are being urged to pass legislation banning them. If 'donations' are paid by the rich and well-to-do, if it is not made a condition for admission of the students from poor families to colleges which can be avoided by the system of reservation, if the 'donations' are officially received by the principals or managements, if their disbursement is only for the development of the college which is subject to audit, then 'donations' should be welcomed as one way of paying for the capital cost from those who can afford to pay for higher education. In the answer to the Questionnaire there is acceptance of, with no opposition to, the periodic and substantial raising of library, laboratory and sports fees. *It is, therefore recommended the (i) tuition fees be raised commensurate with the rise in prices, with provision for freeships, scholarships and educational vans for students from poor families, (ii) 'donations' for the development of the college, not demanded from students from poor families, be officially received by the college concerned and their expenditure audited and (iii) the library, laboratory and sports fees be periodically raised to offset the rising costs in these services of the colleges.* In this connection the 300% to 500% increase in the price of books and laboratory equipments over the last decade should be taken note of.

3. 2. 6. There is also the question of student hostels. The Government runs 9 hostels of which 4 were in the Kerala University area. The Women's Hostel in Trivandrum run by the University is in an unbelievable mess as referred to in chapter II (2. 3. 15). The hostels of the private colleges are in better shape, though in some cases there is need for more hostel accommodation, on which as far as women's hostels are concerned UGC aid could be obtained. In the data given to us by the Director of Collegiate Education for Government Colleges we note a 50 per cent reduction for hostels furniture and equipment from Rs. 1,86,300 for 1981-82 to

Rs. 92,080 for 1983-84, and if the first 8 months expenditure is projected, to Rs. 60,000 for 1984-85. *It is necessary that adequate funds be provided for maintaining hostels in a livable condition and in this connection the Women's Hostel, Trivandrum should be granted the funds by the University and the Government to make it a safe and sanitary dwelling place.*

3.3 Academic Standards

3. 3. 1. In the absence of an academic assessment of the work of the colleges periodically and over a period of time by the University, it is not possible to arrive at definitive conclusions on the academic standards of the colleges. There are, however, various indications, which are a cause of disquiet, regarding the academic standards being maintained by the colleges.

3. 3. 2. Taking first the pre-degree programmes, a common complaint is that owing to the increasing numbers involved which has resulted in the shift system, the in-adequate laboratory facilities for science students, and the poor library offerings and space, the standards even at this level, apart from the record of a few colleges, mostly private ones, are low. Even using the pre-degree examination record, not as a measure of academic standards which it is not, but as an indicator of how the pre-degree machinery grinds out its end product, it is seen that the machinery is slowly but inexorably slowing: the passes being 45.4 per cent in 1978, 44.4 per cent in 1979, 39.45 per cent in 1980, 37.62 per cent in 1981 and 20.61 per cent 1982. (From 1983, the University has ceased publication of Pre-degree results in its Annual Report).

3. 3. 3. With regard to undergraduate education, some of the affiliated colleges, once again mostly under private managements, have maintained an impressive academic record of undergraduate teaching and learning, with adequate library and laboratory facilities, extra-curricular activities under NSS, NCC and sports etc. The majority of the Colleges, however, do not maintain adequate academic standards in their undergraduate programmes. They ascribe this to the shift system which involves half a day's work for the staff and takes away staff motivation for sustained and improved teaching. Some parents reported to the Commission that their sons who were enrolled in good

colleges went to parallel Colleges for their learning, and used the regular colleges to mark attendance, meet friends, and go on strike when they wish to. In the only two private colleges which gave us the detailed academic qualifications of their undergraduate teaching staff, we found that 12 of their teachers were III class MA3 in one case, and 4 in the other. There are no regular programmes through summer institutes and other refresher courses to update the knowledge and teaching capacity of the teachers. In the case of the government colleges, academic standards are affected by the system of transfers of principals and teachers, which we saw for ourselves; in the case of the government colleges that we visited (except one) the principal either had just been transferred to the college, did not like the posting and so went on leave, leaving the college headless, or in other cases, was so new that he could not brief the commission on the academic standards of the college. The Director of Collegiate Education in his written note on this subject states that 'the immediate result of posting people on the verge of retirement as Principal is a general deterioration in academic standards and in the quality of administration in the colleges'. Lecturers are transferred consequent on promotions, retirements and the creation of additional posts and on direction of government. Most transfers take place during May-June but enough take place at other times to disrupt academic activity. The UGC also commenting on the report of the Joint Survey Committee which looked into the working of post-graduate departments of colleges in Kerala University states: 'there should be a rational policy in regard to transfer of teachers both in the government and private colleges; frequent and random transfers have to be avoided; so as not to disrupt programmes of teaching during the session'.

3. 3. 4. The remedies against this situation that the Director proposes are that only those with a good record of 15 years of teaching and have done research should be posted as principals, doing away with the existing time scale system of promotion, and in the case of teachers all transfers should be made in May-June, and they should remain in a post for at least 3 years. This is one way of making the best of a bad job - the system of transfers. There are other indicators of quality. In the answer to questions 16 & 17, on viable and non-viable colleges, there is reference to the fact that a number of colleges do not have qualified and dedicated staff, who combine excellence with

loyalty to the institution and concern for students; that they also suffer from other lacks, making them non-viable and that they should be closed down. One condition for this drastic step suggested in answer to question 17 is where a college has a poor academic performance for 3 or more years; or "where results fall below 25 per cent in a particular group/course continuously for 3 years, it should be wound up." Another indication that all is not well with under graduate education is the answer to question I, where 30 per cent of respondents in the Kerala University area say that: higher education is wasteful (against 47 per cent who say it is not), because the education in both arts and science is "too theoretical, desultory and far removed from the major concerns of modern life."

3. 3. . In the course of our work, we received two pieces of evidence concerning the recruitment of teachers by colleges run by private managements which affect standards. Some of the teachers' organisations reported that the managements were making teacher appointments in return for payments made for that purpose. In fact the sums to be paid are reported to be standardised at Rs. 50,000 for a junior lecturer, Rs. 60,000 for an under-graduate lecturer, and Rs. 80,000 for a post-graduate professor. We checked with some of the private college principals, who stated that they were unaware of the practice, which they said should be referred to the managements. We raised this question at a meeting of managements, and it was stoutly denied by some and evaded by others. A second problem brought to our attention is the long delay in filling vacancies because of the problem in constituting the selection committee which the private college is required to set up, as a part of the agreement between college managements and the government, as embodied in chapter 2 of the Statute of 1979. The problem is in getting the representative of the government on the committee, as the Collector who is the representative is either too busy to attend the meeting, or is transferred after his acceptance of membership. We also received evidence from other colleges that this procedure though delaying the filling of vacancies was sound in ensuring that the selection is made from a wide area and is not confined to the community to which the college is attached.

3. 3. 6. The practice for staff appointment now in vogue, based exclusively on a time-scale, contributes to the deterioration of academic

standards. The time-scale in question is: entry only as Junior Lecturer, promotion to Lecturer's position after 2 years, automatic promotion to II Grade Professorship after 13 years of total service and to I Grade Professorship after 20 years of total service. *To ensure the quality of academic staff, there should be provision for recruitment of outside talent as well as promotion of existing staff (a proportion of 50-50 by direct recruitment and promotion from service may be followed). We recommend that recruitment of staff both in Government Colleges and those under private management follow the above principle of recruiting outside talent as well as internal promotion.*

3. 3. 7. The standards of post-graduate courses offered in the colleges are uniformly low. The Guide Book for 1977-78 of the Director of Collegiate Education reports that 5 government colleges and 22 private colleges offer post-graduate courses, while the Annual Report of the University for 1982 states that 7 government colleges and 36 private colleges offer such courses. Among the seven government colleges, the one which has submitted information on its staff shows that in the 2 departments offering post-graduate courses with 8 and 12 staff members respectively, no one had a Ph. D. or M. Phil. qualification. Among the 36 private colleges, the five which have submitted comparable information on staff qualification show one Ph. D. out of 20 staff teaching PG English in one college; 6 Ph. Ds and 5 M. Phils out of 60 staff teaching in 4 PG courses in a second college, 2 DScs, 4 Ph.Ds and 3 M. Phils out of 114 staff teaching in 9 post-graduate courses in a third college; 13 Ph. Ds, and 4 M. Phils out of 85 staff teaching in 7 post-graduate departments in a fourth college; and 7 Ph. Ds, and 2 M. Phils out of 142 staff teaching post-graduate courses in the fifth college. The question can be asked whether a Ph. D./M. Phil. qualification is necessary for post-graduate teaching? In answer to question 21 of the Questionnaire on this issue; 73 per cent of the respondents replied in the affirmative, stating that M. Phil. for degree course, and Ph. D for post-graduate teaching posts should be regarded as essential along with the suggestion that UGC should provide more facilities to teachers to acquire the appropriate research qualification. While it is true that a person with a research degree — Ph. D or DSc — does not always make a good teacher, given the rate at which knowledge is now expanding and the need to adopt this knowledge to our socio-economic, cultural and ecological situation, Ph. D qualification helps to keep a

teacher up-to-date in his subject, because his research ability is a permanent asset and his teaching becomes informed by the interaction between teaching and research. The very limited number of post-graduate teachers with this necessary qualification is lowering post-graduate standards. The negative results are becoming cumulative, in that members of the Boards of Studies from the affiliated colleges have succeeded in bringing down the post-graduate course to a level, which their unqualified teachers can teach, as chapter II points out. The University Annual Report for 1977 calls attention to two important observations of the UGC on the report of the Fifth Plan Joint Survey Committee of the UGC, the University, and the State Government which assessed the needs of the Post-graduate departments of the Kerala University colleges. UGC observes that the University has to play a pace setting role not only by strengthening existing courses and diversifying them as well as promoting interdisciplinary programmes, but also by expanding enrolment in the University Departments as per norms prescribed by the Commission so as to rectify the current imbalances in enrolment between University Departments and Colleges'. The University Departments have to be allowed to run the courses for which they and their highly qualified staff, sophisticated equipment and good library offering entitle them to, as recommended in chapter II: they have to be pace setters, which they are not allowed to be. More recently, in 1984, the Vice-Chairman of UGC addressed a communication to the Vice-Chancellor of Kerala University (and many southern universities) that the First Class MScs of the University are not only not qualifying for the CSIR junior research fellowship, but are obtaining 25 per cent marks: he asks the Vice-Chancellor to enquire into the standards of the University Post-graduate teaching. The other observation of the UGC on the Joint Committee Report was "taking into account the vast extent of unemployment among post-graduates in the state, the need for expansion and diversification of enrolment in the University departments, there is not much justification for non-viable sub-standard post-graduate departments in colleges and that particularly in places having a cluster of colleges, duplication of courses in several colleges is not desirable". These observations are valid even today.

3. 3. 8. There is the question of community and social service being a part of the curriculum at all levels pre-degree, under-graduate and post-graduate. In response to question 25 of the questionnaire, 58

per cent favour the proposal, with 31 per cent being against it largely because of the fear that it will 'water down' academic education through 'poultry keeping and sheep rearing'. This is somewhat like the opposition in the U. S. Senate to the start of the land grant colleges on the ground that there was 'no need for cow colleges', as the Senators put it. Community and social service should be part of each course, testing out in the village or urban slum the class room, library or laboratory learning in the sciences or the arts, on the basis of the prescription of the relevant Board of Study, and under the supervision of the teacher teaching the subject. Thus for instance the MSc. student studying theoretical physics would work on repair and improvement of farm implements in the village under the guidance of his teacher, while the B. Com student can help the village co-operative maintain its accounts under the guidance of the teacher. This is also part of the higher education policy established by UGC in 1978

33.9. In view of the above it is recommended that (a) teachers responsible for undergraduate courses be helped to improve their qualifications through U. G. C.'s Faculty Improvement Programme and U.G.C. and other resources be used in running summer institutes and refresher courses for up-grading their qualifications, (b) teacher appointment be made on the basis of U. G. C. qualifications, (c) the teachers organisation be active in bringing to light and reporting to the University cases of private college managements receiving money to make appointment of teachers, (d) the 1972 agreement between the government and private college managements embodied in chapter 2 of the Statutes of 1979 which gives rise to problem in the constitution of the selection committee and to other serious issues be reviewed and revised, (e) for the Seventh Plan the University be chary in granting affiliation to new under-graduate or post-graduate courses unless the staff qualified according to U. G. C. guidelines are available and appointed, (f) the curricula for post-graduate courses in the University Departments be designed to lead to higher research in the subject while the post-graduate departments of colleges should be free to develop programmes specially suited for college teaching and (g) community and social service as prescribed by the Board of Studies be part of the curriculum for every course.

34. U. G. C. Assistance :

34.1 On the basis of evidence received from the colleges, the Director of the College Development Council of the University, the

Director of Collegiate Education and the reply to question No. 8 of the Questionnaire, we draw the conclusion that the seven forms of U.G.C. assistance that have been available to the colleges affiliated to Kerala University during the ten year period have been inadequately used. (a) of the Rs. 5 lakhs available to a college as basic assistance for books, equipment and building during a plan period to which 86 colleges were eligible, only 63 colleges applied for the grant and 56 received it, totalling Rs. 73 lakhs : (b) of the further Rs. 5 lakhs available for development of undergraduate education to a college during a plan period, 86 colleges were eligible, 52 applied and 43 received sanction, totalling Rs. 1.14 crores : (c) of the large grants available for the development of post-graduate education, 47 colleges have post-graduate departments, 24 applied and only 4 have received assistance, amounting to Rs. 12 lakhs : it is highly significant that most of the 47 colleges did not satisfy the minimum conditions for assistance to post-graduate departments, which are that a post-graduate department in Arts should have at least 4 teachers with M. Phil., of whom 2 should have Ph. D., and a post-graduate department in the sciences should have 6 with M. Phil. of whom 3 should have Ph. D. degrees. It is a reflection of the academic standing of the 47 colleges with post-graduate departments, that only 4 private colleges met these minimum conditions : (d) under the College Science Improvement Programme (COSIP) and the College Humanities and Social Science Improvement Programme (COHSSIP) for improvement of science teaching and learning under which a college can receive up to Rs. 8 lakhs under COSIP and Rs. 5 lakhs under COHSSIP, all the colleges are eligible, but only 15 colleges forwarded proposals and 9 received grants totalling Rs. 24.3 lakhs : (e) FIP, Colleges are entitled to Faculty Improvement Programme assistance under which the staff can be sent to improve their qualifications by registering for M. Phil. and Ph. D. programmes. Only 35 teachers of the Kerala colleges have benefited from this programme out of over 9,000 teachers in its affiliated colleges : (f) the assistance available for summer institutes and refresher courses (apart from those run under COSIP & COHSSIP) which are reported in the University's Annual Reports show one or two such courses every year : (g) the assistance of U. G. C. was offered to the University in 1978 for the establishment of a College Development Council to help the affiliated colleges improve standards, ensure integrated development, and to obtain the aid of U. G. C. to the colleges. The Council was first set up in skeleton form

in 1978 and was reconstituted in 1983 with 21 members, with the Vice-Chancellor as Chairman and a full time Director, who was of considerable help to the Commission in explaining the relations between U.G.C. and the colleges.

3.4.2. Of the sparse use of U. G. C. aid by the colleges, the government colleges have a particularly poor record. In most of the government colleges that we visited, we found no one conversant with or interested in the U. G. C. schemes. The Director of Collegiate Education reports that only 2 government colleges in the Kerala University area have received under-graduate assistance and basic assistance, and none of the colleges with post-graduate departments have received assistance because they did not meet the minimum U. G. C. norms. He explains this situation in saying that 'the principals as well as heads of departments in general have shown something less than enthusiasm in preparing such schemes', which we regard as a masterly understatement in relation to what we witnessed. The use of FIP in government colleges which was 1 in 1980, nil in 1981, 5 in 1982, 3 in 1983, shot up to 18 in 1984 (14 M. Phils. and 4 Ph. Ds.); and this we feel was due largely to the present Director's drive and dynamism. He has referred to the laxness of the principals in claiming re-imburement of the salaries of staff deputed under FIP, and to the general lethargy of the staff in improving their qualifications. One example of this is a meeting convened of the heads of departments in science subjects and humanities, of the colleges to plan a programme of in-service training in each subject, about which there was great enthusiasm at the meeting, "but there after not a single person responded with any feasible proposal".

3.4.3 The response to question 8 of the Questionnaire provides such a clear analysis of the reasons for the inadequate use of U. G. C. aid and suggests means of correcting them, that it is worth summarising the responses. The reasons for the poor use of U. G. C. aid are multifarious :- There is an information gap between U. G. C. and the University on the one hand and the University and the Colleges on the other. The channels of communications appear to be blocked with the result that necessary action cannot be taken in time.

The Principal of the college is the key figure in this matter and much depends upon his initiative and efficiency. Unfortunately, many

Principals in the last lap of their teaching career are more concerned with their survival in the turbulent campus than with exploring avenues of assistance to the college. Moreover, in government colleges Principals are transferred frequently with the result continuity is lost in pursuing programmes.

Many of the stipulations in the U G C provisions about grants are evidently drawn up with the North Indian Institutions in mind; conditions here being different, our colleges fail to satisfy these requirements. For example assistance to Training Colleges will be given only if there are 150 students, and teacher—student ratio is 1:10 which is not the position in most of the colleges in Kerala.

U G C assistance is given as a matching grant and most colleges have no funds of their own unless they take recourse to unfair means like donations, capitation fees etc.

Though F I P is a fine scheme, teachers are not eager to make use of it as higher qualifications do not bring in any additional benefit by way of either preference in promotion or enhanced salary. There is also delay in getting sanction for deputation. Moreover getting the substitute's salary is the personal responsibility of the Principal and many are reluctant to take up this additional burden.

COSIP AND COHSSIP are extra work, so teachers in general are not enthusiastic about it and consequently there is lack of student involvement also.

Building grant, it is pointed out, cannot be availed of since construction cost should not exceed 30 per cent of the basic grant, i.e. 1.75 lakhs which at the present rate of cost of materials and labour is not enough to construct even a small additional block in the college campus.

As for grants for hostels, most colleges are not interested in building hostels these days. Since the returns are poor and as hostels are likely to be centres of student indiscipline, many colleges prefer not to have hostels, even if UGC grants are available.

3.4.4. To ensure full utilisation of UGC assistance, two concrete suggestions are made which the commission endorses (a) UGC may be persuaded to open a regional office in the South, if not at Trivandrum; (b) the college Development Council should be strengthened to deal with all these problems. Among other things it can (i) issue regular bulletins to colleges about UGC assistance, (ii) hold regular workshops for principals and senior teachers (iii) ensure that applications for funds comply with basic rules and regulations and that good follow-up action is taken for future funds. It is further recommended that the Vice-Chancellor take a personal official interest in this resource available to the colleges to improve their academic standards, that he submit to every meeting of the Syndicate the progress of the programme and the factors hindering it, and in fact that one of the elements of his performance as Vice-Chancellor be judged by the extent to which he has been able to mobilise these resources for the development of the colleges. On the side of the colleges, it is also recommended that each college appoint a staff member to be responsible for working with the Director of the College Development Council, the UGC, and the departments of the college to ensure that all the UGC aid available to the college is fully utilised, as seen in the case of the colleges which have done this, which in one college involved the principal of the college herself. The end result of all this would be to raise academic standards and the physical facilities of the colleges.

3. 5. The Pre-Degree Course :

3.5.1. There has been a steady rush for admission to the Pre-Degree Course as shown in the table below :-

Year	No. of regular students	No. of private students	Total No. of examinees
1977	28709	27809	56516
1978	32269	30515	58086
1979	34270	36192	70462
1980	46961	40628	87589
1981	60954	40687	101641
1982	70566	40208	110774

These growing numbers led to the shift system being introduced for pre-degree students in 33 colleges in 1979. The number of colleges having the shift system rose to 58 in 1980, 63 in 1981 and 69 in 1982.

The start of the shift system was hailed in the University's Annual Report for 1979 as "one of great educational and socio-economic significance", which will "broaden the base of higher education, help social mobility and tend to reduce economic inequalities". The 1980 University Report tones down this enthusiasm, and states that the main problem of higher education in Kerala and India is fast expansion, without structural or innovative change, which problem has, according to it, assumed crisis proportions. The 1983 Annual Report refers to a special committee of the Senate evaluating the merits and demerits of the shift system, on the basis of which the Annual Principals' Conference on April 5 & 6, 1983 put forward a series of recommendations to lessen its drawbacks. The Principals and staff of the colleges that we visited were near unanimous in condemning the shift system as being contrary to the academic vocation of the colleges, spoiling the atmosphere for both staff and students, and causing all round inconvenience. One principal has sent the Commission a copy of his communication to the University, documenting the request of the Guardian-Teacher Association, the college council and the teaching staff to replace the shift system by expanding the class rooms, laboratory facilities and the noon meal which are now under way. The answer to question 29 of the Questionnaire is more balanced pointing out that the shift system makes possible fuller use of the costly facilities that have been established, and benefits more students, while the disadvantages are that it affects adversely the time for sports and other extra-curricular activities, shatters academic compactness, and affects teacher—student relations. The commission is of the view that the disadvantages are largely due to the academic community in India being used to working for 5 hours a day for 5 or 6 days in the week, and that in principle the fuller use of the expensive facilities set up in the University and colleges in a poor country like ours is a step in the right direction. It does not however, at this stage, wish to pronounce on the means of ensuring such fuller use of our facilities.

3.5.2. The question posed by the pre-degree course is (a) a question of numbers and (b) the question of its location. On the question of numbers, the trouble begins with the SSLC certificate which certifies that all those who obtain that certificate are eligible for higher Education. On the contrary, there needs to be some indication of the aptitude of students who wish to enter higher education. This could be done by prescribing a minimum in the marks obtained in the SSLC examination

and through holding a test to identify those who are qualified for higher education. *It is recommended that in the Secondary School Leaving Certificates the statement 'eligible for admission to a course of study in the Universities in Kerala subject to University Regulations' be dropped and that those who have an aptitude for higher education be identified either by a test to be administered by colleges or by fixing a minimum of 50% marks in the S. S. L. C. Examination as eligibility for admission.* The question of accommodating those who are working who wish to go in for higher education through Correspondence Courses or the Open University and reducing the impossible examination load that results from admission of private students and 'the improvement examination' are dealt with in Chapter V.

3.5.3. The major question is the location of this 2 year course: should it be located in colleges, which has the advantages of highly qualified staff and very good laboratory and library facilities being available to the students, or should it be located in a separate institution called in some states Junior Colleges which has the dubious advantage of giving the students and staff the prestigious feeling that they are in a 'College', or should it be part of the school system, the higher secondary school with the advantage of preparing some students to take up vocational courses either as preparation for their entering the employment market (which would be a majority) or further technical education, and others for entering under-graduate education, in the college. (The Arts and Science college is nowhere a place for vocational training). In answer to question 23 of the Questionnaire on this 3-fold option for the location of the 2 year course, the function of the course is stated as being to prepare the students for college education. From this, the logical step is to favour the location of the course in the colleges, which are equipped to provide the course. The disadvantages of this location are also pointed out as involving overcrowding and 'an academic mix up' with other levels of courses. The location of the course in the Junior college has the advantage that it is 'a small compact academic body' where students will have the attention and supervision they require'; but the disadvantages are the cost of this location, lack of contact with senior students and experienced teachers, and the possibility of its upgradation as a full degree college. The location in the school system has the advantage of its being where it belongs, which is not the University, and providing students with the kind of care and

guidance which schools alone can give. The disadvantages mentioned are that the high schools are not equipped for this stage, college teachers will not go to the Higher Secondary Schools, and that 'it is almost criminal to keep them (the students) at school for a further period of 2 years'. There is, however, a general underlying unease with the present location of the 2 year course in colleges, with a preference for the Junior College option.

3.5.4. In view of the above considerations and bearing in mind the double purpose of the 2 year course (a) to serve as a preparation for those who have an aptitude and are qualified for under-graduate education and (b) to offer a vocational stream of job oriented courses, *it is recommended that (i) in the long run the 2 year course be shifted to the school system as the higher secondary course, (ii) immediately, any secondary school which is equipped and qualified with the staff and facilities be permitted to start the two year course, (iii) in the meanwhile no junior colleges be upgraded into full degree colleges, (iv) the term pre-degree be replaced by the term plus 2 or 11th and 12th year, (v) in the meanwhile, the practice of some North Indian states be followed, of not allowing colleges to have more than 2 out of 3 courses pre-degree or plus two, degree and post-graduation in the same campus, and (vi) admission to pre-degree classes be based on admission tests designed and administered by the colleges as recommended in 3. 5. 2.*

3.6. Freedom to Colleges to develop academically

3.6.1. The serious low academic level of under graduate and post-graduate education in the colleges affiliated to Kerala University was earlier analysed and some short term palliatives to counter it were recommended. The real source of the problem is the affiliation system that we have developed in this country under which the University instead of being a guide and helper to the colleges, co-ordinating standards and seeing to their maintenance, and awarding diplomas and degrees, as Universities are doing in all other countries except those in this sub-continent, our Universities, including Kerala University (a) decide on what subjects should be taught in each college and in fact to each student; (b) what the syllabus and text books and reference books for each subject should be; (c) how many days each college should work (d) how many days a student should attend college; (e) what kind

of examination the student should be subject to (f) involving choice of question paper setters; (g) holding the examinations under its control; (h) choosing examiners; (i) deciding on the system of evaluation; and (j) finally putting together the results which are usually subject to its moderation (k) at the end of which the students who sat for the examination are declared as passed in the first, second or third class or failed. No human system can from one central point carry out these vast array of functions as Kerala University has been forced to do as in 1982 over 125 colleges and 1,95,512 students which is only in part made less ridiculous by the lightening of the burden through the creation of Gandhiji University.

3.6.2. To relieve this impossible situation, and in line with the position of colleges and Universities in all other countries, we asked in the Questionnaire of Kerala University in question 5 whether this load on the University could be relieved by some of the colleges, being willing and able to do so, taking on the responsibility for making their curriculum and organising their examinations — which would all aim at raising the academic level of the colleges. The response was 47% expressing intense opposition, 17 per cent agreeing to it as a way out of the present impasse, and 26 per cent expressing willingness to try this as an experimental measure with sufficient safeguards.

3.6.3. In question No. 24 we referred to a more limited freedom, whether colleges should have the freedom to vary the curriculum in one or more subjects. Here again the response was 'No' by 68 per cent, and 'Yes' by 14 per cent. The majority view was that 'the setting up of the curriculum is a prerogative of the University and it must remain so to ensure academic standards and uniformity'.

3.6.4. These were also the responses that we received from most colleges that we visited from the students' organisations, the non-teaching staff associations, one syndicate body and from the teachers' organisations — except the Private College Teachers' Association. (The PCTA states that if certain safeguards can be imposed, autonomy for colleges would be desirable). The general theme, that we however, kept hearing was (i) the idea is a good one, (ii) it might work in other states, but (iii) in Kerala with its special political and communal culture it will not work. That is, politically it would be opposed because it promotes elitism and culturally it will

be a communal sharing of the loaves and fishes between colleges. (In some places we were told that the system had failed in the neighbouring state of Tamil Nadu and was to be withdrawn against which when they were informed that all four Universities in that state which had, with UGC, reviewed the 5 year working of the autonomous colleges, had as a result of the review, extended the autonomy of the colleges for a further period of 5 years, our interlocutors were taken aback).

3. 6. 5. Now one task that our Commission can perform for Kerala is to explain clearly and authoritatively what an autonomous college, (which is what all colleges are in all other countries) is and means, and what it is not and does not mean. An autonomous college is one which functions under the over all policies of the University as laid down by the senate and the syndicate, conforms to the regulations on reservation, staff appointments and finances laid down by the government, and is subject to review periodically at the end of each term for which the autonomy has been given, by a Committee composed of representatives of the University, the State Government and UGC to see whether the autonomy should be extended for a further period or not. Under these limits, the college is given freedom (i) to devise and administer its own admission procedures for the admission of students (under the reservation policies established for all colleges), (ii) to devise its own curriculum (for which it may have its own Boards of Studies) and methods of teaching and learning (which are reviewed annually by its academic committee), and (iii) operate its own evaluation system, involving internal assessment and external examinations, the choice of question paper setters and examiners, and publication of the results thereof. The degrees are conferred by the University.

3. 6. 6. Like all human systems, this system of autonomous colleges is also open to abuse in the form of inflating the examination results or admitting only first class students, and over-working the staff and students. There are safeguards against these abuses such as simple mathematical formula that can correct inflation of internal assessment marks, the attention paid by the University and Directorate of Collegiate Education about the reservation policies being followed, and the staff and student opinion as well as vigilant public against tendencies to over-work. The criticism that it promotes elitism is really a positive comment, because the aim of the University is to

make all colleges elitist in academic achievements and standards, and for this the autonomous colleges can act as a pioneer and a pilot. As for the complex communal quota and rotation system under which, if autonomy is given to college of one community the other communities will also demand it, (apart from our dealing with this problem of the communal quota later), we are recommending that such freedom be given to all colleges who desire it. In any case we feel that we have come to the end of the road of the present system of affiliated colleges, which in terms of academic standards is facing a near break down. We see no alternative to changing the system.

3. 6. 7. *On this basis, it is recommended that (i) all colleges which desire to be given the 3 point freedom referred to earlier for specified time periods (ii) in the alternative that all colleges or at least those who wish to be given freedom to develop their own curricular and syllabi in one or more subjects be accorded that freedom, (iii) in any case the University, in consultation with the Government make a start with the system of autonomous colleges by granting autonomy to the Government College for Women, Trivandrum and Mar Ivanios College Trivandrum.*

3. 7. Other Issues

3. 7. 1. In our visit to the colleges and in representations made by various organisations to us, the question of recruitment of staff (apart from the issues dealt with earlier in para 3. 2. 5.) and the problems posed by the communal system have been raised. In reply to question No. 20 of the Questionnaire, 48 per cent of the respondents state that staff recruitment is not satisfactory, against 18 per cent who say that it is, with University teachers pointing to the writ petitions filed against the University in regard to teacher appointment in the last 10 years as evidence of the unsatisfactory state of staff appointments. All are agreed that staff selection should be on the basis of merit but differ on the means of achieving this agreed end. On the related question No. 22, the overwhelming majority of respondents 68 per cent (against 23 per cent) are of the view that communal rotation and the system of communal quotas is one of the main causes for the deterioration of the academic standards. The communal quotas, they say, were conceived originally as the means of "securing social justice in a caste-ridden society", it has, however, led to appointments of

unqualified or underqualified persons purely on communal grounds. It is also pointed out that this system is contrary to our secular constitutional commitment as it revives "communal feelings leading to fundamentalism". *It is recommended that in the recruitment of staff (a) the selection committee be guided purely by consideration of merit and (b) the communal rotation and communal quota system be dropped in the recruitment of staff and generally in academic life-while maintaining the constitutionally prescribed reservation for the scheduled castes and tribes and the provisions under minority rights.* This will involve review of the agreement between the government and the private college managements and amendment of the Statute, as referred to earlier.

3.7.2. Another related issue brought to our attention is the problem of the management quota, which is the entry point of all kinds of pressures from ministers, political parties and non-academic pressure groups for securing admission to students who would not otherwise be eligible for admission. In fact some principals described at length the kind of pressure they face at the time of admission, and suggested that this management quota system be dropped. Apart from minority institutions which have their constitutional provision, we do not see the cause for a management quota and accordingly recommend that at the time of the revision of the agreement between the government and the private college management, as referred to earlier, the question of management quotas be dropped in the interest of depoliticising college life and restoring to it its responsibility for functioning on academic lines.

3.7.3. Question 15 of the questionnaire relating to the minimum/optimum working days for colleges elicited the response of a range of 150 to 250 working days. The general consensus is that 180 should be the minimum and 200 the optimum working days, exclusive of examination days. The problem with the working days is that even the accepted minimum of 180 working days is not maintained in the college as a result of (a) the loss of 20-30 working days a year in the last two years and a larger number in earlier years owing to agitations, strikes and bandhs etc. and (b) the late publication of results of (i) pre-degree which was 24 July in 1982, 30 June in 1983 and 23 July in 1984 involving loss of about 1-2 months, (ii) degree which was 27 August in 1982, 2) September in 1983 (for B. Sc.), 25 September in 1982, 18

October in 1983 (for B. A.) and 8th November in 1982, 15 December in 1983 and 8 November in 1984 (for B. Com.) involving loss of 4-6 months by post-graduate and professional courses. *It is recommended that (a) the University maintain a grievance machinery cell to deal with the problems of staff, students and non-teaching staff of colleges, so that the occasions for agitation are reduced, (b) political parties co-operate in the proper functioning of academic institutions by not intervening directly or indirectly in the colleges, and (c) the under-graduate and post-graduate courses be started at the announced time with students selected through admission tests devised and administered by the colleges for students who have attended the prescribed courses (pre-degree in the case of under-graduate courses, and under-graduate courses in the case of post-graduate courses). This may also be a means of delinking the official examination results and the degrees from further education, that is the under-graduate or post-graduate entrance eligibility.*

CHAPTER — IV

PROFESSIONAL COLLEGES

4.1. Engineering College

4.1.1. There are two Engineering Colleges now under the jurisdiction of Kerala University, Government Engineering College, Trivandrum and T. K. M. College of Engineering, Quilon. From the reports we have, both colleges have a good record — qualified staff and adequate equipment and laboratory facilities, so far as under-graduate courses are concerned. The Government College of Engineering has 14 post-graduate (M. Sc. Engg.) courses with an enrolment of 64 per year. Many of the staff have high qualifications. There is a regular programme of deputing staff members for M. Sc. & Ph. D. under Q. I. P. (Quality Improvement Programme) and other schemes. The members of the faculty are actively engaged in research and consultancy in various fields of Engineering. The Annual Reports give an impressive list of conferences, workshops and seminars organised by the different departments. We understand that a periodic assessment of the college is made by I. S. T. E. (Indian Society for Technical Education).

4.1.2. Among the problems that were brought to our notice in our discussions with the Principal and senior staff of the Government Engineering College, Trivandrum are (1) the difficulty of recruiting and retaining well qualified staff because of unattractive salary scales “which are far below that of their counterparts in similar institutions in other states of India” (2) the difficulty in maintaining and updating laboratory and other equipment and (3) the prolongation in recent years of 44 month courses of study at the undergraduate level to 66 months because of the University’s failure in holding examinations and announcing results at the appointed time.

4.1.3. We would draw the attention of the Government and the University to these problems for immediate action. In regard to the problem (3) which causes much strain to teachers & students, the University can give the college the measure of autonomy required

which will enable the college to conduct most of all examinations on their own, appointing paper-setters and examiners and publishing results, under the over-all supervision of the University.

4.1.4. The staff of the Government Engineering College are completely in favour of the new procedure for admissions on the basis of the special entrance tests. According to them "the reliability of the pre-degree examinations is nil". This view is in striking contrast to that expressed by the Principal and Professors of the Medical Colleges we visited. To them ignoring all the training and learning the students have received during the preparatory pre-degree courses covering a wide range of studies seems wrong and unjustified.

4.1.5. The Commission is of the view, as stated in Chapter III (3.7.3.), that admission to all courses including those to Professional colleges be conducted on the basis of an entrance test.

4.2. Medical Colleges

4.2.1. There are two Medical Colleges, one at Trivandrum and the other at Alleppey both run by Government. The Trivandrum Medical College and hospital which we visited has a large, well planned complex of buildings. The College admits 200 students for the M. B. B. S. course every year and has admitted 92 for the various post-graduate courses, and 76 for the diploma courses this year. A new development is the initiation of steps to start a post-graduate course in sports medicine.

4.2.2. Under the over all direction of the Medical College authorities are run a Dental College, a Nursing College, and a College of Pharmaceutical Sciences. Generally speaking, the Medical College has a faculty of highly qualified and competent Directors, Professors and other staff. Some members of the teaching staff of the Colleges have taken a significant part in national and inter-national conferences and seminars and symposia.

4.2.3. As with Engineering Colleges, the salary scales in the Medical Colleges are an issue of importance. It is contended that salary scales in the Kerala Medical Colleges are less than those which obtain in other states. The staff of clinical departments may find in this an excuse to give more attention to private practice than is legitimate.

This often leads to neglect of their teaching and research responsibilities and militates against professional growth.

4.2.4. *There is a strong case for greater inter-university co-ordination in courses and admission procedures avoiding wasteful duplication at the level of higher specialities. As all the medical colleges are under government management, such co-ordination should not be difficult to give effect to. For the improvement of quality in teaching and research and for giving greater range and relevance to courses of study, the proposal which is being considered in some other states of a University of Health Sciences may be worth looking into. One of the tasks that needs to be undertaken is a harmonising of the different systems of medicine in vogue, Allopathic, Ayurvedic, Unani & Homoeopathic.*

4.3. Law Colleges

4.3.1. A problem which calls for immediate remedial action is the impossibility under present conditions to complete admissions to LL. B. courses in colleges in the state earlier than the end of the second term. The procedure for admission can commence only after the publication of the results of the B. A., B. Sc., B. Com. examinations in the three Universities Kerala, Calicut and Gandhiji, which has in recent years been unduly delayed. Instruction for the first year class is possible only for a short duration as the academic year closes by end of March. The Principal of one of the Law Colleges states, "much of the available time during February and March will be taken up by the Law College Association activities for which the students of other classes have been waiting so long. In effect we get only a very few working days for the I year LL. B. courses before the University examination comes on in May. The fees are charged for the whole year but no work is possible or done in the first or second term because of the reasons explained above". Large numbers of students fail to take the first year examination or are obliged to repeat. The need to take the first year examination while they undergo the second year of the LL. B. course affects their interest in the instruction imparted in the subjects for the second year. The process continues till the end of the course. Apart from the annual examination a supplementary examination is also held. The Principals point out that the actual days of examination exceed 60 days. The factors, referred to above, seriously affect the academic programme and the academic exercise tends to lose its full import and significance.

4.3.2. *The only way to deal with this serious situation is to complete admissions to the LL. B. 1 year course by June each year on the basis of tests organised for prospective candidates by the colleges themselves, irrespective of the publication of the first degree results of University examinations. It may be advisable to hold one entrance test for all the Law Colleges. One Principal suggests that such a test need cover only proficiency in English, General knowledge and basic principles of Constitutional law.*

4.3.3. There are now two streams of legal education existing side by side—the old 3 year LL. B. course of the degree level and the newly introduced five year LL. B. course for which the minimum qualifying requirement is a pass in the Pre-degree examinations. If these two courses are to exist indefinitely, as seems likely, necessary additional facilities in the form of lecture rooms, staff rooms etc. will have to be provided.

4.3.4. A point which has been raised in the self assessment report of one of the colleges deserves, in our view, special consideration. The posts of Professors are selection posts in theory, but in practice “they go by seniority alone. There are no other criteria for the selection of Professors or the Principal”. At least for the selection of the Professor some additional criteria such as research publications or articles in well recognised journals, publication of books, participation in seminars etc., should be added to that of seniority. At present there are no incentives for the teaching staff to produce results either in teaching or in writing and research.

4.3.5. The administrative organisation and control of legal education suffers from serious drawbacks. The law colleges do not come under the administrative control of the Director of Collegiate Education. According to the staff of Law Colleges, the real problems of development of legal education do not get adequate attention because the Law Colleges are a very small part of a large group of institutions under the Department of Higher Education, which are largely non-professional. The large majority are Arts & Science Colleges whose complicated and wide ranging problems get all the attention that is available. *It may be advisable to have all the Law Colleges in the state placed under the control of a separate Directorate, preferably by nominating the senior-most Principal as the Director ex-officio.*

4.4. Other Professional Colleges

In addition to the six Professional Colleges mentioned above, Kerala University now has (after the formation of Gandhiji University) 7 Training Colleges (1 Government and 6 Private) 1 Homoeopathic Medical College (Government), 1 Ayurvedic College (Government), and 1 College of Fine Arts (Government). The Commission was not able to visit these colleges, nor did it receive any reports or documents relating to the work of these institutions.

CHAPTER V

5. THE EXAMINATION SYSTEM

5.1. The problem of the Examination System

The problems of the examination system in operation in Kerala University are (a) the numbers involved, (b) the complexities built into the system (c) the reliability of the results of the system, and (d) its effect on the University, the education system and society generally. All these five factors interact one with another, so that their individual treatment could convey only a part of the total picture and a somewhat misleading or distorted part at that, until the complex totality is examined.

5.1.1. *The Numbers:* The numbers of students taking the various Kerala University examinations have been inexorably increasing year after year. The Report of the Justice M. P. Menon Commission of Inquiry states, "According to the Controller of the Kerala University, the number of candidates appearing for its examinations was about 3.8 lakhs a year, the number of Pre-degree alone amounting to 2.2 lakhs. About 2,700 different types of question papers had to be set and 5,000 examiners appointed. Answer books used to reach the staggering figures of 27 lakhs (including additional books) and counter-foils 20 lakhs. The number of colleges affiliated was 127 at the beginning of 83-84 but examinations were being held in 355 centres using the services of school teachers also as invigilators". (Report 2.30). One special feature of the problem of the number of examinees brought to our attention when we met the Deans and Heads of Departments of the University was that for Pre-Degree Commerce examination 90,000 candidates appeared in 1984 of whom only 12,000 students were candidates from colleges, while the others were so called "Private registration candidates". All these numbers will more than double by the end of the Tenth Plan if the present system is continued, for by then Kerala's population and the college going age population will have doubled.

5.1.2. *The Complexities:* The numbers by themselves were creating an over-load problem leading to a break-down of the

examination machinery, which in some parts at least can be dealt with in this age of electronics and computers. In response to question 19 of the Kerala University Questionnaire, it is stated that while the number of examinees may not as such over-burden the examination system, "difficulties arise from the variety of permutation and combination of courses and the ever increasing number of alternate courses, papers and branches of specialisation. The simultaneous existence of 'Old Scheme', 'New Scheme' and 'Revised Scheme' is a source of great confusion and overload on the examination system".

5.1.2.1. One source of complexity in the system is that there is multiplicity of subjects in each course with varying combinations and the changing syllabi. This involves one set of examinations having to be arranged for those who studied under the old syllabi and another for those studying under the new syllabi; and for each many different question papers have to be set reflecting the many different combinations of subjects. This has led the Report of the Justice M. P. Menon Commission to suggest a 3 or 4 year moratorium on revision of text-books and syllabi, further diversification of courses and sanctioning of new subjects. We feel that this suggestion implies that learning and knowledge acquisition must be subordinate to the proper working of the examination system, a subject to which we will return later, and that a moratorium can be declared on the rate at which knowledge is expanding.

5.1.2.2. Other sources of complexity are such procedures as the use of fictitious roll numbers to prevent candidates from having easy access to their examiners. It may be noted that in two judicial enquiries that looked into the examination system, the judges who presided over the commissions, commended the use of fictitious roll numbers and recommended their continued use. One wishes, however, that the University should change over to a style of examinations that would not call for any cloak and dagger routine. The coding and decoding of fictitious numbers, the former done by a mass of daily paid workers, use up time. Similarly the opportunity given even to successful candidates to take the same examination again so as to improve their grades is a further complicating factor. When first introduced, it provided that the candidate's first examination

result was cancelled and only the second examination marks established as the candidate's definitive grade. But subsequently in response to student agitation it was decided that the higher of the two marks would prevail. According to a former controller, this has introduced chaos and tortures to the examination wing as all students write 'the improvement examination' and request for revaluation for nothing is lost to the student by this. But the correction in the various sheets adds to the work, confusion and possibility of malpractices. Still another source of complexity is the present compartmentalised system of examination which is not rationalised between regular, private and 'improvement' examination candidates.

5.1.2.3. The complexities of the system are built into the choice of question paper setters who are not only not the teachers who have been teaching the students to be examined, but are usually from other Universities and other states, in the elaborate system of checking and cross-checking of the questions as to whether they are within the syllabus, and in the whole shroud of secrecy in which their choice, their printing and despatch to the centres are carried out. The complex process continues with the choice of examination centres having a strong room in which the answer papers and question papers are stored, the invigilation system, the storing of the answer scripts and their despatch to the Controller's office, the choice of examiners and the recent innovation with centralised evaluation camps, in the hope that it will speed up the publication of results. However, after trying centralised evaluation during 1979-'83, Kerala University gave it up partly in 1984 because the outlay on examiners' travel expenses and daily allowance turned out to be prohibitive. But now it has been decided to revive the system. As a result there is the complex round robin of the corrected answer scripts being scrutinised by the chief examiner, on a sample basis, the despatch of the marks to the Controller, the tabulation of the results, the moderation and final announcement of the examination result.

5.1.3 *Consequences and Abuses:* The first consequence of this complex system is the delays it produces at every stage. There is delay in sending the answer scripts from the examination centres to the office of the Controller, there is delay in the office of the Controller to sort, shuffle, false number and despatch the scripts to the examiner which takes a minimum of 3 weeks, in the case of Pre-degree

scripts, with much longer time delays when practicals, viva voce and double valuation are involved. Finally there is also delay in the results being conveyed by the examiner to the Controller. A second consequence is the cumulative consequence of these delays resulting in the delayed publication of results referred to in Chapter III, on account of which the first year under-graduate course loses 2 months of teaching and learning, the first year of post-graduate programmes loses two out of 3 terms and some of the professional courses like law, engineering, and medicine almost the whole of their first year. In answer to question 18 of the Kerala University Questionnaire the Director of Technical Education states: "The 4 year engineering course is taking more than 5 years to complete: for a semester of 15 weeks duration, the examination and the publication of results often take 3-6 months".

5.1.3.1. The whole system is an invitation to abuse, which is fully documented in the Justice M. P. Menon Commission Report which states that the number of malpractices detected in 1978 in Kerala University in pre-degree examinations alone was 234, rising to 504 in 1982, which includes 85 cases in under-graduate and post-graduate examinations. The malpractices in Kerala University are listed as (1) "bringing extraneous material into the halls and copying from such material or from neighbouring candidates, (2) receiving help from invigilators, senior students and others, including announcements of answers from outside and writing down of answers on blackboards in the halls, (3) misuse of permitted books and equipments, (4) getting assistance from examiners and laboratory staff in practicals, (5) replacement, insertion and substitution of answer books while in the halls, at the time of packing and even at the time of valuation, (6) running away with question papers and distributing answers from the outside, (7) replacing the answer books of neighbouring candidates, (8) influencing examiners (9) threatening invigilators (10) influencing University employees to get unauthorised mark lists, (11) impersonation in the halls and (12) forging, tampering and counterfeiting marks lists and certificates". (Justice M. P. Menon Commission Report 2.66). This tragic and impressive list of abuses suggests that the examination system and its various appendages are the major cause for the complete breakdown of moral standards, of honesty and industry in higher education.

5.1.4. *Reliability of Results:* After all the innumerable and complex labours involved in the examination system of the University, one should ask how reliable are the results that it produces. That the examination results are not reliable is seen in the fact that increasingly at every stage of education, admission tests are being designed and used to decide on who should be admitted to that stage. The Vice-Chancellor of Gandhiji University who now has taken responsibility for over half the examinations and the system from Kerala University rates the reliability of the system as "average to below average". There is the view that it is reliable in the case of above average (first classes) and below average (failed) students, but blurred in the case of the average students (who are the majority). Another measure of the unreliability of the results of the system is the rapid slide in the seriousness with which the diplomas and degrees are taken by potential employees. This devaluation of degrees has reached a point where in place of a person with the S. S. L. C. qualification which is all the skill that the job calls for, candidates with a first or second class post-graduate degree are being recruited. In fact the degrees and diplomas that result from the University examinations represent a straight path to unemployment as the Statistics for planning (1980) of the Directorate of Economics and Statistics of the Government of Kerala show. In 1969 12,700 of graduates and post-graduate degree holders were unemployed; in 1972 their number increased to 42,200, in 1975 to 76,400, in 1978 to 97,600 and in 1980 to 1,15,300. This means that for the State, the stock of unemployed as a per centage of the annual output of Kerala and Calicut Universities is for graduates 50.7 in 1966, 107.9 per cent in 1970, and 287.1 per cent in 1975, for post-graduate degree holders 36.4 per cent, 117.6 percent and 200.0 per cent for the 3 years; for MBBS 6.7, 75.0 and 160.0 per cent, and for engineering 50.0, 111.8 and 475.0 per cent. The Centre for Development Studies, Trivandrum (CDS) 1975 survey reports that in 1972 for every new graduate and post-graduate entrant into the labour market, there were already 210 similarly educated persons waiting for jobs. This may be the reason why the Administration Report of the Department of Collegiate Education shows some fall in the demand for degree education and a sharper decline for post-graduate studies. This is expressed in the coefficient of demand for each level; for degree it declined from 3.63 in 1977-'78 to 3.04 in 1980-'81, and for post-graduate studies from 8.07 in 1974-'75 to 5.75 in 1977-'78 and to 4.64 in 1980-81. The latest evidence of the

unreliability of the system is the decision in the Seventh Plan to delink jobs from degrees, which is one way of quietly burying the examination system and its results.

5.1.4.1. The reasons for the unreliability of the results of the examinations are built into the system. In another part of a rather perceptive response to question 18 of the Questionnaire the unreliability is traced to the fact that "the syllabus is prepared by one body, students taught by a different body of teachers, questions set by another group, and papers valued by still another". Besides the whole marking system is unscientific and is dependent on how the valuer feels at the moment of reading and marking the script. It has been proved that if one is asked to choose between 1 to 100 points in the aggregate for the whole paper and from 1 to 20 for the answer to each question, there is bound to be arbitrariness and adhocism. The same script submitted to four eminent specialists in the subject has invariably produced 4 quite different sets of marks. What is worse is that in experiments, a script valued by a specialist one day, when submitted to him again the next day for valuation with the previous day's marks erased, resulted in a margin of 30 per cent. On top, the essay type of questions tests one's memory and not knowledge. These unscientific traits have been studied and documented at length to show that the marks of an examination of a subject held once a year is no basis for judging a person's knowledge and intelligence and results in the wide gap between degrees and the knowledge skills that they represent.

5.1.5. *Effects on the Education System and Society:* The effect of the examination system has been to distort the entire learning system which is what education is. Instead, the only purpose of every student, every teacher, every principal and every parent is to see that the student passes the examination. Every annual college report bases the performance of the college on the success of the students in the examinations. In fact students and parents grade colleges on the basis, not of their learning system, of how far the students learn how to learn, how to apply their learning in the particular rural and urban situation of the country, but on how they and their students fare in the examinations. This may be due to the fact that once upon a time, in the colonial days before the country's independence, a degree was a passport to a job, and in fact the first Universities and colleges were established to examine students and certify them as FAs, BAs, or MAs for equivalent

jobs. That nexus has long since been broken, and now examinations have become the end purpose of a student's career and a teacher's vocation. The entire education system is like a huge complex and some what outworn machine which grinds inexorably towards the examination objective and only that single objective. This was seen clearly by the University Commission 1949, presided by Dr. Radhakrishnan, which observed "for nearly half a century, examinations, as they have been functioning, have been recognised as one of the worst features of Indian education". And that has been the judgement of subsequent Commissions, ending with the Kothari Commission and the various reports and plans of the UGC for countering the distorting effects of the examination system.

5. 1. 5. 1. The Examination System, with its growing pointlessness and purposelessness in relation to meeting the needs of society and the individual,— —the employment needs of societies and the personality development needs of the individual — still occupies a dominant place in society. Among the educated elite, every person's name is followed by a string of degrees and diplomas that he or she has acquired through passing the various examinations. Examinations and their results (diplomas and degrees) have acquired social status and social prestige, though the inside is increasingly becoming empty and hollow. The individual and social frustration caused by the examinations and the degrees not leading to employment has been referred to; what is not realised is the tremendous social and human waste that the examination causes. The average pass in the pre-degree examination is about 40 per cent and at the degree level examinations is somewhat lower. No one asks what happens to the 60 per cent of students who are declared as having failed after their 2 years or 3 years of study. What makes this ever more socially catastrophic is that the real percentage of passes is less than half of the officially declared results. For instance in the Pre-degree examination, it is reported that not more than ten or twelve per cent of the candidates passed one year in the initial marking. This does not lead to any determined scrutiny to ascertain the causes for this social, educational and human wastage. The obvious questions are not asked such as: Was the curriculum unsuitable? or were the teachers incompetent or negligent? Or was the curriculum badly designed? Or were the examiners wrong-headed? Or were the students too stupid? or How much of the low result could be accounted for by

the admission of non-collegiate students in the examinations? The University seems to shy away from such awkward queries and instead sets in motion what it calls the 'moderation of results', through which process the marks awarded by the original examiner are raised and the percentage of passes lifted to what is deemed to be respectable levels. After the dire exigency created by low results has thus been tackled, there is no follow-up action to ensure that standards are improved, and that there is no recurrence of the need for what should plainly be called the cocking up of results. The prevailing practice amounts to the University cheating society, which is a graver matter than the familiar phenomenon examined earlier of candidates cheating at examinations. The examination is thus the all pervasive genie entering every part of society; it is the be all and end all of education as society has ordained it.

5. 1. 6. *Parallel Colleges* : The dominance of the examination system, and the resultant desire to pass the examination in any way possible, whatever be the cost, together with the population increase and rush to higher education, and the provision for private registration of candidates have given rise to what are called Parallel Colleges. The total number of Parallel Colleges in the state or in the Kerala University area is not known. Guess estimates range from 5,000 to 10,000 for the state, and 3,000 to 7,000 for the Kerala University area (including the region now under Gandhiji University). The Centre for Development Studies (CDS) Trivandrum has made a sample study of 35 Parallel Colleges, of which 25 are in the Kerala University area (15 in Trivandrum and 10 in Ernakulam) attended by 11,953 students, the largest enrolment being for pre-degree with 4,765 followed by B. Com. 3,612. (There are separate statistics for tutorial Colleges). These institutions claim to reduce the process of education to its barest essentials, which in their view involves no more than a periodical loading and unloading of inert information. Reports say that the young put greater faith in what these establishments can do for them, than in the regular colleges.

5. 1. 6. 1. In answer to question 32 of the Kerala University Questionnaire on Parallel Colleges, the merits of such colleges pointed out are : (1) the opportunities they give to hundreds of students who could not gain admission to regular colleges, (ii) their instruction being purely examination oriented, some turn out good results

and students of even regular colleges flock to them for coaching, (iii) they work even when the regular colleges are on strike, and (iv) they provide employment to many young post-graduate degree holders and to some retired Professors, both of whom would have been jobless otherwise. This last is also supported by the CDS study which reports that of the total Parallel College teachers 51.9 per cent are 20-30 years of age in the Trivandrum area and 71.5 per cent in that age group in the Ernakulam area, and that a post-graduate degree is the only qualification of the majority — 61.5 per cent in Trivandrum and 68.4 per cent in Ernakulam. The next largest group is the retired teachers 55—65 years of age.

5.1.6.2. Since Parallel Colleges are proliferating and we cannot wish them away, the question is posed as to what Kerala University should do about them. In the answer to question 32 in the Questionnaire on this issue, there is a divided view. There is the view that the University should explore ways in which these establishments could be induced and helped to make a respectable contribution to the progress of learning, through standardisation of these institutions by strict parameters like qualified staff, library, laboratory etc., and abolishing low substandard institutions. At the moment, the only respectable contribution they make is to expose the wastefulness of the affiliated colleges. They demonstrate that whatever the officially sponsored system does for the student can be obtained at a much lower cost, and as it happens, at no cost to the tax payer. The C. D. S. study says that 69 per cent of the Parallel Colleges have an investment below Rs. 2.5 lakhs and only 14 per cent spend more than Rs. 5 lakhs. No tax money is spent on their running. Also of interest is the fact that the Parallel Colleges charge much higher fees than the regular colleges for the pre-degree; the regular college fee is Rs. 156/- and Parallel College fee more than double at Rs. 345/- for degree it is Rs. 176/- and Rs. 356/- and for post graduate course it is a less than treble at Rs. 192 and Rs. 500/- respectively, according to the C. D. S. study. If the regular colleges were to make any move to levy the same level of fees, it would lead to student agitation and would quickly become a political issue.

5.1.6.3. This situation presents us with a network of exploiters and vested interests, — the teacher — students ratio being 1:36-56 in

Parallel Colleges compared to 1:20 in regular colleges, 50 per cent of teachers having 20 to 30 hours teaching per week in Parallel Colleges compared to 18 hours in regular colleges, and on top teachers being paid on a piece wage basis — all of which might seem to prevent the public from drawing the right inference of what goes on in the system. That this is not so is seen in the reply to the Questionnaire where the demerits listed are more than twice that of the merits. They include statements like “the Parallel Colleges are the apotheosis of the degeneration of education in Kerala”, which “attracts fourth-rate people to harvest money”, they “have very poor physical and academic facilities, they are understaffed with inexperienced teachers, there is no interaction between students and teachers so that the joy of a common pursuit after knowledge is never engendered”; “charge exorbitant fees, their only aim is to enable the students to pass the examinations and so they dilute academic standards”, and they “do not provide facilities for games and sports”. Hence it is suggested that it would be disastrous for the University to lend any respectability to what is really a congame on a vast scale. One of the answers says, “there is no need to interfere: as long as the examination system is in force and students take them, students will go to Parallel Colleges that are run efficiently and produce good results. Leave it to the law of nature — the fittest will survive”. On the whole, *it is recommended that the Parallel Colleges be left alone, and the University devote itself to raising standards and quality of work in the affiliated colleges which will destroy the raison d’etre of the Parallel Colleges.* If even after such raising of standards, some venture-some institutions outside the regular system offer what students find challenging and attractive (which is not what is now claimed for the Parallel Colleges), they are to be welcomed as manifestations of what the freedom of a free society can yield. Out of such pioneering, great results may come, but no such expectation need be built around Parallel Colleges. Further if the system of private registration of candidates at University examinations is dropped, as will be suggested later, and the examinations replaced by a real record of learning attainments, the ground base on which Parallel Colleges rest will cease to exist.

5.2. The Way Out

The way out of the impasse and chaos brought about by the examination system provides the University authorities with a series of

options ranging from some changes to avoid the most serious malpractices of the present system and reduce the quantitative load of examinations, to reform of the system of examination or its replacement by a reliable system of records. Some of these are not an either-or option, and could be simultaneously pursued.

5.2.1. The first possibility, the changes in the examination system to streamline the conduct of examinations and reduce the incidence of malpractices was attempted by Kerala University in 1982 when a "13 point Programme" was adopted ranging from immediate collection of all unused answer books from the examination centres, holding pre-degree examinations in the forenoon and Degree ones in the afternoon, despatching the forenoon answer books to the University the same day, reducing marks of practical examinations, ensuring secrecy of lists of question paper-setters and examiners, disciplinary action against teachers, non-teaching staff and students who engage in malpractices in examinations, regulating choice of invigilators by chief superintendents, revaluation of all Pre-degree scripts which secure 80 per cent and above in a centralised evaluation scheme, on to computerising tabulation work, regulating the printing and recording of marks lists and migration certificates, retention of answer books by the University for 2 years instead of 6 months, and issue of indentify cards to all those working in the examination branch and their transfer after 3 years. It is now 3 years since these decisions were made: some of them have been put into effect according to the Annual Report which does not specify which. Yet there is no decline in the number of malpractices detected which was 234 in 1978, 504 in 1982 and 487 in 1983 in Kerala University. *The strict and full enforcement of the important points of the programme should be ensured as a means of reducing examination malpractices.*

5.2.2. A second option is to reduce the quantitative work load through changing the arrangement for the pre-degree examinations, reducing the frequency of examinations and eliminating or reducing private registration candidates and 'improvement examination, candidate'.

5.2.2.1. The single largest source of over-load on the examination system and the examination wing of the University is the

Pre-degree examination. It will be recalled that out of the 38 lakhs of examinees a year in Kerala University 57.8 per cent, that is 2.2 lakhs, are Pre-degree examinees. There are various proposals on the Pre-degree course which will reduce the load on the University examinations.

5.2.2.2. (a) If the Pre-degree course is in the long run returned to the school system as the higher secondary system as recommended in chapter III, then a Higher Secondary Board will be responsible for the examinations and the University will be relieved of this load.

(b) Another proposal is to establish the 2 year course in Junior Colleges, with a Junior College Board conducting its examination which again will relieve the University examination system of this load.

(c) A third proposal being considered by the three Vice-Chancellors of Kerala, Calicut and Gandhiji Universities and the Government is to set up an Inter-University Pre-Degree Board which will be responsible for conducting the Pre-Degree examinations: The Commission has received detailed proposals on this suggestion. All these three proposals it should be noted; merely shift the pre-degree examination load from Kerala University (and the other two Universities) to other bodies, the Higher Secondary Board, or Junior College Board, or the Inter-University Board. In the last two cases there will be the same numbers of invigilators, paper-setters and examiners as required under the Pre-degree system. But the burden on Kerala University and its examination wing will be reduced. Further the Inter-University Pre-degree Examinations Board would make some economies possible, help to minimise complaints regarding disparity of standards between the different Universities, and might make possible the 3 Universities joining together to design the pre-degree curriculum, keeping in view the three fold objective of the plus two stage. These objectives are (1) to help the student to identify his own aptitudes and to tentatively choose a career, (2) to acquire proficiencies and skills that might enable him to enter the job market on leaving college, and (3) to learn those subjects that will enable him to take up programmes of higher studies. *As long as the Pre-degree course and examinations are organised at the University level, their being done by an Inter-University Board is recommended.* There are other suggestions made in the

answers to question 19 for reducing the number of students who sit for the pre-degree examinations, and not merely of shifting the present load to others.

5.2.2.3. In Chapter III (3.5.2.) it has been proposed that the present practice of stamping the S. S. L. C. certificate of every student with the statement that he is eligible for admission to a course of study in the Universities in Kerala be dropped, and instead only those who have an aptitude for higher education are to be admitted to the class XI or first year Pre-degree. This aptitude can be ascertained by a test conducted by the colleges or by fixing a minimum of 50 per cent marks in the S. S. L. C. examination. (The responses to the Questionnaire also suggest that similarly a minimum of 60 per cent marks may be required in the degree examination for admission to the post-graduate class. This will reduce the numbers by 25 to 30 per cent at a minimum). This principle of basing higher education on aptitudes which is also recommended for all stages of higher education should go along with provision for vocational and technical training opportunities for those not entering higher education.

5.2.2.4 *Another way of reducing the numbers suggested in the responses is to reduce the number of University examinations by empowering the colleges to conduct all examinations, except those at the end of the course and this is recommended.* All other examinations, namely, the Pre-degree first year, B. A., B. Sc./B. Com. first year and all language examinations under Part I and Part II of the Pre-degree and Degree can be conducted by the college and their marks duly entered in the certificate. Passing in the internal first year examination should be made obligatory for taking the external second year examination. The student's passing certificate should indicate separately his internal and external grades. Apart from reducing the University's examination work by half in each of these stages, the internal and external grading could serve as a mutual check against waywardness. It may be that the external first year pre-degree examinations was introduced to suit the entrance requirements of professional courses, as the equivalent to the erstwhile 11th year higher secondary examinations. Now that there is a separate entrance test for admission to professional courses, this first year external Pre-degree examination can be replaced by an internal one.

5.2.2.5. If only the final year at every stage is subject to external examinations and the others covered by internal examinations it will help to reduce the number of candidates wanting to take 'the improvement examination' which has brought the whole examination system into disrepute. In theory these examinations may seem to encourage students to strive harder than ever before the actual result is the opposite, namely, the encouragement of a sort of academic Micawberism. Trying one's luck again is different from trying harder. No study has been made so far of the benefits or ill-effects wrought by 'improvement examinations'. The answers to question 19 of the Questionnaire suggest that sitting for 'improvement examination' should be permitted only once and that too only after completion of the whole course. No one claims that these examinations have helped to raise the academic standards of the University. There is reason to fear, instead, that these examinations belong to the category of concessions like the recurrent postponement of examinations, that cumulatively have condoned and encouraged indolence and large scale malingering. Instead of impelling the student to put forth his maximum effort right now, it tempts him to feel that there would be time enough to attend to these routine chores by and by. Meanwhile the pleasures of truancy and the illusions of an easily attained variety of student leadership are readily available. *It is recommended that 'improvement examinations' either be abolished or restricted to one chance after completion of the whole course.*

5.2.2.6. The abolition of supplementary examination in September/October for any course has been suggested in the response to the Questionnaire. There should be only one annual examination and those who wish to complete their passing should do so at the annual examination, *This proposal too will reduce the numbers of examinees and is recommended.*

5.2.2.7. A very large reduction in the examination load will result from not allowing private registration candidates to take the University examination. The response to the Questionnaire takes a half-way stand on this issue in suggesting that separate examinations be held for private candidates and at different times from examinations for regular candidates, and that their number can be reduced considerably if a minimum of 50 per cent mark is set for eligibility. *This partial solution to the enormous number of private registered candidates is endorsed until the Kerala State establishes an Open*

University which can be opened to private candidates who should follow its courses, using all audio-visual and electronic means and media and take its tests and examinations Only those who are enrolled in the Open University and take its courses should be entitled to take its examination --- and not those who attend Parallel Colleges. The difference between the Open University and the Correspondence Courses run by Kerala University is that whereas the latter is based on study and instruction of the existing curriculum meant for full-time regular students, the Open University will be free to devise its own courses, curricula, tests and diplomas. Such a University is supported by 41 per cent of the respondents to question 33 of the Questionnaire against 34 per cent who are opposed to it, from among other reasons "because of the climate of Kerala". Unfortunately even the advocates see the Open University as a substitute for Parallel Colleges, which it cannot be, as its emphasis will not be on passing examinations. It has tremendous potential for educational innovation and renovation as the Open University in the UK and the establishment of the only one of its kind in our country in Andhra Pradesh so clearly indicate.

5.2.2.8. A further means of lightening the examination load is the proposal made by the Justice M. P. Menon Commission to abolish the external Pre-Degree Practicals. These practicals not only add to the examination burden carried by the University, they are one of the causes for the delay in the publication of the Pre-degree results; and there are allegations of practicals becoming a means of inflating the marks of the examinees in accordance with the whims and fancies of the examiner. *It is therefore recommended that external practical examination at the Pre-degree level be replaced by an internal Practical Examination in every college.*

5.2.3. A third way out of the examination morass is the reform of the examination system through semestering the curriculum, using continuous internal assessment to evaluate the learning of the students, organising a certain minimum amount of external evaluation on the basis of a completely restructured question paper containing a proper mix of questions requiring one word answer, short answer questions as well as essay type questions, for which a Question Bank is necessary. In 1973 Kerala University in its Annual Report for that

year states that it adopted the following proposals for examination reform recommended by a Special Committee set up by its Academic Council.

1. A permanent Examination Unit be constituted by the University to review and to seek ways and means to improve the Examination system.
2. Internal assessment of marks may be tried for post-graduate courses.
3. Objective and new type of questions should be introduced at all levels of examination wherever the subject matter allows such question.
4. There should be a University examination at the end of every year of College education and to be implemented for the Pre-Degree in 1973-'74 and for degree courses in 1974-'75 as per the pattern and scheme of examination recommended by the Council.
5. Resolved to fix the terms and conditions of appointment of examiners and the number of answer papers that could be assigned for valuation.
6. Resolved to introduce provision for the revaluation of answer books at the University examinations.
7. Resolved to take measures to remove biases and malpractices during the course of valuation at the post-graduate level and to give more weightage for valuation at the post-graduate and professional examinations.
8. Resolved to introduce Semester System in the University Teaching Departments for courses, which are not conducted in the Affiliated Colleges.

It is not known, what happened to all these proposals. One of the problems that the Commission has encountered is, because of the periodic change of Vice-Chancellors and Registrars there is no 'memory' in the University of what happened to follow up on important decisions and events.

5.2.3.1. The Commission's views on the main elements of examination reforms namely semesterisation, internal assessment and the question bank are: (a) semesterisation is a sound teaching and

learning technique in that it breaks the one, two or three year curriculum into small manageable learning modules of 3-4 months duration, which enables various learning methods such as teacher-student exchanges, seminars and group discussion, library periods as well as community and social service to be employed for mastering the modules and for real learning to take place. *The Commission recommends that this teaching and learning method be adopted by the University Departments, and after training of the teachers, be extended to the post-graduate courses of the affiliated colleges as a start.*

5.2.3.2. (b) Continuous internal assessment of the learning path and attainments of every student is part of the semesterised programme of learning, where the assessment is carried out by some assignments, quizzes and various kinds of tests throughout the semester. There should also be simultaneous external evaluation at the end of each semester and the ratio of marks as between internal and external assignments could vary, starting with 30 per cent for internal and 70 per cent for external evaluation, progressing to a point when the proportions can be reversed. An essential requirement where there is both internal and external evaluation is that the internal and external marks should be entered separately, any adding up of the two will involve distortion of the results. In this connection, the clear formulation of the Education (Kothari) Commission needs to be recalled: "We are aware that the experience of introducing internal assessment has not been very happy so far and that there has been persistent over-assessment by the weaker schools. This has led some critics to suggest that the system should be abandoned altogether. We cannot agree with this view. Internal assessment has to continue and its importance will have to be increasingly emphasised. To overcome the short-comings discovered, we make the following recommendations: (i) the result of the internal assessment and external examination should not be combined because the purposes and techniques of the two evaluations are different and because the results of internal assessment of different institutions are not strictly comparable. The results of the external and internal assessments should, therefore, be shown separately in the certificates given at the end of the course. (ii) it should be an important point in the inspection of schools to review the internal assessments made and to examine the correlation between the internal and external assessments.

Persistence in over-assessment should be regarded as a weakness in the school programmes. It should be taken due note of, while classifying the schools and should also be related to grants-in-aid so that institutions which tend to over-assess their students persistently would stand to lose in status and finance. The grant-in-aid rules should also authorise the Education Department to withdraw recognition for persistent irresponsible assessment". *We endorse these recommendations of the Education Commission on internal assessment, and recommend their being put into effect by Kerala University for its departments' evaluations followed by those of the post-graduate departments of the affiliated colleges and later to the under-graduate courses at which stage the Question Bank will be found useful.*

5.2.3.3. (c) Finally there is the third part of the reform, namely a question bank from which questions are drawn for the external evaluation. The idea of the question bank is simple: namely to spell out the entire curriculum in the form of questions. No significant part of the curriculum may be left out, and the question bank yields an instant question paper whenever the student is ready to be tested. The elaborate hide-and-seek associated with the setting, printing and transmission of question papers is eliminated. And examinations will cease to be a game of the examiner and the examinee trying to out-smart each other. The Justice M. P. Menon Commission refers to a criticism of the bank; "it was stated that publishers of Notes and Guides started publishing answers to questions in the question bank". Obviously, the approach of the question bank was selective and not exhaustive as it is intended to be. And if every possible question were included in the bank and was answered in the Notes and Guides, how could it diminish the value of the examination? The real caution that should go with the adoption of the question bank approach is the recognition of its two obvious limitations. One is that in tests where problems are set, as in Mathematics, it is not possible for the bank to include every possible problem. Secondly, it might erroneously promote the notion that all learning could be poured into the matrix of a question-and-answer pattern. *We recommend that the Kerala University develop a question bank as part of its examination reform programme.*

5.2.4. Finally among the options open to Kerala University as a way out from the present failing examination system is to use the

internal evaluation system to maintain for each student in the Arts and Science courses, a record book (similar to the record book maintained for each student in the S. S. L. C.) which will show the learning path and the skill acquisition of the student. At the end of every course (the two year Pre-degree course, the 3 year degree course, and even the 2 year post-graduate course) such a record book which would be maintained of the learning attainment of the student would be given to him. It would replace the examination and the degree or diploma which results from it. The educational authority which admits the student for further study will do so on the basis of its admission test and the record book of the student. Similarly the employer who recruits a student will do so on the basis of his selection procedure which usually includes a test and in all cases an interview. The University degree or diploma hardly figures in the selection today except to act as a filter. In the case of some careers, selections can be made at the end of the +2 stage as is done for engineering, agriculture, dentistry, law, medicine and other such professional courses, with the subsequent 'four or five year courses' educational and training programmes being organised by the professional or employing authorities. This proposal to replace examinations and the diploma or degree by a record book for each student will apply only to those taking arts and science courses. Those taking engineering, medical, agricultural and other professional courses and specialised M. Sc. courses will go through their examinations — (the courses are semesterised or trimesterised and subject to a large ratio of internal assessments) and obtain their degrees. The replacement of the final examination at each stage by a record book for each student will also eliminate the only cause for the delay in starting the subsequent course as noted earlier. *It is recommended that the University authorities, in agreement with Government and employing authorities, gradually replace the external examinations by a record of each student's learning attainment to be presented to him at the end of the course.*

5.3. *Thus there are a series of options open to Kerala University ranging from amelioration of the defects of the examination system to the replacement of examinations. As noted earlier, these are not necessarily alternatives, and could be simultaneously pursued by the University in a staggered manner.*

CHAPTER VI

INFRASTRUCTURE FOR THE UNIVERSITY AND COLLEGES

6.1. University

6.1.1. *The two Campuses :*

6.1.1.1. For reasons of space needed for its teaching and research departments, the University of Kerala which was located in the Trivandrum campus, established in 1968 a second campus at Kariavattom. By 1983, 17 Departments were moved to the Kariavattom campus along with the Institute of Correspondence Courses, the Oriental Research Institute and Manuscripts Library, Institute of Demography and Population studies and a Campus Library. The Departments of Library and Information Science, Malayalam Lexicon, Publications, German, Russian, the Institute of English, the University Press, the Computer Centre and the University Library continue in Trivandrum as part of the Trivandrum University Campus. The Commission visited the departments and offices in the University Campus and spent a 'day' at Kariavattom where after meeting all the staff, 6 departments were individually visited, as noted earlier.

6.1.1.2. The existence of the two campuses with the major teaching and research work being concentrated in the Kariavattom campus and all the administrative offices being located in the Trivandrum campus gives rise to many problems. The Departments in Kariavattom complain of the long time involved in their communications to the administration being attended to and replied as detailed in Chapter II, and the disruption of their academic programmes caused by the duality of the locations. There was a suggestion that the Registrar and his office or the major part of his office be moved to Kariavattom. This comes up against the need for the Registrar and his office to function under and in proximity with the Vice-Chancellor. There is also the need for the Kariavattom campus which is the academic heart of Kerala University to have the constant access to and guidance from the Vice-Chancellor aided by the Registrar and his office. Also with the exception of the Department of Aquatic Biology

which has to be located near the sea, all other departments and services should be in one single location, which is the Kariavattom campus. While the present University Library will be maintained in Trivandrum, its journals and Post-graduate reference section should be moved to the new main University library to be built in Kariavattom. This movement of the Vice-Chancellor and the Registrar and their officers together with all other services and departments (with the exception of the Department of Aquatic Biology) now in Trivandrum to Kariavattom will require an investment of about Rs. 22-25 crores, which the State Government, the U. G. C. and some of the Union Ministries can be expected to provide over the Seventh Plan period. *It is recommended that the principle of locating the entire Kerala University in the Kariavattom campus be accepted by the Government and U. G. C. and that the necessary building programme be undertaken and completed by the end of the Seventh Plan, the actual moves being synchronised with the completion of the building programme.*

6.1.1.3. In the Kariavattom Campus, some of the Departments lack some essentials such as regular water supply and uninterrupted power connections. Further some of the Departments in the Trivandrum campus — such as English and Malayalam lexicon need additional space which should, however, be provided when they move to Kariavattom. The Kariavattom Campus also is in need of certain amenities such as restaurants, improved transport and shopping centres, which the decision to develop Kariavattom as a township as referred to in the University Annual Report for 1978 (but on which there has been little follow up) would meet. There are also serious complaints about the state of security in the Kariavattom campus. The insecurity here is contrasted with the security situation in Calicut University by many teachers and students, probably owing to their lack of knowledge of the problems faced by Calicut University staff and students. *It is recommended that the problem of water supply and power faced by some Departments be attended to immediately, that the amenities now lacking in Kariavattom campus be provided including ease and frequency of transport to the Trivandrum city and that the wall and fence around the campus be completed/strengthened and the security staff augmented to provide the campus and its residents the needed security.*

6.1.1.4. The University Library now located in Trivandrum is not readily accessible to the staff and students living and working in Kariavattom. The Kariavattom Library established in 1976 is small and totally unrelated to the needs of the Departments there. The collections are small and the staff limited. In our visit to the Kariavattom Library we were taken aback at the fact that in nearly 10 years of its existence the library collection was a mere 3,000 volumes—which is smaller than the collections of many large publishers and book sellers. Immediate provision should be made for establishing a full-fledged main University Library in Kariavattom for which (a) the necessary building should be constructed, (b) the furniture, equipment, reprographic services, and microfilming cameras, readers and other facilities procured. (c) the annual allocation for books and journals should be of the same order as that for the present library in Trivandrum, (d) the staff to be headed by the senior librarian who will be in charge of all libraries of the University and an appropriate division of staff comprising of Deputy Librarian — 1, Assistant Librarians — 17, Library Assistants — 17, Technical Assistants — 24, Administrators — 2, Typists & Assistants — 5, Photostat Operator — 1, Artist — 1, and others — 36 between the two libraries should be effected. The journals section and the Post-graduate and research reference library section should be moved from Trivandrum to the Kariavattom Campus. In the case of reference books needed by the Post-graduate Departments of Colleges in Trivandrum duplicate copies should be provided and lodged in the Trivandrum unit. Till this library is built up, the working hours of the small Kariavattom Campus Library should be increased from 10 a. m. to 4 p. m. to 8 a. m. to 8 p. m. for which a second Deputy Librarian needs to be appointed. The problem of the accessibility of the library to the staff and students should be borne in mind when deciding on the location and building for the future main Kariavattom University Library. A mini-bus may be provided to transport students and teachers between their residence and place of work and the library, till the new University Library is established in an accessible location in Kariavattom.

6.1.1.5. There is also a problem that has been brought to our attention in regard to the relation between growing Departmental Libraries at Kariavattom and the Campus Library. This is a familiar problem that is found in all Universities in the form of an unseemly and

unresolved conflict between the main library and the departmental libraries. But the principles on which the two function are clear and should be followed. The role of the Departmental Libraries should be one of making available within easy access of the teachers and students of the departments the materials frequently needed and used by them. The Campus Library should meet the larger library needs of the teachers and students. This means that there would be a decentralisation of the Campus Library of some of its collection to the Departmental Libraries and the latter in their turn would transfer to the Campus Library all material except those they constantly use — which for the departments should amount to no more than 2,000 — 2,500 volumes per department. *It is recommended that (a) the main University Library be built in Kariavattom to serve the needs of the University Departments, (b) its building and equipment be along lines of what is set forth earlier (c) the staff at Kariavattom to be increased, so that the Kariavattom library can run as the main library, (d) the journals section and the Post-graduate/research reference section of the Trivandrum unit be shifted to Kariavattom with duplicates of the Post-graduate section being located in the Trivandrum unit, (e) for the present, the Kariavattom library work in two shifts from 8 a. m. to 8 p. m., (f) a mini bus be provided which will circulate around the University every hour to transport staff and students to the library and back, (g) departmental libraries in Kariavattom be regarded as Decentralised parts of the Campus library and limit their holding to the books and journals which are in daily constant use by the staff and students of the Department. (The problems of the University library are dealt with in Chapter II. 2.3.13.).*

6.1.2. The Study Centres:

6.1.2.1. The Kerala University established 5 study centres at Quilon, Changanacherry, Kottayam, Palai and Alleppey. The 1976 Annual Report of the University explains the *raison d'être* of these centres thus: "Since the existing libraries in various colleges at Alleppey, Kottayam and Palai are not equipped to meet the increasing requirements of post-graduate and under-graduate students, it has been decided to establish Study Centres at these places. There is a lot of public enthusiasm at these centres for the idea of establishing Study Centres and it was decided to form local committees in these centres to

get land and building for the accommodation of the proposed Study Centres. The UGC has already been requested to provide financial assistance for starting the Study Centres at these places." The 1977 Annual Report states that the UGC approved the establishment of these Centres, and the 1978 Report refers to Centres being housed temporarily in the public library building at Kottayam, in St. Thomas College, Palai, and SD College, Alleppey. The 1980 and 1981 Reports refer to the University committee's inspection of the CMS College, Kottayam site of 25 cents which was accepted and the building constructed. In Alleppey the University accepted 10 cents from the SD College, as it did not wish to pay the market price demanded for the additional 30 cents by the college management. Now two centres are left with the University at Quilon and Alleppey and they have developed as a reference library. It is advisable that the functioning of these libraries — their book collections, their use per day by post-graduate and undergraduate students, the hours of working etc. be periodically checked by the University Librarian under whose administrative control they function. The Commission did not have the time to visit the centres.

6. 2. Colleges

6. 2. 1. If the lack of Library facilities led the University in 1975 to establish the five study centres in five towns where there are colleges with inadequate libraries, our visit to the 12 colleges in the Kerala University area, special visits on November 23 to 6 college libraries in Trivandrum and the reports on their libraries sent to us by 9 colleges, lead us to the conclusion that study centres are needed in most of the 13 towns where there are colleges. The 9 colleges which report out of the 99 Arts & Science Colleges are all among the well endowed colleges, the leading one having over a lakh of volumes, and the others averaging 50,000. In most other colleges the number of volumes is limited and the library space is cramped. One of the libraries visited which had 65,000 volumes was so limited in space that there was a long queue of students waiting to enter the library when others left it. Another library which has 25,000 volumes functions in one medium small room which acts as the stack room, librarian's office and reading room for students. In a third library visited, the library is described as an untidy place, with a desolate reading room and a few scattered newspapers and magazines. In a fourth library is housed in one room, the size of a class room,

which also serves as a reading room for students. And so on. We are left with the feeling that what is needed in most colleges is an adequate library building, which the Vice-Chancellor and the Director of the College Development Council should help the colleges, which are entitled to the UGC library building grant, to obtain. The Syndicate should make the existence of a adequate library room a condition for grant of affiliation or recognition for additional courses. *It is recommended that Colleges give priority to building adequate library space and that the University assist them in this matter in obtaining appropriate UGC assistance.*

6. 2. 2. The Colleges brought to our attention the problems that they face in delayed responses to their communications to the University, sometimes of an important and urgent nature, which hold up their work. This minor matter is serious because it affects the academic rhythm of the colleges. This matter is brought to the attention of the Vice-Chancellor and the Registrar for such review and revision of the university procedures which may be needed to eliminate this source of friction. It has also been brought to our attention that there is need for the publication of an academic calender for both the University and for each college, which will set forth clearly the schedule of work, holidays, examination dates and which once published are adhered to by both the University and the colleges. We commend this sound suggestion to the Vice-Chancellor and Principals of colleges.

6. 3. Dean of Student Welfare

6. 3. 1. In his self assessment report, the Dean of Student Welfare calls attention to the importance of the conditions under which students work and study, and to the fact that this is generally a neglected area in higher education. The Dean's office is responsible for inter-university camps, seminars, training programmes, library, competitions, medical aid, scholarships for sports and cultural activities. In addition, the Dean also looks after the Kerala University Union which elects its office bearers annually from among the University Union Councillors from the colleges. Its income is the Union membership fee, collected at the rate of Re. 1/- per annum per student of the University and colleges plus the grant/loan from the University.

The question of making the membership of the Union non-compulsory is raised in Chapter VIII (8-1-4). The Dean refers to the gaps in the programme of student welfare which should cover admissions, student records, orientation, youth hostels, libraries at rural colleges, counselling and student discipline and placement. The Commission endorses this wider view of the functions included under student welfare and hopes they will be realised in the future.

6. 4. Physical Education

6. 4. 1. The Department of Physical Education meets the physical and sports needs of students of the affiliated colleges and the University. It conducts inter-collegiate sports and games, coaching camps and selects outstanding players to represent the University in inter-university tournaments. Such tournaments are held in 15 games for men and 11 for women. To promote sports among college students, sports merit cash awards upto the third place winners in inter collegiate tournaments are offered. Highly questionable is the award of 5 per cent additional marks to students who represent the University, unless sports are made part of the curriculum. Sports scholarships of the value of Rs. 750/— are awarded to 5 outstanding sports persons every year. A new scheme to grant sports training allowance to 50 outstanding sports persons at Rs. 300/— per month has been launched. The results are satisfactory for Kerala University participating in all inter-university tournaments, was the winner in 6, 7, 3 events in the last 3 years and held a number of records. The need for most, if not all, colleges using the services of university coaches, which is not the case at present, is underlined. Also play facilities are non-existent in a number of colleges and in some where they exist, they are not properly maintained as we saw for ourselves. The totally inadequate sports fee and the need to raise it in line with the price rise has been referred to in Chapter III (see 3. 2. 5.). The Department's needs include (a) an indoor hall for training in sports (particularly in view of the prolonged monsoon in Kerala) (b) the reorientation and retraining of its coaches to help them catch up with modern sports trends and (c) a package of books and modern sports equipment. *The Commission endorses these modest needs of a Department performing well.*

6. 5. Hostels :

6. 5. 1. In addition to the Women's Hostel in Trivandrum which has been referred to in Chapter II (2. 3. 15), the University Hostel for Women in Kariavattom which has 130 occupants has been full for years. There is need for another women's hostel. There are three hostels for men and a university guest house at Kariavattom. Here again there is need for increase in hostel for men and quarters for staff and non-teaching staff which we bring to the attention of the University. With regard to college hostels, in the case of the private colleges, we found that the women's colleges were well provided with hostels, and most of the men's or mixed colleges had well run and well maintained hostels. In the comment on UGC assistance, the lack of enthusiasm for more hostels because they were centres of indiscipline and political activities needs to be noted. On government college hostels, the report of the Director of Collegiate Education was referred to in Chapter III. He reports that no government funds for the construction of college hostels in the Kerala University area were provided for in VI Plan, the funds referred to earlier being for furniture.

CHAPTER VII

PROBLEMS OF ADMINISTRATION AND FINANCES OF THE UNIVERSITY AND THE COLLEGES

7. 1. University Administration

7. 1. 1. The Annual Report of the University of Kerala contains detailed accounts of the working of 27 departments and institutions of the University in 1973 which increased to 32 in 1983. Each report has appendices (except the report for 1983) setting forth information on various University examinations, strength of students in colleges and departments, strength of teachers in colleges etc, with very little on the administrative problems and innovations, if any, of the University. The introductions to the Annual Reports refer to some important developments during the years. The 1973 Report includes the First Ordinances issued by the Government of Kerala, some 19 amendments to the Statutes by the Senate and 2 rulings by the Chancellor. The 1974 report speaks of the bold step 'of student representatives in the Syndicate' and 'the paramount need for exercising control over (the private colleges) for the maintenance and improvement of standards because of the direct payment of staff salaries'. (This seems to be a *non sequitor*). The 1975 report says that "in the University and college campuses, 1975 was remarkably peaceful following the proclamation of National Emergency", while the 1976 report states that "the year 1976 continued to be one of discipline in the sphere of higher education". The 1977 report refers to the World Conference on Malayalam, and the launching of 3 new Study Centres. The 1978 report refers to the launching of the National Adult Education Programme, the College Development Council and the further development of the Kariavattom Campus. The 1979 report states that to meet the demand for higher education, the University considered three alternatives, (a) to build more colleges to accommodate the students (b) to let students go to 'the teaching shops' which have sprung up all over the State, or (c) to introduce the shift system : and recommended to the Government to start the shift system in 7 Government Colleges and 33 Colleges under private management. The 1980 report expresses misgivings at the rapid expansion of higher education, while those for 1981 and 1982 report

on the further expansion of the shift system, while expressing a yearning for higher academic standards, which the 10+2+3 system, it is felt, might ensure. The 1983 Report states that "with the creation of Gandhiji University reducing the largest University in the state to the smallest one, there is an opportunity for meaningful development of the University as its size is now more viable."

7. 1. 2. In all those Annual reports there is no reference to the administrative structure, procedures and working of the University. There are references in the Audit Report to loose financial management and administrative laxness. The 1976-77 Audit Report states, 'No measures would appear to have been evolved in order to ensure that the promises and assurances of the Syndicate through the comments on the Audit Report are implemented effectively in time..... The chaotic maintenance of accounts .. justifies this observation'. The Audit Report for 1978-79 states that 'standards of fundamental financial principles were not observed on account of such serious defects in the maintenance of accounts, wastefulness and extravagance in the financial transactions' are noted along with the fact that 'the major portion of the funds is spent without observing any financial discipline'. The Audit Report for 1979-80 is the last year for which such a report is available and this was placed before the Syndicate and the Senate as late as 1984. This itself is serious, as it means that the accounts for four years 1980-81, 1981-82, 1982-83, and 1983-84 have not been audited, and this backlog will mean a longer and longer timelag in auditing the accounts of the University. The Audit Report for 1979-80 calls attention to this dismal fact and concludes, "after examining the accounts for 1979-80 the general impression that audit would have on the financial transactions is that the financial controls were so loose that they were susceptible to any sort of financial impropriety or even defalcation of public money". This is serious.

7. 1. 3. In the answers to question 2, on constraints in the working of the University Departments of the Kerala University Questionnaire, it is pointed out that there is no balance between the academic and administrative divisions. The administrative section is over-staffed (especially after the formation of Gandhiji University) and has become unwieldy creating a situation where too many cooks appear to spoil the broth. Disproportionate expenditure on administration results in the paucity of funds for research and education.

Owing to the centralisation of authority, decisions on even matters of a routine nature have to be taken at the top, causing long delay and unnecessary hardship. Moreover the employees, well organised under militant trade unions, are interested only in getting their pound of flesh; "there is no leadership capable of enforcing and securing discipline".

7. 1. 4. *It is recommended that the Annual Report of the University of Kerala include an analytical review of the administrative procedures, their functioning, the relation of administration to teaching and research staff and expenses, and other details to enable the organs of the University to review the administration of the University every year.*

7. 2. University Finances

7. 2. 1. The Annual Budget Estimates fall into 4 parts viz. Part I to IV. Part I (non-plan) deals with the "receipts and expenditure connected with the normal functioning of the University." Part II relates to the receipts and expenditure in respect of development schemes financed by the state government and the UGC. Part III deals with "receipts and expenditure against funds earmarked for specific purposes". And Part IV deals with "receipts and expenditure relating to Debt and Deposits."

7. 2. 2. *Part I Non-Plan Finance Receipts: Internal Sources:* The following table gives the relative share of internal (Departmental) sources of receipts in the total non-plan receipts.

Table 1

<i>Year</i>	<i>Total Non-Plan Receipts (Rs. in lakhs)</i>	<i>From internal Sources (Rs. in lakhs)</i>	<i>3 as a % of 2</i>
1976-77	392. 00	307. 00	78. 29
1977-78	381. 42	296. 98	77. 85
1978-79	484. 76	402. 14	82. 95
1979-80	369. 48	293. 10	79. 32
1980-81	446. 50	369. 28	82. 70
1981-82	459. 20	335. 20	73. 00
1982-83	496. 98	367. 81	74. 00

The share of internal sources has been thus well over 70% of the total non-plan receipts. The buoyancy of these receipts from internal sources was due to the increase in the number of students enrolled in the University rather than to any increase in the rates of various fees, hostel charges etc. effected by the University to keep pace with the escalation in costs. The University could have substantially augmented the receipts provided it took the following measures :-

(i) It could raise the rates of fees under General Administration fees (including examination fee) hostel charges etc. The two most productive items of non plan receipts are registration fees for private appearance and examination fees. These have increased between 1974-'75 and 1982-'83 as follows :

Table 2

Registration fees for private appearance

Year	Receipts from Registration fees for private appearance (Rs. in lakhs)	(2) as a percentage of non-plan receipts under general administration
1974-'75	3.40	42.50
1975-'76	11.87	61.28
1976-'77	18.68	58.83
1977-'78	23.09	63.19
1978-'79	38.60	66.21
1979-'80	42.96	71.13
1980-'81	43.65	61.69
1981-'82	43.38	61.64
1982-'83	48.60	67.12

Table 3

Receipts from Examination fees

Year	Receipts from Examination fees (Rs. in lakhs)	(2) as a % of total Internal (Departmental) non-plan receipts	(2) as a % of total non-plan receipts
1974-'75	86.45	77.58	53.47
1975-'76	152.20	75.98	51.36
1976-'77	156.93	51.12	40.03
1977-'78	144.00	48.49	38.75
1978-'79	188.16	46.79	37.78
1979-'80	202.56	69.11	57.82
1980-'81	241.38	65.36	53.93
1981-'82	227.70	67.92	49.58
1982-'83	264.95	72.03	53.31

The increase from these two items of receipts over the period under review has been impressive. The registration fee for private candidates, as is evident from the table, has accounted for more than 60% of the receipts under General Administration Examination fees constitute the largest single item among non-plan receipts. The record of these two items of receipts would have been much more impressive had there been periodic revision of the rates (justified by the escalation of prices), rather than because of the progressive annual increase in the number of students. Taking the number of private students to increase by 10 per cent a year, a 20 per cent hike in registration fees would add 22% to the receipts from the source. Based on the year 1982-'83, the net addition would be Rs. 10.69 lakhs in 1983-'84. In the case of examination fees a 20 per cent increase in the rate would bring in Rs. 56.64 lakhs additionally (assuming a 5% increase in the number of candidates) in 1983-'84. *It is recommended that a sizeable increase in all fees — those under general administration, examination fees, physical education fees, hostel charges, tuition fees and other fees in the Academic Departments — be effected, once in 3 years or 5 years under sub-section (xi) of section 5 of the Kerala University Act.*

(ii) University non-plan receipts can be increased if the University realises the arrears due to it from the Harijan Welfare Department. The mounting arrears is a disturbing feature. As a matter of fact the University has no idea as to the magnitude of the arrears. No D.C.B. (Demand, Collection and Balance) statements have been maintained. The urgent need to collect existing arrears and to prevent their occurrence in future has been repeatedly stressed in successive Annual Audit Reports by the Government Auditor. The Audit Report for 1976-'77 says "the fees due to the University under the item (reimbursement of examination fees from the Harijan Welfare Department) runs into lakhs of rupees ... no attempts were made on any occasion or at any time to make a thorough check of demand against collection" (p. 32). The Report also expresses the fear that "there is every possibility to leave demand non-realised in respect of previous years" (p. 32). Again the Audit Report for the year 1979-'80 states that "huge sums are due to Kerala University towards reimbursement of concessions allowed to Harijan students during the past several years ... it is not known to the audit whether proper records in support of these dues are available with the University" (p. 4). *While every attempt has to be made to liquidate*

the arrears (by a committee comprising the Finance Officer of the University and the Director of Harijan Welfare), it is recommended that a new system of payment of examination fee by S. C. / S. T. students be adopted in place of the present mode of reimbursement in which delay is a built-in feature. Under the new system proposed the examination fees of the S.C./S. T. / Backward community students are to be paid to the University along with the applications for the examinations (as is done in the case of other students). The Principal of the Colleges concerned may be enabled to claim the examination fees of these students from the Harijan Welfare Department in advance (along with the stipend / lumpsum grant due to these students) and keep the amount in the Principal's P. D. Account under a separate head and remit it to the University along with the applications of these students for the examinations concerned at the appropriate time. Thus the practice of reimbursement (which in effect is 'deferred payment') is dispensed with. There are also accumulated arrears to the University from the Harijan Welfare Department on account of Hostel charges, physical education fees, University Union fees etc. The D. C. B. statements have to be prepared in regard to the past years ; and the amounts due should be claimed so as to liquidate the existing arrears. It is recommended that timely preparation of DCB statements and prompt filling of claims should become a normal practice with the University lest arrears should accumulate.

7.2.3. Grants from State Government: Grants from the State Government are the only source of external receipts under Part I. The relative share of this item is shown below :

Table 4

Year	Total receipts Part I (Rs. in lakhs)	Grants from state government (Rs. in lakhs)	3 as a % of 2
1974-'75	161.69	50.27	31.20
1975-'76	296.50	96.30	32.40
1976-'77	392.00	85.00	21.80
1977-'78	381.42	74.44	19.30
1978-'79	484.76	82.52	17.05
1979-'80	369.48	76.38	20.68
1980-'81	446.50	77.22	17.30
1981-'82	459.20	124.00	27.00
1982-'83	496.98	129.17	26.00

The block (general purpose) grants have thus varied between 32.40 per cent (1975-'76) and 17.05 per cent (1978-79) of the total non-plan receipts. (In absolute terms the state government grants have not shown a trend). The procedure adopted by the Committee for the fixation of grants to Universities (in the state) seems to need change. The present practice is to fix the non-plan grants in advance on the basis of the expenditure during the year immediately preceding allowing for a 5 per cent increase. It does not appear sound to relate the quantum of grants to past expenditure. The 5 per cent increase allowed is sufficient to cover only the normal increment of pay of officers and establishment. The system does not take into account the rise in costs that is likely to occur during the ensuing year. While the rates of charges of the services of the University remain fixed, the prices of the materials and services it purchases escalate. *It is recommended that the quantum of grants fixed in advance may be so enhanced as to provide a reasonable margin for cost escalation.*

7.2.3.1. A serious problem that the University faces is the imbalance between cash flows and the need for cash. There are lean periods when the receipts are reduced to a trickle (eg. the 4 month period between October and January), there are periods when the outgo of cash is considerable (like the time when Festival Allowance or D. A. arrears are disbursed to employees). The present practice of Government disbursing grants on a monthly basis fails to meet the cash needs of the University on occasions. *It is recommended that the Government may so adjust the disbursement of grants as to match the flow of cash to the needs of the University.*

7.2.3.2. A striking feature of block grants over the years is that from 1973-'74 to 1976-'77 there was no significant gap between the budget estimates and the actuals. Since then actuals have tended to diverge appreciably from the budget estimates as shown by the following table:-

Table 5

Year	Budget Estimates (Rs. in lakhs)	Actuals (Rs. in lakhs)	Difference (Rs. in lakhs) (2-3)
1977-78	90.10	84.44	5.66
1978-79	89.25	82.62	6.63
1979-80	160.00	76.38	83.62
1980-81	149.29	77.23	72.03
1981-82	171.60	98.00	73.60
1982-83	122.00	127.00	5.00

That such large discrepancy should occur is surprising in view of the fact that the quantum of grants is indicated in advance of the preparation of the budget of the University. Evidently the University sets the estimates of grants at unrealistically high levels perhaps to justify high levels of estimated expenditure. The discrepancy may also be due to the grants actually disbursed being less than the quantum fixed by the Committee following economy measures adopted by Government. *It is recommended that the gap between budget estimates and actuals in respect of grants be reduced through (i) the estimates being more realistically fixed and (ii) Government ensuring that actual disbursement of grants approximate as closely as possible to the level fixed by the Grants Committee.*

7.2.4. *Part I (Non-plan) Expenditure:* Part I expenditure consists broadly of expenditure on General Administration, expenditure on Departments (Academic and Non-academic) and expenditure on Examination. The table below gives the share of expenditure on Administration (including pay and allowances of officers and establishment of the Examination Wing) as a percentage of total expenditure for the period 1976-'77 to 1982-'83.

Table 6

Year	Expenditure on administration (Rs. in lakhs)	Total expenditure (non-plan) (Rs. in lakhs)	2 as percentage of 3
1976-77	65.16	222.31	29.31
1977-78	76.36	234.61	32.55
1978-79	86.58	268.57	32.23
1979-80	115.66	372.28	31.06
1980-81	155.60	443.69	35.07
1981-82	162.68	448.90	36.24
1982-83	173.35	507.30	34.20

In terms of absolute amounts the increase of administrative expenditure over the years has been phenomenal. This is explained by the increase in the pay of officers and establishment and the periodic revision of DA and the increasing staff strength of the University and the increase in contingencies following the periodic escalation of prices, of telephone charges, postal charges etc.

7.2.4.1. Another feature is the progressively widening gap between expenditure on administration and the receipts under the head as the table below shows:

Table 7

<i>Year</i>	<i>Receipts from General Admn. (Rs. in lakhs)</i>	<i>Expenditure on General Admn. (Rs. in lakhs)</i>	<i>Deficit (3-2) (Rs. in lakhs)</i>
1976-77	31.75	65.16	33.41
1977-78	52.96	76.16	23.20
1978-79	60.13	86.85	26.72
1979-80	68.69	115.66	46.97
1980-81	64.34	155.60	91.26
1981-82	70.38	162.68	92.30
1982-83	72.40	173.35	100.95

The increase in receipts has been sluggish while the expenditure has risen fast. The result is that the University has been progressively increasing its reliance on the block grant from the state government and the surplus from examination receipts to bridge this widening gap (especially in 1979-'80). This reinforces the case for enhancement of fee rates levied by the University for various services.

7.2.4.2. The Financial outlook for the Kerala University is bleak. While it stands to lose a good deal of its receipts on account of the transfer of more than 60 Colleges to the newly established Gandhiji University, there is no likelihood of a corresponding reduction in expenditure. There will of course be some reduction on items of expenditure like examination, contingencies etc. but it is doubtful whether there will be proportionate reduction of staff and consequent reduction of pay and allowances of officers and establishment. Once Gandhiji University starts private registration of candidates for various

University examinations, there would be a further fall in the receipts of Kerala University from this source. These facts taken in conjunction with the certainty of the non-plan expenditure of the Departments (Academic and others) continually rising, *it is recommended that the finances of the Kerala University be reviewed by an expert committee to restructure its finances.*

7.2.4.3. *Expenditure on Examinations:* The fees from examinations have been a productive source of receipts; there has been, consistently, a surplus from this item over expenditure, as shown by the following table:

Table 8

Year	Receipts from examinations (Rs. in lakhs)	Expenditure on Examination (Rs. in lakhs)	Surplus (2—3) (Rs. in lakhs)
1976-77	156.93	62.61	94.32
1977-78	144.00	56.34	87.66
1978-79	188.16	63.51	124.65
1979-80	202.56	92.65	109.91
1980-81	241.38	107.45	133.93
1981-82	227.70	106.72	120.98
1982-83	264.95	124.12	140.83

Thus the surplus from examination fees has been steadily increasing and has served to plug the gap in the non-plan finances of the University. It may be remembered that this has been the result of the progressive increase in the number of students (particularly private students) taking the various examinations, and not due to any enhancement of fee rates worth the name. At the same time the rates of expenditure — remuneration for conduct of examination, valuation, question paper setting etc. have been revised twice during this period. The following table gives the expenditure on examination as a percentage of aggregate Part I (Non-Plan) expenditure:-

Table 9

<i>Year</i>	<i>Expenditure on examinations as a percentage of non-plan expenditure</i>
1976-77	28.16
1977-78	24.00
1978-79	23.65
1979-80	24.85
1980-81	24.22
1981-82	23.77
1982-83	24.47

This percentage would have been even lower if the University had raised the fee rates and collected the dues from the Harijan Welfare Department. In this connection, the University would do well to remember that the schemes currently being financed by the UGC and the state government will pass into Part I and the expenditure on them would become committed expenditure for the University to be met under Part I (non-plan).

7.2.4.4. *Part I (Non-plan) Finances of Departments:* Predictably the Departments, particularly the Academic Departments have contributed to the receipts under Part I (Non-Plan) only in a small measure. The following tables gives the receipts from the Departments (Academic and others).

Table 10

<i>Year</i>	<i>Receipts from Academic Depts. (Rs. in lakhs)</i>	<i>Receipts from Other Depts. (Rs. in lakhs)</i>	<i>Total (2+3) (Rs. in lakhs)</i>
1976-77	2.26	6.12	8.38
1977-78	2.54	9.91	12.45
1978-79	2.71	15.62	18.33
1979-80	3.03	24.75	27.78
1980-81	3.34	23.75	27.09
1981-82	3.12	23.24	26.36
1982-83	3.13	19.12	22.25

The receipts from the Academic Departments which have practically remained the same throughout the period, may be increased by raising

the tuition and other fees, increasing the prices of text books and other publications sold by the Publication Departments, increasing the fee for membership of the University Library and raising the sports affiliation fee (Athletic fee).

7.2.4.5. *Departments — Expenditure under Part I (Non-plan)*: The expenditure on the Departments is shown in the following table:

Table 11

Year	Non-plan	Expenditure on Departments (Rs. in lakhs)	
	Academic	Others	
1976-77	36.66	41.73	
1977-78	45.66	47.08	
1978-79	50.30	45.75	
1979-80	64.22	56.43	
1980-81	67.27	64.03	
1981-82	83.24	76.18	
1982-83	90.61	82.31	

The deficit in the Departmental finances (Expenditure minus receipts) has been widening over the years as shown by the following table:

Table 12

Year	Excess of Expenditure over receipts (Rs. in lakhs)		
	Academic	Others	Total
1976-77	34.40	35.61	70.01
1977-78	43.12	37.17	80.29
1978-79	47.59	30.13	77.72
1979-80	61.19	31.68	92.87
1980-81	63.93	40.28	104.21
1981-82	80.12	52.94	133.06
1982-83	87.48	63.19	150.67

It would of course be impossible to reduce the deficit through increasing the receipts from the Departments themselves. The Departments have to rely increasingly on grants from the state government and the surplus from examination fees for their normal functioning.

7.2.4.6. *Additional posts created under General Administration* : One of the factors leading to the progressive increase of administrative expenditure is the creation of new posts every year. The following table gives the figures in this regard.

Table 13

Year	Additional posts of Officers	Additional posts under establishment
1977-78	5	17
1978-79	30	100
1979-80	nil	64
1980-81	14	137
1981-82	32	90
1982-83	10	92

It is recommended that the University arrange for a work study of the administration services with a view to streamlining its administrative set-up and reducing administrative expenditure.

7.2.5. *Part II (Plan) Finance*: Part II relates to receipts and expenditure in respect of the setting up of new departments, development of existing departments and to works. The receipts under Part II come exclusively from the state government and the UGC by way of plan grants which together with the budget estimates of these items are shown below:-

Table 14

Year	Grants from State Government (Rs. in lakhs)		Grants from UGC (Rs. in lakhs)	
	Budget Estimate	Actual	Budget Estimate	Actual
1976-77	53.44	10.00	66.21	40.99
1977-78	70.25	11.50	103.05	20.83
1978-79	66.40	11.50	83.00	29.64
1979-80	88.34	10.00	62.65	37.19
1980-81	72.73	19.00	100.08	35.96
1981-82	50.00	32.50	29.61	44.56
1982-83	44.00	30.00	43.43	14.05

The table shows that the University has failed to realise the grants that it could have got from the UGC, and the University has been careless

in framing its budget estimates. The Audit Report for 1979-80 states that "the budget estimates were quite unrealistic so much so that anticipations were upset by actuals. Large sums were provided for in the budget as grants from various sources without examining the prospect of their being received...Such inclusion of provision without realistic possibilities only helps to inflate the budget". *It is recommended that the University be realistic in its estimates of anticipated grants from the state governments, and the government in its turn indicate finally the quantum of grants to be given to the University during the ensuing financial year and actually disburse it without reducing it in the name of economy.* So far as the grants from the UGC are concerned, many reasons are adduced for their meagre flow to the University:-

- (1) the failure of the UGC to send their communications to the University in time.
 - (2) Utilisation certificates in respect of assistance previously received not being sent, (The Government Auditor has pointed out that utilisation certificates in regard to UGC grants to the tune of Rs. 2.76 lakhs are pending issue).
 - (3) The proposals for UGC assistance sent by the University do not often conform to the UGC guidelines and sometimes the proposals are not sent in time.
 - (4) The processing of the proposals and the issue of sanction by the UGC are unduly delayed.
- These causes need to be analysed further and corrected.

7.2.6. *Part II Plan Expenditure*: The expenditure under Part II (Plan) is vital to the University. It is the basis of its infrastructural development. The following table gives the actual expenditure and the budget estimates of expenditure under Part II (plan).

Table 15

Year	Actual Expenditure (Rs. in lakhs)	Estimated expenditure (Rs. in lakhs)
1976-'77	53.37	119.65
1977-'78	77.47	173.30
1978-'79	72.16	149.40
1979-'80	86.59	150.99
1980-'81	94.12	172.81
1981-'82	55.07	79.61
1982-'83	32.66	87.43

The very wide gap between the budgeted expenditure and the actual expenditure is a regular annual feature. It is one index of the short-fall in the achievement of physical targets. The reasons for this can be read in the Annual Accounts of the University year after year, of "posts not filled", "post filled late", "supplies not effected" "supplies not effected in full" etc. as explanations of the variations between estimates and actuals. As the reduced expenditure is not the result of genuine economy measures, but due to poor performance on the part of the University, there is need for the University to take action to remedy this situation.

7.2.7. *Part III Ear marked (Special) Funds:* This relates to the finance in respect of specific items such as research projects, scholarships and fellowships, seminars, summer schools, book writing schemes etc. The receipts under the E. M. F. account are classified into 4 categories viz. grants from the State Government, Government of India and grants from other sources such as C. S. I. R., I. C. A. R., N. C. E. R. T, etc. The figures in respect of these are given below. (The figures in brackets relate to budget estimates)

Table 16

Year	State Govt. (Rs. in lakhs)	U.G. C. (Rs. in lakhs)	Govt. of India (Rs. in lakhs)	Other Sources (Rs. in lakhs)
1978-'79	8.64 (10.77)	8.43 (9.64)	4.53 (6.82)	5.16 (8.55)
1979-'80	20.89 (9.77)	4.08 (10.01)	1.63 (7.91)	2.03 (6.26)
1980-'81	11.88 (14.00)	7.76 (15.34)	2.73 (8.44)	1.84 (6.99)
1981-'82	17.04 (18.61)	17.60 (16.28)	7.88 (8.16)	3.32 (8.05)
1982-'83	13.54 (18.61)	15.31 (16.16)	4.34 (5.72)	5.07 (7.92)

Under Part III also there is a significant gap between budgeted receipts and actual receipts, which defect should be eliminated, the two being brought as close to each other as possible.

7.2.7.1. *Part III Expenditure (E. M. F.):* The total budgeted expenditure and the actual expenditure under E. M. F. are given below:-

Table 17

Year	<i>Total Budgeted Expenditure (Rs. in lakhs)</i>	<i>Total Actual Expenditure (Rs. in lakhs)</i>
1978-'79	58.55	36.38
1979-'80	58.74	36.77
1980-'81	69.55	47.68
1981-'82	75.84	45.91
1982-'83	75.06	27.00

The same feature viz. short fall in actuals as compared to budget estimates seen in the case of Plan finances in part II and under Receipts in Part III characterises expenditure under Part III also. The implication is that the University is not actually carrying out the schemes/projects proposed, the activities under Part III being of immense importance from the point of view of academic (including research) work of the University. The fact it is the project/schemes undertaken under Part III that make the University a centre of excellence and relates it to society (by producing results that are useful in practical application). Glancing through the Annual Accounts and Budget papers one finds that some of the Departments have not undertaken any projects/schemes. One is also left with the impression that even those who are engaged in project work, could take up more work, given their infrastructural facilities. The University has not availed itself of assistance available for many items of work (e.g. publication of research work and scheme for exchange of teachers between Universities) for which there is provision for U. G. C. assistance. The figures quoted above reveal a discouraging picture. The actual expenditure under Part III has shown no significant increase over the years. In fact it has registered a steep fall in 1982-'83. The situation must change. The Departments of study and the University in general have to take full advantage of the grants available. Every Department must prepare projects consistent with its facilities and apply for assistance.

7.2.8. *Part IV Debts and Deposits:* The operations under this part do not have a bearing on the functioning of the University.

They constitute a temporary appropriation of the funds of the University. At the same time they are important since they have a significant impact on the welfare of the University employees. Loans and advances to employees like house building advance, motor vehicle advance, festival advance, cycle advance etc. are instances of measures that promote welfare of staff. It has been however noted that the University is very lax in the matter of recovery of these advances. The Audit Report for the year 1978-'79 notes that a sum of Rs. 1.2 crores is pending adjustment as on 31-3-1979 (towards advances to various Departments, Principals of Colleges and others for various purposes). Taking another example during 1979-'80, the balance on Onam (festival) advance was about Rs. 1.2 lakhs. If the Government rules were followed there would not be any balance due on this account. *It is necessary for the University to take steps to effect prompt recovery, which would also help the employees as larger funds would be available for loans and advances in subsequent years if recoveries are larger.*

7.2.9. The Annual Audit Reports on the University accounts make disturbing reading. First, attention has earlier been called to the fact that the University is in arrears for 4 years in submitting its accounts to the Government Auditor, University of Kerala, under authorisation from the Examiner of Local Fund Accounts. *This serious lacuna should speedily be corrected and at least by 1986-'87 the audit should be upto-date.* Second, there are technical audit objections such as certain registers not being produced or regularly maintained, incomplete maintenance of Provident Fund Accounts, advances not being properly authorised or receipted, non-reconciliation of receipts, non-collection of vouchers against payments made—all of which can be avoided if the existing rules and conventions are faithfully observed by the administrative staff, which as noted earlier is overly large. Third, there are objections to decisions of the Syndicate as in regard to the free use of the University hall by various organisations, the decision by the Syndicate not to award all the scholarships in a certain year, the Syndicate's decision to extend the time delay to the contractor for the building programme in the Kariavattom campus, the Syndicate's decisions on D. A. and honoraria to be paid to invited experts—all these are matters which are within the defined powers and responsibility of the Syndicate which the Auditor cannot and should not question.

Fourth, there are however, more serious irregularities that every Annual Audit Report Calls attention to such as: irregular drawal of advances and large number of items to be adjusted under T. A., examination advances (1973-'74), missing Chalcans and not accounted for, and payment of special allowance for routine work (1974-'75), examination accounts being maintained thoroughly unsatisfactorily and defective stock register of library books (1975-'76), non implementation of the Syndicate's comments and promises on Audit Report (1976-'77), non-approval by the Senate of excess expenditure and defective Pension Fund accounts (1977-'78), "liberal, prompt and keen sanction of advances, and not so prompt and keen in making recoveries" (1978-'79), "the abnormal delay in final adjustment of the advances pending for the last 24 years" and the promise of the Syndicate to take action on them, which has not been done (1979-'80).

7.2.9.1. One of the peculiarities of the accounts of Kerala University (as also of the Calicut University) is that the Annual Audit Report has become a big many-paged volume longer than the University's Statement of Accounts. In order to eliminate this kind of Annual Audit Report (which does not exist in well-run Universities) pointed out year after year by the audit, *it is recommended that the Vice-Chancellor with the approval of the Syndicate arrange for an O & M Survey of the University which will bring administrative order into the University.*

7. 2. 9. 2. An immediate step would seem to be possible to avoid or reduce the voluminous annual audit objection and reports made by the government Auditor. This is a suggestion to the Commission made by the Examiner of Local Funds Accounts concerning the post of the Finance officer in the University. At present sections 34-38 of the Kerala University First Statutes 1977 provide for the mode of appointment of the Finance Officer, his emoluments, his conditions of service, provision for his deputation and his qualifications. It is clear that the implementation of these provisions has not resulted in the University being free from audit objections. There is therefore advantage in obtaining on secondment from the Local Fund Audit Department a Deputy Examiner of the Department who can serve as Finance Officer of the University for a period of 3-5 years at a time. Such an Officer can both answer promptly all the queries and objections of the annual Government Audit and ensure that the University

in its turn conforms to the rules and conventions concerning finance and disbursement. *We recommend that sections 34-38 of the Kerala University First Statutes 1977 be amended to obtain on secondment the service of a Deputy Examiner from the Local Fund Audit Department to fill the post of Finance Officer of the University.*

7. 3. College Administration

7. 3. 1. The administration of the Government Colleges in the state is vested in the Directorate of Collegiate Education which has a Director and 4 Zonal Deputy Directors at Quilon, Trippunithura, Trichur and Calicut. In the Kerala University area there are 44 Arts and Science Colleges and 7 Training Colleges involving, as noted earlier, an annual expenditure of nearly Rs. 4. 5 crores. The administration of the colleges encompasses their curricular activities, oversight of laboratories, libraries, and arranging for medical inspection as well as extra curricular areas such as NCC, sports and games, planning forum etc. The problems faced by the Government Colleges have been discussed in some detail in chapter III. There is a problem of the heavy work load on the Directorate in managing the curricular and extra curricular activities of so many colleges. *We have recommended in Chapter VIII (8. 4. 1) that in every Government College an Academic Advisory Committee be set up by the Director to advise the College and the Government on the academic life of the College.*

7. 3. 2. There is little hard information on the administrative structure and problems of the colleges under private management as there is for the University. Neither the annual report of the Principal nor the calendar published annually by each college gives information on the administrative health of the institution. There is in the calendar a full listing of the management body, the Principal, staff and the courses offered and rules for collecting fees which is a reproduction of chapter VIII of the Kerala University First Ordinance. The Annual Report of the University has a Chapter on affiliated colleges which lists in detail the NCC, Sports, Social Service League, Planning Forums and statistics on the number of colleges and till 1980 in appendices the students and teachers of the colleges and results of various University examinations. Also until 1980 the Report contained an interesting section on the research activities of colleges. As noted earlier, the absence of a quardrennial review of the colleges by the

University adds to the problem of lack of information *inter alia* on the administration of the colleges. In the answer to question 7 of the Kerala University Questionnaire, some respondents state that the Government should play a more effective role in checking malpractices in private colleges. It is alleged that many private college managements accept bribes for admission of students and appointment of teachers in spite of all the regulations. The University Audit Reports state that large sums due to the University from various colleges are not realised and that audit in the colleges is in arrears. Other answers emphasise the fact that the Government is not honouring the agreement entered by the Government with the management of the private Colleges. The grants promised are delayed or are never paid. Representations have been made about the interference of political parties and leaders in the administration of the colleges, in admissions, the management quota, teacher appointment etc. They also point out that the quantum of grants to colleges was fixed over a decade ago and needs revision.

7. 3. 3. Describing a viable college in answer to question 16 of the Questionnaire, the criteria set forth include:

(1) Adequate finance: The college should be able to maintain its establishment with its fee collection, endowments and grants received from UGC and other agencies, leaving a 5 per cent surplus for expansion. If Parallel Colleges can thrive on fees, why not affiliated colleges also do as well.

(2) Qualified, dedicated staff, teachers who combine excellence with loyalty to the institution and concern for students. The prestige of a college rests primarily upon the quality of its teachers; and for that selection of teachers should be on merit.

(3) Student strength should be about 1000-1500 and the student teacher ratio 30:1. For financial stability, atleast 60 per cent of the students should be those paying fees.

(4) A Principal who can enforce discipline, command the love and respect of students and staff and give leadership in all the activities of the college. "If the principal is OK, the college is OK".

(5) Excellent administration, Management responsive to the needs of students, staff and the people of the locality and committed to the steady development of the institution and a college office that does its work willingly and well.

(6) Adequate physical facilities in the form of good, spacious class rooms, well furnished library with large reading rooms, well-equipped laboratories, play grounds, hostels, auditorium, staff quarters etc., for all these are essential for the academic atmosphere conducive to discipline and study and the pursuit of excellence'. If these criteria are to be applied, it will be seen that a good number of colleges under Kerala University are not viable and are to be closed down. *It is recommended that the agreement between the government and colleges under private management set forth in Chapter VIII of the Kerala University Act be the subject of review and updating and in the process particular attention be paid to the administrative problems of the colleges.*

7. 4. College Finances

The source of finance for affiliated colleges under Private managements are :-

I. State Government : (a) The State Government directly pays the salary and allowances of teaching and non-teaching staff of private Arts and Science Colleges since September 1972, (b) The State Government pays grants such as (i) Maintenance grants and contingent grants. The maintenance grants are fixed on the basis of student strength subject to a ceiling of Rs. 6000/- for a Junior College, Rs 10,500/- for a Degree College and Rs. 12,000/- for a Post-graduate College. Contingent grants are also based on the strength of students. (ii) Laboratory fees from Rs. 7.50 to Rs. 50/- per student and library grants from Rs. 2 to Rs. 8 per student.

II. University Grants Commission : The UGC assists (through grants) the affiliated colleges under different heads as noted in Chapter III.

III. Fees from students : some items of fees collected from students are retained by the college and spent for the specific purposes for which they are collected, such as admission fee, library fee, athletic fee, stationery fee, calendar fee, medical inspection fee, magazine fee and association fee. The tuition fee collected does not constitute a financial resource for the college since it has to be remitted to government account in the treasury. Similarly the various items of fees collected by the college on behalf of the University have to be remitted to the credit of the University.

IV. Management : The management provides the capital items (land, buildings, furniture etc.) with some assistance from the U. G. C.

V. Donations, Endowments etc.

7. 4. 1. Financial Assistance by Government :

(1) Direct Payment of Salaries :

The total expenditure on this account for the 3 years 1980-81 to 1982-83 is as follows :

Table 18

<i>Year</i>	<i>Total expenditure (Rs. in lakhs)</i>
1980-81	1457.37
1981-82	1772.75
1982-83	2142.14

The sharp increase from year to year is due to the periodic increase of DA rates, starting of new colleges and the starting of new courses in the existing colleges. Some representative colleges are taken and the growth of expenditure on salaries and the relative share of this item in the overall financial position of the colleges concerned are examined :

Table 19

Fatima Mata National College, Quilon
(Post Graduate College)

<i>Year</i>	<i>Salaries (Rs. lakhs)</i>	<i>Total payments (Rs. in lakhs)</i>	<i>2 as % of 3</i>
1976-77	16.26	29.39	55.32
1977-78	18.33	32.50	56.40
1978-79	19.76	37.59	52.57
1979-80	19.92	42.72	46.62
1980-81	22.12	44.39	49.83
1981-82	26.80	48.27	55.52

Table 20

All Saints' College, Trivandrum
(Degree College — Women's College)

Year	Salaries (Rs. lakhs)	Total payment (Rs. in lakhs)	2 as % of 3
1976-77	8.31	14.83	56.04
1977-78	9.36	15.96	58.63
1978-79	10.23	19.42	52.68
1979-80	(figures not available)		
1980-81	13.82	22.25	62.11
1981-82	16.07	25.65	62.65
1982-83	20.72	29.85	69.41

It can be seen that the expenditure on salaries has been the most important item in the financial situation of the colleges - varying between 40 per cent and 70 per cent.

7. 4. 2. Government Grants to Colleges : A peculiar situation has arisen with regard to the maintenance grant to the colleges under private managements. In 1972-73 Rs. 1.93 crores was paid to 70 such colleges affiliated to Kerala University by way of advance teaching grants. With the introduction of the scheme of direct payment of salaries in 1972 this became an excess payment. Government subsequently ordered that the excess should be set off against the maintenance grants due to the managements in future years (See also 3. 2. 3.) Many managements find it worthwhile to forego the maintenance grant rather than make the necessary adjustment. For instance one particular college has received excess grant to the extent of Rs. 7.14 lakhs. Effectively, it means an additional income of Rs. 71,400/- per year (at 10 per cent interest). The maintenance grant to be foregone is Rs. 12,000/-. The excess grant is more than Rs. 1/- lakh in the case of 56 colleges. (Some of these colleges however, do receive maintenance grant on an adhoc basis under court orders). *It is recommended that Government write off the unadjusted portion of the excess grant, as otherwise with the present ceiling on maintenance grant (Rs. 12,000/-) it would take a very long time for the adjustment to be made in full. For instance the period required is 50 years in the*

case of the college which has received the excess grant of Rs. 7.14 lakhs. The alternative to writing off is court action against the colleges concerned. This is not practicable.

7. 4. 2. 1. An important issue in regard to grants is the need for enhancement of the rates on the basis of which the grants are made. The present rates, fixed in the mid-seventies, are inadequate, in view of the all-round increase in prices and costs (The review of rates every 5 years provided for in G. O. Ms. No. 89/73/Edn. dated, 19-6-1973 has not been effected). *It is recommended that 50 per cent increase in the rates and the ceiling in respect of maintenance and contingent grants be effected and the periodic revisions of the rates be undertaken. In the case of laboratory and library grants an increase of 15 per cent to 20 per cent would be reasonable. The increased costs of laboratory equipments and materials and library books should be partly met by raising the laboratory fees and library fees (say 50 per cent).*

7. 4. 2. 2. This brings up the question of the revision of fees in general. The present fee rates are low and have remained unchanged for a long time. For instance a post graduate student pays only Rs. 20/- per month (for an 8 month year) by way of tuition fee.

7. 4. 2. 3. An indication of the heavy deficit incurred by Government in the case of these colleges is given by the comparison of receipts with just one item of expenditure viz. salaries :

Table 21

Year	Revenue Receipts from private Colleges (Rs. in lakhs)	Expenditure under Direct payment of salaries (Rs. in lakhs)	2 as % of 3
1980-81	256.34	1457.37	17.59
1981-82	274.83	1772.73	15.50
1982-83	336.36	2142.14	15.70

Taking at random 2 colleges affiliated to the University (one PG college, one Degree college), the gap between Government expenditure on salaries and revenue receipts may be noted.

Table 22

Sree Narayana College, Quilon
(P. G. College)

<i>Year</i>	<i>Tuition fee remitted to Government (Rs. in lakhs)</i>	<i>Expenditure on salaries (Rs. in lakhs)</i>	<i>Deficit (Rs. in lakhs)</i>
1976-77	3.26	25.00	21.74
1977-78	3.29	25.72	22.43
1978-79	3.61	28.21	24.60
1979-80	3.06	26.50	23.44
1980-81	4.92	31.50	26.58
1981-82	5.82	35.54	29.72
1982-83	5.31	39.51	34.20

Table 23

St. Joseph's College for Women, Alleppey
(Degree College)

<i>Year</i>	<i>Tuition fee remitted to Government (Rs. in lakhs)</i>	<i>Expenditure on salaries (Rs. in lakhs)</i>	<i>Deficit (3 — 2) (Rs in lakhs)</i>
1975-76	1.37	7.80	6.43
1976-77	1.35	8.20	6.85
1977-78	1.54	8.30	6.76
1978-79	1.63	10.22	8.59
1979-80	1.84	9.50	7.66
1980-81	2.18	11.74	9.56
1981-82	2.44	11.81	9.37
1982-83	2.58	20.65	18.07

The figures indicate the continuing increase in Government expenditure on the colleges and the practically stagnant revenue from them, leading to ever-widening deficit. It is with a view to reducing the gap to some extent that an enhancement of fees is suggested. *A sizeable increase of all fees (other than laboratory and library fees) and a periodic revision of fees as suggested in the section on University Finances (7.2.2.) is recommended.*

7. 4. 3. U. G. C. Assistance to colleges has been reviewed in Chapter III (3. 4)

7. 4. 4. Contribution by Management: No data on this is available.

7. 4. 5. Endowments, Scholarships etc.: These do not affect the financial position of the colleges since the amounts received under this head are wholly disbursed to the students. Similar is the case with the lumpsum grants, stipends etc. received from the Harijan Welfare Department for disbursement to SC/ST and OBC students.

7. 5. Financial position of Government Colleges

The receipts and expenditure in respect of Government colleges form part of the budget of the state government and there is no balance sheet for each college. However, the monthly DCB statement which a government college is required to send to the Director of Collegiate Education should give a clear picture of the finances of the college. But as a matter of fact the DCB statements are not prepared promptly by many of the colleges and are in arrears for several years. The question of grants from the state government does not arise in the case of govt. colleges. The amounts available for purchase of books, laboratory equipments, chemicals, furniture etc. depend on the allotment in the government budget. (ie. apart from UGC assistance for these purposes). The Principals complain that the amounts allotted have no relation to the needs, so that they have to make do with what they are allotted. Construction work and major maintenance work in respect of college buildings are executed by the PWD of the state government. The Principal of the college has no control over them. For effecting certain purchases, the Principal has to obtain administrative sanction and purchase sanction of the Director of Collegiate Education. This is a time-consuming process and (coupled with the time spent in calling for tenders and quotations) often results in the purchase being not effected at all. By the time the formalities are completed the financial year might well be over. *It is recommended that the Principals of government colleges be authorised to effect purchases in accordance with the rules, out of budget allotments without having to obtain further administrative sanction purchase and sanction. The store purchase rules may be, if necessary, amended to this end.*

7. 5. 1. Financial position of Government colleges—some case studies: The Financial statements presented by government colleges show the receipts and expenditure for Government in respect of two colleges in the table below. (The figures in brackets in column (3) gives the expenditure on salaries).

Table 24

Government Arts College, Trivandrum
(P. G. College)

Year	Income (Rs. in lakhs)	Expenditure (Rs. in lakhs)	Deficit (3-2) (Rs. in lakhs)
1979-80	2. 26	13. 97	11. 71
1980-81	2. 45	14. 73 (14. 40)	12. 28
1981-82	2. 29	15. 79 (15. 13)	13. 50
1982-83	2. 67	16. 64 (16. 26)	13. 97

Table 25

Government College, Attingal
(Degree College)

Year	Income (Rs. in lakhs)	Expenditure (Rs. in lakhs)	Deficit (3-2) (Rs. in lakhs)
1978-79	0. 70	2. 64	1. 94
1979-80	0. 84	3. 58	2. 74
1980-81	1. 18	6. 11	4. 93
1981-82	N.A.	N.A.	—

As in the case of colleges under private management, the gap between expenditure and receipts has been widening, pointing to the need for enhancement of fee rates in order to reduce the gap to some extent. In fact one of the conclusions arising out of the analysis of finances of higher education in the state is that Government should call a halt to the practice of indiscriminately sanctioning the starting of colleges, as recommended in Chapter III.

7. 5. 2. Finances of Professional Colleges: None of the major professional colleges in Kerala University except the College of Fine Arts, Trivandrum has furnished a financial statement.

Table 26

College of Fine Arts, Trivandrum

<i>Year</i>	<i>Income</i> (Rs. in lakhs)	<i>Expenditure</i> (Rs. in lakhs)	<i>Deficit</i> (Rs. in lakhs)
1977-78	0. 15	2. 00	1. 85
1978-79	0. 16	3. 63	3. 47
1979-80	0. 18	4. 54	4. 36
1980-81	0. 20	4. 18	3. 98
1981-82	0. 20	4. 43	4. 23
1982-83	0. 25	5. 00	4. 75

The need for enhancing fees in professional colleges stands out in the context of the wide gap between expenditure and revenue.

7. 5. 3. There is the question of audit of accounts of affiliated colleges. Timely audit is not conducted which encourages irregularities. Now that two more zonal offices of Deputy Director have been set up during 1984-85, the pending audit of accounts should be taken up immediately and completed without delay. It is also recommended that one additional audit section may be sanctioned to each zonal office for the specific purpose of liquidating audit arrears.

CHAPTER VIII

GOVERNANCE OF THE UNIVERSITY

8.1. General Principles

8.1.1. The Gajendragadkar Committee's Report on the governance of Universities was perhaps excessively concerned with the size of University bodies. There could be different approaches to fixing the size of a body like the Senate, particularly when it is expected to function largely as a deliberative body. With 59 colleges affiliated to Kerala University now, there could be a legitimate desire to have a body in which every college is represented. This would help to promote a sense of participation. The tendency to dub such a body as 'unwieldy' could be corrected by indicating the limited, specific role that such a body is expected to perform. On a matter like this, it may not be wise to look for a norm that would apply to all Universities. The size and composition of the Kerala University's Senate and other bodies should be determined with reference to the needs of the University at the present time.

8.1.2. The present University Act took shape at a time when presumably it was deemed necessary or expedient to put into the Senate, in addition to a large representation of registered graduates, such non-academic constituents as representatives of local bodies and trade unions. It is time to consider whether this composition of the Senate should now be changed, not so much to achieve compactness as to ensure that the attention of this deliberative body is not dissipated over non-essentials. The academic community should ideally be expected to develop the capacity for self-regulation that would indicate the changes that are needed; but the University community has not bestirred itself in this matter.

8.1.3. A general concern expressed to the Commission by various individuals and groups is the growing politicisation of the University. The answers to question 2 of the Questionnaire on the Kerala University's constraints brings out this concern rather sharply. A summary of the responses runs as follows: "University should be run by academics, but here it is not so. Politicians and teachers who are

political activists are there in the top bodies of the University. University has little autonomy as the Vice-Chancellor is virtually the nominee of the political party in power. There are many complaints about political interference — particularly in the constitution of academic bodies like Board of Studies, in the selection for appointments, allocation of research funds and award of scholarships. Even in the deliberations of the Senate and the Syndicate academic issues are settled not on their merit but on political lines". The Vice-Chancellor of Gandhiji University sees "direct political interference in the tendency of the politically oriented trade unions to whip up trouble and disrupt the academic atmosphere". Similarly in answers to question 6 of the Questionnaire, 80 per cent (against 4 per cent) state that there is political interference in the affairs of the University to such an extent that the University has lost its autonomy and sunk to the level of a department of government'. Some instances are cited to illustrate this political interference : (1) in the academic year 1982-'83, the University of Kerala decided not to give affiliation to certain courses started irregularly in colleges without getting prior sanction from the University. But the Government interfered and got these courses approved. (2) Members of the Senate, the Syndicate and the Academic Bodies of Gandhiji University were nominated by the Government without any consideration to academic distinction or seniority in service. Political background was treated as the essential pre-requisite for nomination. Political interference is possible through the Government representatives in the Senate and the Syndicate and through members who are elected with political support. These members include both full-time politicians as well as teacher-politicians, the latter often more dangerous and cantankerous than the former. There is also the leverage enjoyed by the Government and political parties in the appointment of Vice-Chancellor. If a Vice Chancellor is keen on an extension of his term, he has no other alternative than to oblige the politicians". This question of the politicisation of the University needs to be squarely faced.

8.1.4. As far as the University Union is concerned, in order to promote student life and activities, both curricular and extra curricular, and the enriching of societies and associations, artistic and cultural, which students specialise in, *the Students Union, in the place of Section 4 and 5 of the Bye-laws of the Kerala University Union for students, should be made a voluntary body which students of the University and Colleges should be invited to join. Under such an organisation of students subscriptions*

will be paid by those who join the Union. The payments should be made to the Student Treasurer and not to the University Office. The Student Council should be responsible for drawing up the budget of the Union, which could include a grant from the University, and for arranging for the auditing of its accounts. The Chairman of the Union should be on the Syndicate (changing every year), the Chairman and General Secretary on the Academic Council, and the Chairman, General Secretary and the Treasurer on the Senate.

8.1.5. A further question that arises also concerns the composition of the three governing organs, the Senate, the Syndicate and the Academic Council. At present the Senate has, according to section 17, 120 members plus life members. The Syndicate has, according to section 18, 20 members. The Academic Council has a membership of some 84 persons according to section 24(3) of the Act.

8.1.6. Perhaps a more fruitful and academic functioning could be ensured by reducing the size of the Senate to about 60 members, which would be half the present size, Certain categories of members could be dispensed with, which may also help to reduce the politicisation of the University. To fill places other than *ex-officio* ones, the most seemly way is election but considering the factional conflicts that it leads to these days and the failure to put the best minds into positions of leadership on the campus, except for the 6 members elected by the Legislative Assembly, the University should try the alternative of choosing academics by rotation according to seniority. Where nominations are made by the Chancellor, it should be on the basis of the Vice-Chancellor's recommendation, who should be expected to take the advice of distinguished alumni and leaders in the profession. To ensure 'the upward flow of ideas' from younger members of the faculty, the process of rotation according to seniority could include representation to different age groups. Similar changes might be made in the Syndicate and the Academic Council.

8.1.7. Hence in all 3 organs (the Senate, the Syndicate and the Academic Council) except for section 17, Elected members, (3) providing for election of 6 members by the Legislative Assembly, *we recommend that the principle of election be replaced by the principle of rotation on the basis of seniority by age groups or on the basis of nomination by the Chancellor on the recommendation by the Vice-Chancellor.*

8.1.8. In this connection we wish to emphasise that when the Vice-Chancellor is required to submit a list of nominations to the Chancellor, it is expected that there would be no other list before the Chancellor. The Chancellor should make his nominations solely from the list submitted by the Vice-Chancellor (who should be given the freedom to propose some 25 per cent more candidates than the number to be nominated by the Chancellor).

8.1.9. For the rest, in the Senate, the Syndicate and the Academic Council, it is desirable that there be some reduction in the number of members. In the Senate this reduction can be achieved by deleting in section 17 Elected members, '(2)—the twenty elected by registered graduates', '(7)—local authorities', and reducing the numbers under the other clauses. In the Syndicate under 'other members (a) (1)' three instead of six who are not teachers. In the Academic Council similarly section 24 (2) (n) two from junior colleges, (q) head master and secondary school teacher can be deleted, and in place of (r) post graduate students from each faculty, the Chairman and General Secretary of the University Union can be included. Further the distinction between government colleges and private colleges for the representation of principals, teachers and students may be dropped.

8.2. The Membership of the Governing Organs

8.2.1. Applying the above principles, the Senate would comprise 55 members, the Syndicate 15 members and the Academic Council 49 members. We have indicated as an illustration the composition of the Senate in the Calicut University Report which also would apply to Kerala University. In this report, we illustrate the above principles in regard to the composition of the Syndicate (which has been specifically referred to the Commission by the Government) and the Academic Council.

8.2.2. *The Syndicate would comprise :*

1. The Vice-Chancellor
2. The Pro-Vice-Chancellor
3. The Secretary to Government, Higher Education or an Officer not below the rank of a Joint Secretary nominated by him
4. The Director of Collegiate Education

5. Three members of the legislature who are in the Senate
6. Two Principal members of the Senate on a rotating basis of seniority
7. Four teacher members of the Senate on rotating basis of seniority
8. One member from the six nominated members of the Senate nominated by the Chancellor
9. Chairman of the University Union.

8.2.3. *The Academic Council would comprise:*

- (a) The Vice-Chancellor,
- (b) The Pro-Vice-Chancellor
- (c) The Director of Public Instruction
- (d) The Director of Technical Education
- (e) The Director of Collegiate Education
- (f) The Director of Physical Education
- (g) The Director of Research and Studies
- (h) Deans of Faculties.
- (i) Heads of University Departments of study and research who are not Deans of Faculties
- (j) Three members (other than Deans) from among the principals of professional colleges to be nominated according to seniority by rotation
- (k) Five members (other than Deans) nominated according to seniority by rotation from principals of first grade colleges.
- (l) One teacher of each subject of study (not being Dean or Head of a University Department) nominated by rotation according to seniority.
- (m) Five external experts nominated by the Chancellor on the recommendation of the Vice-Chancellor.
- (n) One principal of a College of Oriental Languages not being a Dean of faculty, nominated by rotation according to seniority.

8.3. University Authorities

8.3.1. *The Chancellor:* The Governor of Kerala is the Chancellor and head of the University. With a view to ensuring the non-political functioning of this office and the University, we recommend that, except on financial matters, the Chancellor act on his own, consulting with or on the advice of the Vice-Chancellor as necessary.

8.3.2. *The Pro-Chancellor:* The Government has referred to the Commission for its advice the question of the position of the Pro-Chancellor. The Kerala University Act provides for the post of Pro-Chancellor which would be filled by the Minister "for the time being administering the subject of education in the State", (Section 8 (1) (2)). The post of the Minister is a political post and has overall political and administrative responsibility to the legislature for the subject of education, including higher education. To keep separate the function of academic policy proposals and finance, and decisions thereon, we recommend that Section 8 (1) and (2) of the Act concerning the post of the Pro-Chancellor be deleted. Also it may not be necessary to provide for this office as there may not be any occasion when there is no Chancellor who is the Governor.

8.3.3. *The Vice-Chancellor:* This is another issue that has been referred to the Commission. We recommend that there be some defined delegation of powers from the Syndicate to the Vice-Chancellor in such matters as the creation of administrative and ministerial posts, the award of fellowships, the discipline of students, from the Vice-Chancellor to the Pro-Vice-Chancellor which will be referred to later and from both to the Deans and Heads of Departments. In the matter of the appointment of the Vice-Chancellor, we recommend the Chancellor may use one of the two following alternatives: for the present when a Vice-Chancellor is to be appointed, a Search Committee of 3 persons be set up composed of a member nominated each by the Senate, the Syndicate and the Academic Council which will be responsible for searching for persons who are qualified for the post and for recommending a list of not more than 6 persons from whom the Chancellor in his capacity as Chancellor will make the choice. The other alternative that we recommend will take effect when the system of autonomous colleges in Kerala University becomes effective, when the Vice-Chancellor can be nominated by the Chancellor on a rotating basis from the Professors of the University, on the basis of seniority as is done in the University of Oxford, Cambridge, London etc. This will also make the Vice-Chancellor the first among equals in the University community.

8.3.4. *The Pro-Vice-Chancellor:* We are of the view that with the growing burden of the University and that of the affiliated colleges'

work, there is need for the post of Pro-Vice-Chancellor. *We recommend that he be appointed by the Chancellor on the recommendation of the Vice-Chancellor and that his term be coterminous with that of the latter. The broad function of the Pro-Vice-Chancellor should be to give all his time and attention to the working of the affiliated colleges, including their statutory inspection and the development of autonomous colleges among them. The Vice-Chancellor may also delegate other duties to him.*

8. 3. 5. *The Registrar:* The manner of the appointment of the Registrar and his functions are set forth in section 12 of the Act. We see no need for change in this.

8. 3. 6. *The Dean:* We notice that the Dean, his appointment and functions are not clear. *We recommend in regard to the Dean.*

— Every Head of a Department of Studies who is a Professor shall be Dean in the faculty to which the department belongs, by rotation according to seniority for a period of 3 years.

— The Dean shall be the Executive Officer of the faculty and preside at its meetings and see that the decisions of the faculty are implemented.

— He shall be responsible for bringing the financial and other needs of the faculty to the notice of the Vice - Chancellor. He shall have the right to be present and to speak at any meeting of the Board of Studies pertaining to his faculty but shall have no right to vote thereat unless he is a member thereof.

— The Dean is an ex-officio member of the Academic Council.

— He shall co-ordinate the use by the various departments in his faculty of common equipment and facilities.

— In academic matters the Vice-Chancellor may delegate some of his responsibilities to the Deans.

— Matters in relation to equivalence of courses of study in different Universities shall be referred to the Deans concerned who in consultation with the Heads of Departments make the decision.

— In the appointment of research examiners the Dean shall serve as a member of the committee which advises the Vice-Chancellor on the final selection.

8. 4. Colleges

8. 4. 1. The governance of the Government Colleges is vested in the Directorate of Collegiate Education, and the governance of colleges under private management is laid down in Chapter VIII sections 51, 52, 53, 54 & 55 of the Act. In the case of Government Colleges, *We commend the suggestion that the Directorate may constitute for each college an Academic Advisory Body comprising academic and lay persons of standing to advise the college and the Government on all academic matters.* In the absence of such a provision, there is a very heavy load on the Director who has to undertake long distance management of each college. In the process, administrative matters which need his attention get delayed because of the circuitous procedures followed, as reported by the Director himself, and academic matters get less attention.

8. 4. 2. On the private college managements, we have received contradictory advice. On the one hand, some people including the Examiner of Local Fund Accounts have told us that the Government should play a more effective role in checking malpractices in private colleges. It is said that many private managements accept bribes for admission of students and appointment of teachers in spite of all the regulations and that nothing is being done about it. On the other hand, many private managements of affiliated colleges complain that the Government is not honouring the agreement entered into with them. The grants promised are delayed or never paid. Moreover the quantum of grant was fixed many years ago; it should now be increased. There are also complaints of interference by political parties and political leaders in the management of the colleges, in appointment of staff and the admission of students. *We recommend that the agreement between the Government and colleges under private managements, which is now ten years old, and which is embodied in Chapter VIII of the Act be reviewed in the light of the problems that have since been encountered.*

8. 5. An Appeal

We conclude this Chapter on the governance of the University and the Colleges *with an appeal to the political parties and to political leaders and activists* to leave the University and Colleges out of their orbit of operations, to refrain from entering university and college life and activities either directly or indirectly through the organisations of teachers, students and non-teaching staff, as is successfully demonstrated in some of the neighbouring states.

CHAPTER IX

GENERAL QUESTIONS

9.1. State of Higher Education in Kerala

9.1.1. Higher Education in Kerala is on the whole in poor shape. Professional higher education is of fairly good standard and we agree with that part of the answer to question 1 of the Kerala University Questionnaire which expresses satisfaction with what is being done in the fields of medicine, engineering and agriculture. The University Departments and some of the private colleges in the arts and sciences area have the potential to develop satisfactory levels of teaching and research. But as Chapters II and III indicate, they are tied down to mediocrity through the rigidities imposed by outworn procedures and structures. The majority of colleges do not maintain adequate academic standards. Distorting the whole scene of higher education is the examination system, which we have described at length in Chapter V.

9.1.2. In order to help Kerala and Calicut Universities to start on the long road to academic health, we would recommend immediate action on three fronts. (a) First there should be a firm resolve to admit into the Pre-degree (+2) and I Degree Classes, only those who have the aptitude for higher education. (b) Second, the examination system should be immediately reformed, moving gradually to a system where the external examinations and diplomas are replaced by a system of cumulative records. (c) Third, the University Departments and the colleges that give evidence of a capacity for independent growth, be given the freedom to act as lead agents in the area of academic excellence.

9.2. Educated Unemployment

9.2.1. The problem of educated unemployment is more serious in Kerala than in other states. Of the 12.9 lakh job seekers in the state as on 31 March, 1980, 1.96 lakhs are those with Pre-degree qualifications and above and 1.16 lakhs are graduates and those with Post-graduate degrees. The CDS (Centre for Development Studies, Trivandrum) sample study in this problem referred to in Chapter V concludes on a rather solemn note as follows: "Employment opportunities for the educated job seekers in Kerala have been increasing

in recent decades less rapidly than the increase in the stock of the educated job-seekers. The low rate of growth of employment is explained by stagnation of all the economic sectors, particularly of the modern secondary sector. Consequently unemployment among the educated job seekers has been increasing. The demand for higher levels of education has been, on the other hand, increasing at a rising rate. An analysis of a sample of the educated labour force has shown that unemployment and under-employment rates remain high. Under-employment was estimated in terms of hours of work, income and by mismatch between education and occupation. The extent of wage (employment) and self-employment in the unorganised sector was minimal among them. The educated job-seekers seldom take up jobs in the urban informal sector voluntarily even if they have to experience long periods of unemployment. The extent of mismatch between education and occupation has been increasing rapidly. In other words, a new entrant to the labour force requires more years of education than his counterpart in the older age-groups to occupy the same niche. Considerable devaluation of the educational qualifications and scaling down of the expected remuneration attached to them have been the result. It was also found that they upgrade their educational qualifications so as to equip themselves for modern sector jobs. An examination of the relationship between performance in education and period of unemployment has shown that excess years of education is demanded as a recompense for earlier poor educational performance. Our analysis suggests that it is the unscientific policies pursued in matters of income, pricing of education and recruiting norms that lead to emergence of a paradox in the job market for the educated in Kerala".

9.2.2. The Education system as such can do little to create opportunities for educated employment. Hence its responsibility to limit the damage by raising standards and restricting higher education completers to those who attain such standards is important. This involves (a) limiting the growing number of educated job seekers through ensuring that only those who have an aptitude for higher education enter this area, (b) reducing the mismatch between education and occupational demands by continuously surveying the labour market and relating the skills imparted by education to those demanded by the market, and (c) raising the levels of academic attainments

and standards to arrest the devaluation of educational qualifications in the labour market. The major solution to the problem of educated unemployment in Kerala, however, is for an accelerated rate of industrialisation of the state, which is the main means of absorbing those with higher education.

9.3. End Purpose of Education

9.3.1. Gandhiji taught us that the end purpose, in fact for him the only purpose, of education is character building. This end purpose may be studied under three heads: first, the question may be asked whether there is any contradiction between the employment preparation facet of education which has been dealt with above, and education's character building purpose, between the job orientation of education and the value orientation of education, as is held by some students and parents. On this might be recalled the ancient wisdom, to work is to pray, along with the warnings of one of our more recent poet-philosophers about the non-relation between the "chanting and singing and telling of beads" and the true worship of God, alongside of Gandhiji's reference to God appearing to us as *Daridra Narayanan*. There is no contradiction between work and worship, between preparing for a job and the values on which such preparation is based. Second, as pointed out in Chapter III, learning based on the curriculum should teach us the qualities of industry and inquiry, research should impart to us the qualities of diligence and integrity, social and community service the qualities of compassion and sharing, and NCC, sports and games the qualities of discipline, co-operation and team spirit. The teaching-learning process in any discipline, in every area of study, must have integrated with it the element of ethical enquiry and critical evaluation. Some colleges under private management also provide for moral instruction and acts of worship which undergird the learning of values. Third, behind the overt curriculum is the more powerful hidden curriculum, which is the lives lived and examples set by parents, teachers, managements and members of the governing organs of the University, and which are carefully watched by students and followed in their lives. We are saddened to hear from student groups of the corruption indulged in by some managements in teacher appointments and student admissions, of the inflation of examination marks by the teacher in return for money paid by the student and so

on, and about the student body being banned by the college managements when it exposed those evils. These destroy all efforts at developing value based education. We would appeal to parents, teachers and managements to live by the moral values which we proclaim. That is the only sure basis for education being a means of building the character of our future generations. In the end, a value based education system can only develop if there is a value based social system.

9.4. Inter-University Co-operation and Co-ordination

9.4.1. We have earlier, in Chapter V, recommended as an immediate alleviating measure, the setting up of an Inter-University Board to oversee and conduct the examinations for the +2 stage, pending its eventual return to the school system. In the course of our visits to the professional colleges, we came across the repeated plea for inter-university co-ordination in medical and engineering education, and other professional fields as far as universities in this state enter these areas. The medical college area is one that immediately demands such co-ordinating machinery. *We recommend that in professional higher education Inter-University Co-ordination Boards comprising the Principals/ Directors and 2 specialist Professors from each University be set up to co-ordinate curricula and examinations in the area.* In some of the subject areas in the arts and sciences, we were also requested to recommend co-operation. This could be ensured by Professors from the other Universities in Kerala serving on the Boards of Studies in the Natural & Social Sciences and Humanities of each University. There is no need to set up separate machinery for this purpose.

9.5 Memory

9.5.1. In the course of our work as a Commission we came across the problems of the lack of continuity in some important areas of the University, because against changing membership of the governing organs, the Vice-Chancellor and the Registrar, there is no system of recording every important event and ensuring its follow-up which should also be recorded. In short the University subsists without any memory. We have referred to the examination reform in Calicut University introduced in 1972 in chapter V of our Report on that University but we have no means of tracing step by step what

happened to each facet of the reform programme. Similarly in relation to the Kariavattom Campus in Kerala University a number of decisions like the creation of a township and other such decisions were made from time to time; but here again there is no means of tracing its follow-up. *We would recommend that a mechanical recording of each major decision and its follow-up from time to time be established in each University.*

9.6. The Senate

9.6.1. The Government referred to the Commission eight issues that were raised in a communication from the UGC to the Government in connection with the Act of Gandhiji University, 7 of which have been dealt with in Chapter VIII. They relate to (a) the powers of the Chancellor, (b) the abolition of the office of the Pro-Chancellor, (c) the procedure for the appointment of the Vice-Chancellor, (d) procedure for the appointment of the Pro-Vice-Chancellor, (e) appointment of Registrar, and (f) composition of the Syndicate. With regard to the seventh issue namely the Students' Council, the Commission received no representation or information on it from student organisations or others. The Commission is inclined to agree with the views expressed by the Vice-Chancellor of Calicut University on this matter namely, (under Section 29 of the Act (1) The Pro-Vice-Chancellor may be the Chairman of the Council, and if he is not available, the Senior-most member of the faculty nominated by the Vice-Chancellor (2) As the University Union will continue, the Chairman and the General Secretary of the Union may continue to be members of the Students' Council. There remains the residual question, namely the UGC proposal on the Senate.

9.6.2. A communication from the Vice-Chairman of the UGC to Kerala's Minister of Education offering UGC comments on Gandhiji University Act says, "According to the latest thinking of the Commission, the Senate is not considered necessary". This is followed by the statement that, 'if at all it is required to review the broad policies and programmes of the University and to suggest measures for the improvement and development of the University, this can be discussed in the State Legislative Assembly at the time of the discussion of the Annual Report of the University'. In making this suggestion, the Vice Chairman was paraphrasing for the benefit of

Gandhiji University what the UGC Committee on the Central Universities had put into its Report, namely, that if a link between society and the University were desired, "what better link could there be than Parliament itself receiving the reports and the accounts and discussing them? In fact, many other aspects of University affairs are discussed in Parliament and the University would attach greater importance to the views expressed there. This, in our view, is far better than leaving the door open for political interference in the Universities which may, at least sometimes, be taken advantage of by recalcitrant or disgruntled elements within the Universities to destabilise the functioning of these institutions".

9.6.3. The Committee's suggestion discloses no awareness of the impossibility of the legislature, whether at the Centre or in the states, finding time to discuss the problems of the Universities regularly in any meaningful detail. The sort of discussion, such as a University Senate could do, is not a legitimate role for a legislature, and mercifully, it has never had the time for it either.

9.6.4. A phrase in many of the University Acts, that refers to the Senate as 'the supreme authority' in the University, seems to have given offence to those who go along with the UGC in its 'new thinking'. Apart from the fact that every autonomous institution must within its parameters have some final and supreme authority, the phrase itself is a harmless legacy from the days when University charters were couched in impressive rhetoric; but even in those days, the Senate did not wield any power to encroach into areas earmarked for other University bodies. Today the areas of jurisdiction are even more clearly marked, and any dispute over the exercise of their respective powers by the Senate, the Syndicate and the Academic Council will, according to the provisions of the Kerala and Calicut University Acts, be decided by the Chancellor.

9.6.5. The 'new thinking' regarding the usefulness or uselessness of the Senate has not come out of any careful study of the functioning of the Senates in recent years. At best, the idea comes of a naive hope that the abolition of the Senate will reduce the politicisation of the University. The older generation perhaps looks back to an earlier day when the Senate was a forum for leaders of the professions

and other representatives of the public to discuss with members of the academic community matters relating to the affairs of the University. It is alleged that the nature of the Senates changed in course of time, and latterly it has become an unruly assembly of demagogues, and the discussion is completely devoid of any decorum. Where this has happened, no corrective measures are taken; instead, the lawmakers are being urged to abolish the Senates, and this urging now has the backing of certain functionaries in Delhi.

9. 6. 6. It is interesting, against this back ground, to find that on April 23, 1981, the Senate of Kerala University discussed for nearly six hours how its statutory pre-eminence as 'the supreme authority' of the University could be made a reality, and authorised the Vice-Chancellor to constitute a Special Committee to work out structures to give effect to the Senate's suggestions and submit its report in two or three months. (There was some ambiguity about the time limit, the English and Malayalam versions of the proceedings differing on this point). The matter lay dormant till it was raised during question hour nine months later, on January 20, 1982, when a member of the Syndicate, on its behalf "agreed that the first meeting of this Special Committee will be convened positively within one month". We have not been able to trace any further follow-up on this matter; there are no indications that the Senate itself has bothered.

9. 6. 7. Meanwhile, the Senate has had other matters to bother with. On July 30, 1981, according to the minutes of the Senate, "while supplementaries were being answered on Question No. 4, at about 9.15 a. m., a group of students claiming to belong to Kerala Students Congress (.) forced their entry into the Senate Hall and disrupted the proceedings of the House, shouting slogans and even manhandled two members of the Syndicate. The Chairman (Vice-Chancellor) finding that the House could not transact business in any way, adjourned the meeting for the day". The next day, the Senate discussed the occurrence and passed a resolution that did not succeed in covering up its impotence.

9. 6. 8. Though several speakers at the July 31 meeting stressed the point that nothing like the previous day's happenings had ever happened before, others recollect equally shameful occurrences at some

earlier meetings, as when a senior member took off a chappal and threatened the Chairman with it. These gross lapses from decorum may even seem to provide the justification for 'the new thinking' in the U. G. C. and certain other circles that Universities could do without Senates.

9.6.9. These turbulent happenings, which are infrequent and the more frequent descents into triviality during the discussions, which may seem to constitute a case for dispensing with the Senate, should be set off against the fact that the Senate sessions provide both for the academic community and the public an outlet for candid responses to the way the University is functioning. The question hour provides an invaluable opportunity for the administration to correct much misinformation, and for the representatives of the academic community, and the public to exercise a degree of vigilance over the functioning of the University. Considering the way unfounded gossip and rumour could embarrass and impede the working of the University, the administration should welcome the regular sessions of the Senate, which under the rules of the Universities of Kerala and Calicut is expected to meet at least once every four months. As for the public, there is no other forum through which it could inform itself reliably of the activities and the plans of the University. One wonders whether, in the chronic state of turbulence on the campuses in recent times, adequate use has been made of the forum provided by the Senate to counter the forces of disorder.

9.6.10. No instances have been adduced wherein the Senate tried to usurp the functions of other University bodies or functionaries, and there does not seem to have been any occasion when the Senate took the statutory description of itself as 'the supreme authority' to over ride the decisions of the other constituent organs. What has handicapped the other bodies sometimes is their composition, which may not have yielded to the deliberations the best thinking on the campus and in the academic community. There are ordinarily four ways in which places in the University bodies are filled: (a) conferring membership *ex-officio*, that is on the basis of the office one holds; (b) in rotation according to seniority; (c) through nomination by the Chancellor, Vice-Chancellor or other authority; and (d) through election by some sector of the University community. In respect

of each University body, careful thought has to be given to decide which of the four approaches will ensure the best possible composition. Rival teachers' organisations, encouraging partisan loyalties, are what have discredited elections. Where nominations are deemed to be a lesser evil, the Chancellor and/or the Vice-Chancellor should informally seek the advice of scholars and public men whose independence and integrity are beyond question. It is on this basis that we have made our recommendation on the membership of the Senate in Chapter VIII.

9.6.11. The affiliating University with a core of teaching departments at the head quarters of the University is largely an Indian invention. In a way, this is an inaccurate statement, for there was no co-ordinated planning when teaching departments were started under the direct auspices of the University in Calcutta, whose example was eventually followed by other Universities in the country. In recent years, most Universities would seem to have developed what might be described as achizophrenic tendencies and have some difficulty in deciding whether each of them is one University or two. In some Universities, the affiliated colleges combine to obstruct changes that the University Departments propose. These latter, on their part, develop an offensive tendency to re-define the University as the complex of teaching departments at the headquarters, and to lock upon the colleges as so many dependencies with which they are unhappily burdened. One of the recommendations of the U. G. C. Committee on the Central Universities is that under-graduate classes should form no part of these establishments, and where, for historical reasons, they cannot be got rid of, they should never be allowed to grow. When some Vice-Chancellors and Professors talk of 'the University' they do not include the colleges in their reckoning. One of the former Vice-Chancellors who met the Commission, surprised us somewhat when he declared that in Kerala, the Universities have been provided with adequate funds. Our minds went back to our visits to the colleges, particularly those run by the State Government, where the Principals explained the shabbiness of the premises and the woeful inadequacy of the equipment, by telling us that Government grants were meagre, which are further elaborated in chapter III. Obviously, when the former Vice-Chancellor talked of the generosity

of the Government to the Universities, he did not think of the colleges as part of the University system. This thinking is not unique. We have amongst us far too many reformers who are satisfied that undergraduate classes in our country are no part of what could claim to be called higher education. As a statement of the inadequacy of our undergraduate standard this may not be controverted. But if this leads us to design a pattern of higher education that begins with post-graduate classes, that would be a way of perpetuating the lowness of undergraduate standards. What has happened in our system of education in recent years is that each level of it has slowly collapsed into the next lower level, the Secondary School doing what should have been done in Elementary School, and colleges doing what should have been done in Secondary School. What is needed is a reversal of this trend, each level being so strengthened and raised that the next level becomes, as it were, superfluous. If academic leadership does not underestimate the capacity of the young and is willing to adopt and insist on exacting standards, this reversal of trends would be possible.

9.6 12. in response to the question on the Senate posed to the Commission, *we recommend that the Senate be continued on the basis of its existing powers and functions as set forth in section 19 of the Kerala University Act 1974 and the corresponding section in the Gandhiji University Act, with restructured membership as recommended for Calicut University in the report on it in chapter VII. A similar membership of the Senate of the Gandhiji University is also recommended.*

9.7. Question referred by the Government on the proposed Cochin University Statute

In addition, in a letter dated 30-3-1985 the Government referred to the Commission for its advice a change in Statutes proposed by the University of Cochin to introduce the system of rotating Heads of Departments. We have dealt with this question in Chapter II of this Report (2.5.1.) and in Chapter I of the Commission's Report on Calicut University (1.5.4.).

9.8. Questions referred from the Justice M. P. Menon Commission Report

The Government also referred 6 questions arising out of the Justice M. P. Menon Commission, namely (a) means of reducing

P. D. C. examinees, (b) abolishing pre-degree practicals, (c) organising the staff of the examination wing of the University as a task force, (d) a gradual introduction of internal assessments which in the final stage will replace external examination (e) abolishing private registration and (f) establishment of an Open University. The issues in (a), (b), (d), (e) and (f) have been dealt with in chapter V of the Report on Calicut University. The question under (c) has not been dealt with, as the Commission feels that the Justice M. P. Menon Commission which went into this question has covered the ground fairly fully.

9.9. Centre for Research on Higher Education in Kerala

9.9.1. Periodical inquiries, such as the present one, into the functioning of Universities, serve but a limited purpose. In fact, there is even some danger that the academic community would feel themselves put on the defensive, and resent what may seem to be an inquisitorial appraisal. The Education Commission, (1966) in its Report, suggested a different approach. It said, "There is need in the Universities for a permanent planning and evaluation machinery detached from the day-to-day Administration". (Report, 13-45) What is needed is a recognition of the policies and practices of the University as legitimate subjects for research. Many questions that were raised during the present inquiry could not be satisfactorily dealt with, owing to the absence of adequate data and analysis. Apparently drastic proposals like the abolition of the Senate and of elections were not backed by any authoritative studies on the functioning of the existing system. Likewise, innovations like 'improvement examinations' and 'central evaluation' have not been subjected to detailed scrutiny, so as to ascertain their impact on academic standards and student behaviour. And when innovations are eventually abandoned, as happened with the 'Special B. Sc. courses' or the Examination Reforms Programme, there has been a reluctance to find out what went wrong. The purely impressionistic approach to such problems may produce much rhetoric but no worthwhile guidance to the making of policy.

9.9.2. The Education Commission's recommendation cited above refers only to the establishment of an Academic Planning Board, but the Centre of Research that we suggest should be able to undertake more comprehensive functions, and should not limit itself to what the authorities and decision-makers of the University want to be investigated.

“In the governance of a University”, said the Education Commission, “the principle that good ideas often originate at the lower levels of the hierarchy must be recognised and respected”. It should be a function of the Centre of Research to provide the investigative underpinning for the new ideas and proposals that come up. The Centre should also undertake to look into problems that authorities shy away from, such as the working of the agreement arrived at in 1972 between the State Government and the non-government agencies managing colleges, in the matter of ‘direct payment’ of salaries and related matters. A special challenge is offered to the Centre of Research by a claim made by many academics and student leaders, in discussing evil traditions and the need for change. The claim relates to the alleged uniqueness of Kerala: “What you say may be right”, we are told, “but it will not work in Kerala”. Milder versions of this adherence to firmness in the wrong may be heard elsewhere in the country, but they are not expressed in such strident terms. Exposures through patient research may be a slow but effective way of combating this evil.

9.9.3. The Centre proposed in the above two paragraphs calls for a structure which should reflect both the indefinable free spirit of enquiry, discussion and learning which all education is and the boundless horizons of search and research which education of the individual of groups and society involve, in this case, through the institutions of higher education. In Kerala there are 5 Universities with 123 departments and institutes and 228 colleges affiliated to them. The Centre should have an independent governing body on which the 5 Universities, the U. G. C., the I. C. S. S. R. (Indian Council of Social Sciences Research) and I. N. S. A. (Indian National Science Academy) are represented, and this body should have the sole responsibility to decide on the policies and programmes of research and enquiry of the Centre.

9.9.4. The Centre should be financed by the Union Government, the University Grants Commission or the I. C. S. S. R. with matching grants by the State Government. The Centre should, on the advice and the approval of the governing body, be free to accept donations from other sources, national and international. On the basis of the functioning of similar autonomous research bodies the Centre would need about Rs. 25 to 30 lakhs for capital expenses (on

buildings and equipments, on the assumption that the land is donated free by one of the Universities) and Rs. 10/- lakhs for annual recurring expenditure.

9.9.5. Because of the special innovative nature of the proposed Centre, there is need for a careful search of an educator-cum-social scientist in the State, Country and among those from the State working outside the country to be the first Director and pioneer of the Centre. This should be undertaken by a Search Committee which would be established by the Vice-Chancellors. The appointment of the Director should be made by the governing body which should be first constituted. The Search Committee can with the proposed Director, identify other young as well as experienced specialists who would like to be associated with this venture.

9.9.6. *We recommend that, to start with, this proposal be circulated to the Vice-Chancellors of the 5 Universities, and with their agreement, the governing body of the centre and search committee be constituted. We further recommend that the 5 Vice-Chancellors approach the U. G. C., the I. C. S. S. R. and other Union agencies to make this proposal a joint Union — Kerala State Programme.*

CHAPTER -- X

SUMMARY OF MAJOR RECOMMENDATIONS

10. A summary of the major recommendations based on the Commission's study of the working of Kerala University, its departments and colleges for the period 1974 '84 is given below:

1. The University Departments have, on the whole, a satisfactory record of teaching and research. Yet they do not figure prominently on the national academic scene. Efforts must be made to overcome this academic isolation by maintaining active contacts with National Institutes and Research Organisations and by holding more All India Summer Institutes and Workshops. (2.2.2)

2. As the University Departments have highly qualified staff and good facilities, they may be encouraged to run their own specialised post-graduate courses (2.2.5), adopting the semester system and the practice of internal assessment (5.2.3.1).

3. There need be only one Board of Studies for one discipline and it should include 2 or 3 experts on the subject from outside the University. The Board is to be constituted by the Syndicate on the basis of proposals prepared by the Vice-Chancellor (2.2.6).

4. There should be an yearly assessment of the academic work and achievements of all the teachers and Heads of all Departments (2.4).

5. There is need for more decentralisation in the administrative set-up of the University. The Deans could be given more freedom and financial powers. The Deanship of the Faculties and the Headships of the Departments should be rotated among the Heads of Departments and Professors of the Department respectively on the principle of seniority. (2.5.1 & 8.3.6).

6. The Commission has studied all aspects of the problem of the U. G. C. Scales of pay. It recommends that the U. G. C. scales of pay should be implemented immediately in the University Departments and affiliated colleges enforcing the conditions attached thereto by the U. G. C. (2.4.2).

7. The physical facilities, particularly of Government Colleges, and academic attainments of many of the affiliated colleges are not satisfactory. The University should conduct periodical inspection of these colleges as required under the Act (3.1.1). No new Arts and Science Colleges should be started during VII Plan period (3.2.4) and funds available should be utilised for the proper maintenance and development of the existing institutions (3.2.2). And in future the conditions of affiliation as set forth in the Act and the Statutes should be enforced strictly (3.2.2).

8. The Commission finds that the rates of various items of fees are very low and bear no relation to the rate of inflation experienced during the last decade. So a hike in all items of fees like tuition fee, library fee etc. is necessary and justifiable and is to be implemented immediately along with provision for freeships, scholarships and educational loans for students from poor families (3.2.5).

9. The academic standards of the colleges can be raised only by improving the quality of the academic staff. To ensure this, teacher appointments should be made on the basis of U. G. C. qualifications (3.3.9) and provision made for recruitment of outside talent along with promotion of existing staff (3.3.6). Selection of staff should be on the basis of merit; and communal rotation and communal quota system should be dropped subject to constitutional provisions (3.7.1). Teachers should be encouraged to improve their qualifications through FIP and other forms of U. G. C. assistance (3.3.9). The College Development Council can play an effective role in securing the resources available from U. G. C. and other funding agencies (3.4.4).

10. The Pre-degree course is beset with the problem of numbers and of location. To reduce the numbers, it is suggested that admission be restricted to those securing 50% marks or more in the S. S. L. C. examination (5.2.2.3) or that each college admit students on the basis of an aptitude test conducted by it (3.5.2). As for the location of the course, immediately one of the following measures may be adopted: (1) Shift the Pre-degree to Secondary Schools that are well-equipped and are willing to run this course (2) Conduct the Pre-degree course in Junior Colleges which on that account should not be upgraded. In the long run the Pre-degree should be shifted to the school system as the Higher Secondary course (3.5.4).

11. To avoid the late starting of courses consequent on the delayed publication of University examination results, it is suggested that both under-graduate and post-graduate courses start in time with students selected through admission tests conducted by the University Departments and Colleges (3.7.3).

12. Yet for the malaise that afflicts higher education in the State, the Commission finds only one lasting remedy. Colleges must be given the freedom (1) to devise and administer its own admission procedures, (2) to frame its own curriculum and (3) to operate its own evaluation system. Institutions that are willing to assume these responsibilities and strive for higher standards must be granted the freedom to do so. And as a step in this direction, academic autonomy may be granted to Government College for Women, Trivandrum and Mar Ivanios College, Trivandrum (3.6.1-7).

13. The Commission is impressed by the performance of the Professional Colleges of the University like those of engineering medicine and law. It suggests that the present practice of admitting students to Professional Colleges on the basis of an Entrance Test should be continued and extended to the Law Colleges also (4.1.5 & 4.3.2). There should be Inter-University Co-ordination Boards to co-ordinate curricula and examinations (9.4.1). The desirability of setting up a University of Health Sciences should be explored as also the harmonising of the different systems of medicine in vogue (4.2.4). A separate Directorate for all the Law Colleges in the State is also recommended (4.3.5).

14. The study of the examination system shows that there are two possible remedies — amelioration of the defects of the present examination system and the adoption of measures that would lead to replacement of the present system. To reduce the present examination load of the University the following measures are suggested: (1) The conduct of Pre-degree examinations may be entrusted to an Inter-University Board (5.2.2.2) (2) Colleges may be empowered to conduct all examinations except those at the end of the course (5.2.2.4). (3) "Improvement examinations" may be abolished or restricted to one chance to be availed of on completion of the course. (5.2.2.5), (4) All supplementary examinations must be abolished (5.2.2.6),

(5) The external Pre-degree Practical examination may be replaced by an internal Practical examination (5.2.2.8) and (6) The number of private candidates may be restricted by fixing 50% marks for eligibility. (5.2.2.7).

15. But in order to make a more reliable assessment of students' knowledge and abilities, the University should adopt the Semester system and the practice of internal assessment beginning with the University Departments and extending it gradually to the post-graduate departments and undergraduate courses of affiliated colleges (5.2.3.2). The problem posed by the private candidates can be solved by establishing an Open University for the State (5.2.2.7).

16. The study of the infrastructure of the University shows that the physical facilities available at the Kariavattom Campus should be considerably augmented (6.1.1.3). The principle of locating the entire University at Kariavattom must be accepted and the scheme thereof be implemented by the end of the VII Plan (6.1.1.2). The main University Library should be built at Kariavattom and the Research, Reference and Journal Sections of the Trivandrum unit should be transferred to it (6.1.1.4-5) and Documentation Unit developed. Paucity of Departmental Libraries, especially in the area of journals, should be made good by the University.

17. The Commission finds that what is most needed in most of the affiliated colleges is a good, well-furnished library and to this end suggests that in the developmental schemes of the colleges priority be given to the construction of library buildings with assistance from U. G. C. (6.2.1).

18. Examination of University finances shows that there is a widening gap between income and expenditure. The rates of various items of fees like examination fees, tuition fees etc. should be increased immediately (7.2.2). And the University should be more realistic in preparing its budget estimates (7.2.3.2. & 7.2.5). The numerous irregularities pointed out in the Audit Reports should be looked into and procedures evolved to eliminate them in future. And prompt action is required to liquidate all arrears due to the University (7.2.7) and recover all advances (7.2.8). The arrears in audit (dating from 1979-80) should be cleared and audit brought up-to-date (7.2.9). In

this connection it is recommended that a Deputy Examiner from the Local Fund Account be appointed as the Finance Officer of the University (6.3.1). With the formation of Gandhiji University, the financial outlook of Kerala University appears bleak. Hence it is advisable that the finances of the University be reviewed by an expert committee to restructure its finances (7.2.4.2).

19. The direct payment of salaries to the teaching and non-teaching staff of the colleges has placed a heavy financial burden on the Government. As the expenditure on this account is far in excess of the tuition fees remitted to the Government, there is the need for enhancement of fee rates in order to reduce the gap to some extent (7.4.2.2. & 7.5.1). An increase in the rates of maintenance grant and contingent grants is also to be effected (7.4.2.1). And as the recovery of excess teaching grants paid to the colleges has been long delayed and appears not feasible, the amount involved might be written off (7.4.2). All the pending audit work of colleges should be taken up immediately and completed without delay (7.5.3).

20. The Commission views with concern the increasing politicisation of University bodies which are constituted mainly on the principle of election. To avoid this trend, it is suggested that the principle of election be replaced to a large extent by the principle of rotation on the basis of seniority or on the basis of nomination by the Chancellor on the recommendation of the Vice-Chancellor (8.1.6). There should also be some reduction in the membership of the University bodies like the Senate, the Syndicate and the Academic Council so that these bodies become more viable and manageable (8.1.8).

21. The autonomy of the University should be safeguarded. In order to ensure this, the Chancellor should, except on financial matters, act on his own on the advice of the Vice-Chancellor, as necessary (8.3.1). The office of the Pro-Chancellor should be abolished (8.3.2) and the procedure for the selection and appointment of the Vice-Chancellor should be changed (8.3.3). The Pro-Vice-Chancellor and the Deans should be vested with more powers and responsibilities as part of a general scheme of decentralization of authority (8.3.4 & 8.3.6).

22. As for the Government Colleges, the Commission recommends that an Academic Advisory Board should be formed for every college (8.4.1). In the case of the Private Colleges, the Commission is of the view that the agreement between Government and the Management of Private Colleges which is now ten years old should be reviewed in the light of intervening events (8.4.2). And in order to preserve the proper academic atmosphere in the Campus, the Commission appeals to all political parties to leave academic institutions out of their orbit of operations (8.5.1).

23. Higher education in Kerala presents a discouraging picture. To rejuvenate academic life, three measures as referred to earlier are necessary: (a) Only those who have aptitude for higher education should be admitted to University courses (b) Examination system, should be reformed in such a way that gradually external examinations are replaced by internal assessment and the system of cumulative records. (c) University Departments and Colleges that show initiative and capacity for independent growth must be given the freedom to act as pioneers in pursuing academic excellence (8.1.1).

24. Though the U. G. C. has suggested that the Senate could be dispensed with, the Commission feels that the Senate has a very positive role to play in the academic world and that it should be continued with its existing powers and functions but with reduced membership (9.6.12).

25. As higher education presents many important problems and subjects, both inter-university and in relation to individual and society for study and research which has not been undertaken in India so far, the Commission suggests that a Centre for Research on Higher Education should be set up under the auspices of all the Universities in the State, but academically independent of them, to study the problems of higher education (9.9.1-6).

26. The Commission hopes that the implementation of these recommendations would restore the academic health of the University and direct it towards excellence in learning.

Malcolm S. Adiseshiah
P. T. Chandi
V. V. John

M. S. K. Ramaswamy
 Trivandrum,
 3-5-1985.

APPENDIX I - A

PEER ASSESSMENT OF THE DEPARTMENT
OF BOTANY

I visited the Department of Botany, Kerala University during the 8th to the 10th October 1984. I was received by Professor C. A. Ninan, Head of the Department. During my stay for three days I was able to visit the laboratories, talk to the teachers individually about their research and teaching, meet the research students, and take note of the facilities that are available for teaching and research. I wish to place on record my thanks to Prof. Ninan and his colleagues and the University authorities for the co-operation and understanding I received from them without which a proper assessment of the work of Department could not have been made.

The Department was established in 1959 with one part-time Professor (Prof. A. Abraham) and one Lecturer (Sri. P. M. Mathew). First housed in the Botany Department of the University College, the Department was shifted to a semi-permanent building in the University Campus with Prof. Abraham as the Head. In 1963 the faculty was strengthened with the appointment of Dr. C. A. Ninan as Reader and Dr. Susan Abraham as Lecturer. In 1965 Dr. A. N. Nanboodiri and Dr. P. Gopinathan Nair joined as Reader and Lecturer respectively. At present the Department has 4 Professors, 8 Readers and 2 Lecturers of whom one Professor and one Reader are on deputation to other institutions.

During the past twenty-five years the Department has developed into an institution of teaching and research in Cytology, Genetics and Plant Breeding, leading to the Ph. D. Degree. It does not offer courses of study in General Botany or research programmes in the general area of Botany as in many Universities in the country, but chose to develop and strengthen teaching and research in the important area of Cytology, Genetics and Plant Breeding : important because they are fundamental to the study of plants and also because they have many applications. I consider this development not only commendable but significant. So far, the emphasis has been on quality of both teaching and research and this emphasis must continue. In my assessment of the work so far done I shall try to indicate what might be considered

positive achievements and then state what needs to be done in the next 5-10 years. While areas of strength must be supported, areas of weakness need to be recognised and done away with.

Teaching :

The Department offers an M. Sc. Course in Genetics and Plant Breeding. In addition to course work in Cytology, Genetics (Classical Genetics, Radiation Genetics, Population Genetics, Molecular Genetics, Bio-chemical Genetics and Developmental Genetics), Plant Breeding, Biophysics, Bio-chemical Genetics and Developmental Genetics), Plant Breeding, Biophysics, Bio-chemistry and Biostatistics, the students are also required to submit a dissertation based on original work. The present intake of students is 10, but the Department is willing to increase the intake to 16 per year, as suggested by the UGC Visiting Committee.

The Department also offers an M. Phil. programme, the annual intake being six of which three seats are reserved for College teachers under the faculty improvement programme. For the M. Phil. Degree also the candidates are required to submit a dissertation based on original research.

Despite the specialized nature of these courses, the annual intake has been maintained and I am given to understand that the demand for trained people in the area of Cytogenetics and Plant Breeding is such that most students who have taken these courses and degrees have found employment without any difficulty. It is necessary to emphasize here that the courses are not wholly similar to those given in agricultural institutions in the country where the emphasis is on cultivated crops : the courses are more wide-ranging in their content. In fact, they are somewhat unique.

In the Ph. D. programme, students are selected on the basis of merit by the Doctoral Committee of the Department. They are required to pass a qualifying examination one year after registration. The thesis is evaluated by a panel of three examiners (two from abroad, one from India). The supervisor is not an examiner. I have had a look at several theses which have been accepted for the

award of the degree. I find them of high quality and I believe this is both due to the quality of students admitted and the care taken by the faculty to see that they get the best from these students.

Research :

By well-planned, sustained and painstaking work, the Department has established a reputation as a centre of excellence in the general area of Cytogenetics and Plant Breeding but especially in Cytology. The work on Cytology of ferns is outstanding and internationally recognized. Nearly 300 taxa belonging to 23 families have been studied and a chromosome atlas is ready for publication. A monograph of ferns of Palni Hills has been published. Another on the ecology of ferns of the area and a chromosome atlas of ferns are both ready for publication. A monograph on the pollen morphology of Southern Indian Rubiaceae has been published.

Cytological studies have been in progress not only on ferns, but also on gymnosperms and angiosperms. The work on cytotaxonomy and evolution of angiosperms is a very significant contribution. A large number of species belonging to many genera representing as many as 45 families of angiosperms have been carried out. Apart from these some attention has been given to cytogenetic studies on hybrids experimentally produced (e. g. in vegetables: *Momordica*, *Trichosathes*, *Lycopersicon*, *Solanum*, *Capsicum*, *Abelmoschus*. There have also been studies in induced mutation on a variety of crop plants. The most promising mutants alone, however, have been retained.

Work on the following aspects has also been in progress: biochemical studies on microspore organization and plant sterility; palynology.

The work the Department has taken up in the area of genetics of human populations is recent and appears at first sight to be somewhat out of place in a department devoted primarily to studies on plants. However, it is possible to view this development as properly logical in so far as Department offers a course in Genetics and Plant Breeding in which the Genetics part is all embracing. By the very nature of the course it would be necessary to seek additional expertise from outside to be able to impart instruction in the best possible way. An alternative

would be to strengthen research in this area in the Department itself. This is what the Department has chosen to do. The beginning made in this is commendable: these include consanguinity studies of certain communities and pedigree analyses of limb abnormalities. The progress of this work needs to be watched carefully and assessed sometime later. There is little doubt that this is a very important area for research and it is because of this and the enthusiasm I have seen for work in this area that I feel that this work should be allowed to continue and supported sufficiently to be meaningful.

Yet another area which has been taken up for study is Environmental Mutagenesis and Genetic Toxicology of Therapeutic Drugs. In this very broad field, the work on mutagenicity and clastogenicity of common spices and condiments is noteworthy.

There is some work in the subject of Radiation Biology. For example, studies have been carried out on the sparing effect of dose fractionation for oxic and anoxic components of radiation damage in *Hordeum Vulgare*.

Quite a number of research schemes have been taken up and successfully completed. These include the following:

1. Scheme of Research on Tapioca and Sweet Potato Financed jointly by the ICAR and the Government of Kerala in 1951, the main objective was to evolve improved varieties of tapioca and sweet potato with higher yield and adaptability for cultivation in different agroclimatic regions. Collections of source genetic material have been made from different parts of India and also from North and South America, Java, Brazil and the Philippines. The scheme continues till 1963 and then all research material was passed on to the Central Tuber Crops Research Institute established by the ICAR.

2. Scheme of Research on Miscellaneous Tuber crops and related plants, financed by the ICAR.

3. Collection and propagation of plant stocks of economic importance in Southern India financed by PL 480 funds.

Over 1300 accessions of plants were collected which include cereals, millets, pulses, tuber crops, oil yielding plants, vegetables, condiments and spices, narcotics, medicinals plants, etc. Based

on the work on this scheme, "*An Inventory of Germplasm of Plants of Economic Importance*" in South India has been published.

4. Scheme on Collection and Evaluation of edible root and tuber crops financed by PL 480 funds

5. Cytological and genetical effects of radiation from monazite.

6. Scheme of research on Biochemical studies on pollen sterility in plants.

7. Scheme of research on induction of mutations in plants of economic importance, financed by the Department of Atomic energy, Government of India.

The gamma shine unit of the Department was given free by the DAE under this scheme.

Twenty-one students have been awarded the Ph. D. degree so far. As many as eighteen students have either submitted their theses or are preparing their theses for submission for the degree.

Facilities for Teaching and Research:

The Department is well-equipped for the teaching and research programmes in which it has been engaged since its inception.

There is an experimental farm, botanical garden, a large greenhouse and a 1200 curie gamma shine unit. The botanical garden is well maintained. There is a germ plasm collection of ferns and a few other groups of higher plants, largely maintained in the greenhouse. There is also a well equipped photographic section. There is a Herbarium and a Departmental Library of books and journals. The increase in cost of subscriptions to journals has prevented continuity in subscription for some journals which is unfortunate and needs to be rectified. The laboratories are adequately equipped.

Future Programme of Research:

I was able to discuss with each member of the faculty (except a few who were on leave) the work they have done so far and the work they plan to undertake in the next five years or so and

the additional facilities they may need for the purpose. The more important areas in which work will be continued or taken up are listed below:

1. Preparation of Fern Album
2. Chromosome Atlas of Plants of Kerala
3. Cytology, Cytogenetics, Cytotaxonomy
4. Embryo and anther culture
5. Pollen physiology, pollen-pistil interactions
6. Studies on environmental mutagens and cytogenetic hazards of pesticides
7. Cytogenetics and micropropagation studies in medicinal plants
8. Survey of genetic variability of medicinal plants of Kerala
9. Hybridisation studies with special reference to Solanaceae (*Capsioum*, non-tuberous Solanums)
10. Radiation Biology
11. Genetics of human populations
12. Microbiology (microbiology of retting of coir)

Comments on the Programmes of Teaching and Research:

The areas of specialization of the majority of the faculty members centre on GENETICS AND PLANT BREEDING which is the broad area on which the M. Sc. and M. Phil. Courses have been organized and also themes for research leading to the Ph.D degree. There is one member of the staff (Dr. T. A. Abraham) who does not fit into this broad area: his chosen area of study appears to be plant pathology, but he has plans of initiating work on the microbiology of coir retting. Naturally, he works somewhat isolated from his colleagues. One does not know how this situation may be set right. While there is no doubt that work needs to be taken up on the microbiology of coir retting, I am not sure if this should be taken up in the Botany Department of the Kerala University in a big way as this does not fit in with the teaching and research programme of the Department as now conceived. On the other hand, the Department needs to be supported fully in its main stream of work which has shown excellent progress. To ensure further progress it is necessary to strengthen certain areas of work by additional staff and facilities.

The areas in which additional staff may be provided are :

1. Genetics of Human Populations. the work in this area is now carried out almost entirely by one Professor (Prof. P. M. Mathew) and a second in command in this area may be recruited now so that when he retires this important area will be taken care of.
2. Plant Taxonomy: For the type of work the Department is engaged in, the Department must have a trained plant taxonomist. It is surprising that the Department has so far not been able to have such a person on the staff.
3. Towards further strengthening research and teaching in genetics, it is suggested that one faculty member trained in Microbial Genetics be appointed.

The establishment of the TROPICAL BOTANIC GARDEN at Trivandrum recently ensures maintenance of a living collection of tropical plants there and duplication of work relating to maintenance of another collection would be necessary only in so far they are required for teaching and research. On the other hand, the Department should apart from continuing the good work in classical cytology, cytotaxonomy and cytogenetics, initiate work on protoplast culture and fusion and microbial genetics which have great relevance and potential application. Additional funding must be made to make this possible. The teaching programmes at the M.Sc. and M. Phil. levels may continue to be in the areas now offered, but with the new directions in which the research of the Department would be oriented, the teaching programmes would also undergo changes in their content. I believe that, with the additional inputs suggested, the faculty would function cohesively and effectively in further raising the standard of teaching and research in the Department.

The Department needs to be supported in the publication of monographs which aim at consolidation of the work in specific areas and which would be valuable. The basic grants for library books and subscriptions to journals need to be increased considerably in view of the increased and increasing costs now required.

Dr. C. V. Subramanian,
 Professor of Botany,
 University of Madras,
 Madras

APPENDIX 1 - B

PEER ASSESSMENT OF THE DEPARTMENT
OF CHEMISTRY

I. Faculty :

1. Dr. C. P. Joshua, Professor and Head
2. Dr. C. G. R. Nair, Professor
3. Dr. K. Saramma, Professor
4. Dr. C. P. Prabhakaran, Reader
5. Dr. M. Rajasekharan Nair, Reader
6. Dr. P. Indrasenan, Reader
7. Dr. N. Rajasekharan, Lecturer

II. Research :

The department has been functioning for the last 10 years, mainly as a research department. There are 18 full-time Ph.D. scholars and 9 part-time Ph. D. (teacher) candidates. The department is also catering to the needs of dissertation work of 6 M. Phil. candidates every year. Though only a handful of faculty members for supervision are available, a fairly large number of research students have been enrolled. The overall research output, by way of no. of Ph. D. s. and M. Phils. turned out and research papers published, is commendable. The following lacuna, however, need to be pointed out.

1. For a department which has been functioning primarily as a research department, there is not even one Research Project in operation. Administration curbs have been cited as the primary constraint for this state of affairs. This may be looked into and, if there is any truth in the complaint, it may be set right.

2. During the last 10 years, the department has not hosted any national research seminar or symposium.

3. Weekly/Fortnightly/Monthly research seminars are not held in the department. It is reported that this was in vogue until 1982. It should be revived immediately.

4. Invited lectures by experts for the benefit of the researchers should form part of the function of the department.

5. Interaction with industry has been only minimal.

6. In the area of writing of reviews/monographs/books, the department has not made significant contribution.

III. Teaching:

1. *M. Sc. Course*:— The department was not running the M. Sc. course for the last 10 years. This is regrettable as post-graduate teaching and research are two inseparable functions of any University Department. The department has revived the M. Sc. Course (Analytical Chemistry) from this year (1984-'85) with the intake of 6 students. A perusal of the syllabus (only the M. Sc. previous syllabus was made available) revealed that it needs to be revised and updated. There are four written papers including one paper on Theoretical Chemistry which may be merged with Physical Chemistry. In the second year, Project may be introduced.

2. *M. Phil.*:— The department has been running the M. Phil. course since its inception in the Universities. There are six students (3 F. I. P. and 3 Stipendiary) now. They are required to take three theory papers at the end of the year and submit a dissertation in their chosen field. All the theory papers (300 marks) are assessed internally and the dissertation (300 marks) only externally. This needs to be modified. Both the theory and dissertation are to be evaluated internally and externally (50:50). Question papers for theory should be set by external examiners. A perusal of a sample question paper revealed that the level of the paper is not much different from the M. Sc. papers. This may be rectified. As of now, the M. Phil. course work is limited to 6 hrs. of formal lecture/week. This may be raised to 12 hrs./week.

IV. Facilities:

1. *Laboratory*:— There is enough laboratory space, but they are ill equipped. There is hardly one fume cupboard which is functional. There is also no gas supply. There is one Indane gas cylinder; more such gas cylinders need to be acquired besides installing a petrol gas plant. The water supply and drainage also need to be trimmed.

2. *Library*:— There is a library in the department. Only three journals are subscribed as of now (The Indian Journal of Chemistry in which a number of papers from the department have been published is not subscribed). Progressive yearly cut in funding was cited as the reason for this state of affairs. It is recommended that the departmental library may be merged with the University Main Library which is close by. Most of the faculty members also subscribed to this view.

3. *Instruments/Equipments:-* There is an airconditioned room housing a Perkin Elmer Model 397 Infrared spectrophotometer and a Carl Zeiss (manual type) ultraviolet (U. V.) spectrophotometer. The U. V. instrument is outdated one, and purchase of a Hitachi Model 220 A U. V. instrument is underway. The department is in need of one C, H and N elemental analyser and one T-60 Model N. M. R. instrument. The Central Instrumentation Centre which is supposed to take care of the instrumental needs of the department is located 15 K. M. away in Kariavattom Campus. This is a handicap for the department. Besides, the Central Instrumentation Centre is not yet equipped to cater to the needs of the researchers. As of now, the department is managing its instrumental needs from Regional Sophisticated Instrumentation Centre, Madras, National Chemical Laboratory, Poona, Central Drug Research Institute, Lucknow, and Australian Analytical Services.

4. *Class Rooms:-* There is only one class room which may accommodate about 20 students. With the revival of the M. Sc. teaching, there is an urgent need for providing at least one more class room. There is enough floor space as the first floor of the building occupied earlier by the Bio-chemistry department has moved to the Kariavattom Campus and the vacated room/laboratories are at the disposal of the Chemistry Department.

5. *Staff/Student Amenities:-* Some of the faculty members have no sitting room of their own; they are sitting in corners of the laboratories. There are many lady staff and students. A common room for them is necessary.

V. Stores and Funding:

There is a stores looked after by a Store Keeper. It needs to be administered better. The University has made available for this budget year Rs. 1,15,000/- towards purchase of Chemicals, Glassware and Equipments. This is a decent amount. Besides, there is provision under plan expenditure Rs. 3, 50,000/- for purchase of equipments. Had the faculty members gone in for Research Projects, the department would not be wanting for funds.

VI. Administration of the Department:

The department is administered by the Head of the Department. He has to attend to even trivial matters himself. Involvement and participation by other faculty members in the administration of the department are absent. It is recommended that a Departmental Committee or Council comprising of all the Faculty as members may be set up with the head of the department as the Chairman or Co-ordinator.

The Council may meet periodically (weekly or fortnightly) to discuss the matters pertaining to the department and troubleshoot collectively. Each member may be put in charge of a specific responsibility (e. g. gas & water supply). This would lessen the demands on the time of the Head of the Department and he would be able to devote more time for research and teaching.

Dr. P. S. Subramanian,
Chief Professor of Chemistry,
Presidency College, Madras.

APPENDIX I - C

PEER ASSESSMENT OF THE DEPARTMENT OF ECONOMICS**Introduction:**

The assessment of the Department of Economics, University of Kerala was undertaken at the invitation of the Chairman, Kerala University Commission. In order to make the assessment I visited the Department from October 22-24. To facilitate the assessment the Head of the Department had sent me a self-assessment done by the Department and other material that I had asked for after studying the self assessment. During the visit to the Department, I had a session with the members of the Department as a whole. I had also discussions with individual members of the Department. I had a session with the final M. A. students of the Department and with some of the M. Phil. scholars. I also spent sometime in the Department's Library studying its organisation and working. I was able to go through some of the recent publications of the members of the faculty as well as several of the M. Phil. dissertations including some which had just been completed. During my visit, I received wholehearted co-operation from the Head of the Department and the members of the faculty. I am most grateful to them for the co-operation they extended to me in conducting the assessment.

2. The Department's Background:

It turned out that the assessment was being made during the silver jubilee year of the formation of the Department which took place in 1959. Prof. V. R. Pillai who was the first full-time Professor and Head of the Department and Dr. P. G. K. Panickar who succeeded him had laid the foundations of the Department. From the very beginning the Department had close links with the developmental problems of the State. Some of the early studies done by the Department related to Land Reclamation in Kerala, Monetization in Kerala, Taxation of the Agricultural and Non-agricultural Sectors in Kerala. The Post-graduate course was started in 1963. The Department is now headed by Dr. E. T. Mathew who joined the Department as Reader in 1964 and became Head when Dr. Panickar retired in 1978. Dr. P. R. Gopinathan Nair, the second Professor in the Department has also been in the Department from 1963. Of the other 7 members

in the Department, Mr. P. Ibrahim joined in 1974, Mr. Radhakrishnan Nair in 1976, Dr. Ramachandran Nair and Miss. Uma Devi in 1978 and Mrs. M. K. Saralamma and Mr. M. Kunhaman in 1979. Thus the senior members of the Department have been there for over two decades and even the junior most have put in 5 years. The stability of the faculty is one of the strong points of the Department.

3. Teaching:

The major work of the Department is the Post-graduate course. There are now three "streams" in the Post-graduate course in Economics in Kerala University. The first is the University's department, the second consists of departments of affiliated colleges (about 10) and the third those who register privately. A common Board of Studies draws up the syllabus for the course. The Department gives leadership to the Board of Studies which consists largely of Professors from the affiliated colleges and includes one or two external experts. The Post-graduate course continued without much major change till 1978 with one examination at the end of the two year course. In 1977-'78 a new scheme was adopted by introducing the M. A. (Previous) examination at the end of the first year and the M. A. (Final) examination at the end of the second year. This pattern continues even now. The M. A. (Previous) course consists of three compulsory papers, Planning and Economic Policy, Economic Development and Growth, and Statistical Methods for Economic Analysis. For the M. A. (Final) examination there are two compulsory papers. Economic Analysis I (Micro Economics) and Economic Analysis II (Micro Economics) and three Optional papers. The Optional papers are brought under 4 groups:

- Group A: (1) Theory and Applications of Econometrics
- (2) Mathematical Economics
- (3) Theory and Applications of Statistics
- Group B: (1) Agricultural Economics
- (2) Industrial Economics
- (3) Labour Economics and Manpower Planning
- Group C: (1) Public Finance
- (2) Money and Financial Institutions
- (3) International Economics
- Group D: (1) Classical Political Economy
- (2) Political Economy of Socialism
- (3) Socialist Economic System

The Department now offers the first three of these groups. Within this Broad scheme the course contents of individual papers are revised from time to time. The latest revision was done in 1983. The Post-graduate course follows a conventional pattern and no major innovation has been attempted in recent years, although efforts are being made to update the course contents through periodic revisions.

One of the problems brought to my attention by both the faculty and the students is the fact that the paper on "Statistical Methods for Economic Analysis" which came under the Board of Studies in Statistics initially, still continues to be under the same Board, although the teaching is now being done by members of the Economics Department. In order to establish proper links between statistical methods and economic analysis, it is important to bring this paper also under the Board of Studies in Economics making sure that there are competent people on that Board to deal with the paper.

I discussed with the members of the faculty the possibility of making some fresh approach to the Post-graduate course in Economics. It was pointed out to me that as long as the Department has to teach the same Post-graduate course as is being done by the affiliated colleges as also by the private candidates, it would be virtually impossible to make any major departures. Hence if the Department is to take any significant initiative to restructure the Post-graduate course, a separate M. A. course for the University Department may have to be thought of. I was told that there was likely to be opposition to having two Post-graduate courses in Economics, which would come to be known as "M. A. (Ordinary)" and "M. A. (Special)". I am personally in favour of providing the University Department the freedom to draw up a new course. I understand that some of the University Departments, particularly Science Departments have Masters Courses different from what is being offered in the affiliated colleges. In my discussions with the students, one of the main issues that they brought up was the need to have a more demanding course. Some of them suggested, for instance that the viva voce which still forms part of the M. A. Examination in Economics may be given up and in its place a project requirement could be brought in. This is only a marginal change, but is indicative of the fact that there is need and scope for changes in the present course. I hope very much that the Department will have some freedom for experimentation.

4. Research:

The Department has a research programme leading to the M. Phil. Degree and another leading to the Ph. D. Degree.

M. Phil. Programme :

The M. Phil. Programme was started during the academic year 1979—80. It is a 12 month course with a distinct research orientation. Candidates who join the programme hold four seminars and write two term papers prior to the writing of the dissertation. Initially there was a regular course work as part of the programme, mainly in Quantitative Methods. This has subsequently been given up. I had discussions with the faculty and the M. Phil. scholars about the desirability of reintroducing the course work requirements for the M. Phil. Opinion on this was some-what divided. Those who opposed it said that the course work tended to be repetition, or at best minor extension, of what was done at the Post-graduate level. Those who favoured it said that scholars who join the M. Phil. programme immediately after the Masters Degree need special training at least in research methods. At the moment, the training necessary for doing research and writing out the dissertation is imbibed through interaction with those who guide the M. Phil. course. Faculty members involved with the M. Phil. indicated that training young scholars was a very time consuming process. The research scholars whom I met admitted that their guides do spend considerable time with them and help them to select a topic for their dissertation and also in the work connected with the dissertation.

Since I got the impression both from the faculty and the scholars that the M. Phil. programme is now one of the main aspects of the Department, I spent a good deal of time to go through the 8 M. Phil. dissertations already completed and evaluated, and the 5 which had just been submitted. I must record that I was greatly impressed by the manner in which these dissertation problems were envisaged and carried out. By and large each dissertation consists of a specific problem on which the scholar is able to do a field study. But the dissertation is much more than a mere write up of a case study. It consists of a survey of the literature relating to the problem and some processing of the secondary data that is available. That young people who have just completed the M. A. course in Economics are able to

write out a dissertation of this kind in a period of 12 to 18 months is an indication of the seriousness with which they take up their task and the kind of guidance that they receive from their supervisors.

I am not personally in favour of a highly structured course in research methods for the M. Phil. scholars, although I am convinced that they need to be introduced to research methods. I would like to make two concrete suggestions to improve further the quality of the M. Phil. programme. The first is that the first of the seminars that the scholars are expected to conduct could be a critical review of a well researched published paper on the broad area in which the scholar proposes to do the dissertation. The scholars could be asked to indicate how in that research paper the research problem is formulated, the type of data utilised, the kind of tests done and the nature of the inferences drawn. When a scholar attends half a dozen of such seminars conducted by the participants in turn with the active involvement of the supervisors, it will be a very proper and practical introduction to research methods.

Secondly, every year the Department could organise one or two literature series on a broad topic, but possibly consisting of three divisions with two lectures each. One of these sub-divisions could be handled by some member of the Department which will be a stimulus to the member concerned to do some systematic reading. The second and third sub-sections could be handled by other professors and scholars from the city, say one from one of the affiliated colleges and one from a research institute such as Centre for Development Studies. These series, chosen with reference to the research problems of the M. Phil. scholars, should be obligatory to the M. Phil. candidates, each of whom should also be expected to do a one hour review of the series once it is over. The topic could be chosen keeping in mind the theoretical background and the empirical procedures that M. Phil. scholars can gain.

Ph. D. Programme;

In contrast to the M. Phil programme, the Ph. D. programme of the Department has not been particularly successful. Of the half a dozen or so Ph. D. completed through the Department since its inception, the majority has been by the members of the Department.

I was told that bright students do not come for the Ph. D. programme and that many who had joined had left half way through. The meagre fellowship amounts available for the Ph. D. programme and the uncertainties about job prospects after completing the Ph. D. were mentioned as the major reasons for the Ph. D. programme being not particularly attractive.

The contrast between the success of the M. Phil programme and the problems confronted by the Ph. D. programme engaged my attention. I noticed that the M. Phil scholars past and present have been largely young women who joined the programme immediately after the M. A. Degree fully aware of the fact that they would be able to complete the programme and take a degree in about 18 months. Few of them have come back or propose to come back for Ph. D. Degree. Hence most of those who enter the M. Phil programme treated it as a terminal course. It is therefore doubtful whether in the immediate future even a successful M. Phil programme will improve the quality of the Ph. D. programme although as the members of the faculty put it, the programme has already generated a "research atmosphere" in the Department. The members of the Department felt that unless liberal leave facilities are provided to teachers in affiliated colleges, the Ph. D. programme would not turn out to be more attractive than what it is now. I am persuaded that this is a valid observation because in Kerala's context only those who are already in the teaching programme may be eager to proceed towards the Ph. D. degree.

At present those who register for Ph. D. are not required to take any qualifying examination. This is not a satisfactory arrangement. Those who register for Ph. D. without the M. Phil degree (including the teacher candidates) should be required to take a qualifying examination, say within two years of registration and only those who successfully complete the examination should be permitted to proceed with the Ph. D. research.

5. Faculty Research:

I have indicated already that the Department has a long tradition of research into problems relating to Kerala's development. The link that the Department was able to establish with the planning processes in the state and the centre on the one hand and the vast amount of

data pertaining to the region that official agencies make available have been responsible for this research orientation that the Department was able to cultivate from the beginning. Apart from the studies that I have mentioned earlier, the research work of Dr. F. T. Mathew on taxation and educational finances, of Dr. P. R. Gopinathan Nair on primary education and education and employment, their combined work on emigration from Kerala, Dr. Ramachandran Nair's studies on collective bargaining and labour relations, Miss Uma Devi's papers on theoretical debates have received professional attention. Practically all members of the Department have done and continue to do writing both in English and in Malayalam. Some of these are only in the form of brief notes and popular presentations, but indicate the faculty members' involvement with academic and practical problems. The members of the faculty brought it to my notice that in the initial stages there was a Research Assistant in the Department, but that the post has since been abolished. At present faculty members who wish to do any research at all have to collect all the statistical materials necessary for this purpose, process them, look up all the references and do all other things required to bring out a research paper without any assistance whatever. The geographical isolation of the University Campus, the unsatisfactory state of public transport and the teaching commitments stand in the way of faculty members taking up additional research work of their own. There is some substance in these contentions. On the other hand I got the impression that with a little more organised effort the members of the faculty can easily get funded projects from agencies such as the University Grants Commission and the Indian Council of Social Science Research, by which they can come to have the research assistance and financial support that they require for the research work. This is an area in which members of the Department individually and collectively can and should make more serious effort. If it is not done now, the momentum that the Department now has for research may peter out gradually.

One of the problems that members of the faculty brought to my notice in this connection was that there are unduly long delays in the University's handling of project applications, recruitment of personnel and the administration of the funds relating to externally funded research projects. I had no opportunity to study the issue. I would

only state that whatever the University can do to encourage faculty members to secure external funding for their personal research and to liberalise the administration of such funds should be done.

6. Library:

The Departmental Library is well organised and used. Understandably, the emphasis is on text-books and on frequently used reference books. There is a good section dealing with data sources and statistical material. The Library also subscribes to major Indian periodicals in Economics. Through the Central Library of the University some foreign journals are also obtained. I was distressed to find that not only is the amount made available to the Library rather small, but it has been declining during the last 2 or 3 years. It is important to reverse the trend and to have more finances made available for acquisition of books and journals, especially because their prices are going up enormously. Of course, this is related to the overall pattern of funding for the Departments and for the University as a whole, and hence there may be major constraints to overcome. But certainly an allocation of Rs. 16,000/- to the Department for books and periodicals is an extremely meagre sum.

In view of the financial stringencies, it is important that members of the Department should make best use of other libraries in Trivandrum, particularly that of the Centre for Development Studies. My discussions with members of the faculty and the M. Phil. scholars showed that this is happening to some extent even now. The physical distance between the Department and the Centre and the very poor public transportation facilities linking the two are hurdles that scholars will have to overcome one way or the other. I was happy to note that the teaching work in the Department is organised in such a way that every member of the faculty gets at least one day off which he/she can utilise for library work elsewhere. I would like to make one other recommendation in this regard. Arrangements could be made with the CDS Library to have the contents pages of foreign journals cyclostyled and made available to the Department on a regular basis. From these, the Department can select papers of special use to its members and get them photocopied. Perhaps, subsequently, these papers could be organised according to subjects and maintained in the Library for use by faculty and scholars. The Department should take initiative to put to maximum use similar facilities that can be locally tapped.

7. Working of the Departments :

I was happy to note that members of the faculty have close links with professional associations and institutions. One of the members is on the Executive Committee of the Indian Economic Association, Other members are active in the Indian Society of Agricultural Economics, The Indian Society of Labour Economics, etc. Both the Professors in the Department are Honorary Associate Fellows of the Centre for Development Studies. The Department also has close links with the Kerala Institute of Labour and Employment, Indian Institute of Regional Development Studies and the Centre for Management Development. Members of the faculty are also invited by other Universities to serve on their Boards of Studies and as Examiners at the M. A., M. Phil., and Ph. D. levels.

On the basis of my discussions with the faculty as a group and with individual members who met me, I have come to the conclusion that the Department works together as a team. Departmental meetings are held periodically and one of the members of the faculty acts as Convenor and Secretary of the departmental meetings. Matters relating to allocation of work, guidance of research, participation in professional meetings, etc. are discussed in the departmental meetings, of which minutes are maintained. A couple of instances where there were differences of opinion on decisions taken and the manner in which decisions were taken were brought to my notice. My assessment is that they are only the kind of problems that can arise when a group of people work together and can be and should be resolved through mutual discussions. One issue which should engage the Department's attention is how the Younger members of the faculty can be helped to grow professionally.

Overall, my assessment is that the Department of Economics consisting of a team of competent faculty members, a set of bright students and a group of diligent research scholars is a lively one, alert to the developments in the subject and actively involved in research and professional activities. I have identified a few areas where with

organised effort by the members of the Department and the support of the University administration the Department will be able to improve the quality of its performance. In that task I wish the Department all success in the future.

Dr. C. T. Kurian,
Director,
Madras Institute of
Developmental Studies,
Madras.

APPENDIX I - D
PEER ASSESSMENT OF THE DEPARTMENT
OF EDUCATION

At present the Faculty consists of two Professors, two Readers and three Lecturers. About forty students are enrolled for the M.Ed. course. Every faculty member is guiding about six or more Research scholars for Ph. D. The faculty members are also obliged to guide the M. Ed. students for Dissertations. Teaching Post-graduate classes needs continual renewal and replenishment in the context of the changes and innovations in curriculum. This calls for a great deal of Library work beyond instructional hours and therefore such time that spills over actual classroom teaching must also be taken into account while calculating the teaching load.

Very often faculty members are required to teach not only the disciplines of the specialisation but also a few emerging disciplines such as Educational Technology, Non-Formal Education, Education of the Disadvantaged, Population Education and so on. This involves assiduous application as well as assimilation so that they could communicate knowledge effectively in classroom. They need, expertise to cater to the student's needs

Looking at the topics for Research undertaken by the Ph. D. students, it is found that themes centre around Women's Education. It would be an appropriate step if the Department addresses itself to take up this area more seriously and develop a discipline in Women's Education.

It would also be good to take up areas like Higher Education for specialisation and develop the Department as a School of Education.

Besides Teaching and Research that constitute the major responsibility of every Faculty member, the Department as a whole is called upon to assist the State Department of Education to carry out some Extension Programmes such as Curriculum Revision, Content Enrichment Preparation of Question-Bank, Self-Instructional materials Package, Production and Literature on population Education, Non-Formal Education for the Neo-Literates and so on. Faculty members choose their areas of interest and contribute their knowledge and skill toward the organisation of Extension programmes. While everyone

may not be cut-out or favourably inclined to do such Extension Programmes, occasional involvement and participation is likely to tone up instruction in classroom and bring about a measure of pragmatism in teaching approach. The Head of the Department would be well advised to make a judicious choice of personnel from among the Faculty members for doing Extension Work. However, involvement in Extension work, unavoidable as things stand today, should not be detrimental to regular Teaching and Research which are the cardinal functions of the University Department of Education.

A word about the Physical facilities in the Department would be appropriate. The present arrangement of locating the Department in the Model School premises and also in the vicinity of vehicular traffic does not seem to be conducive for teaching and learning. Classrooms have to be noise-proof. The library is housed in one room wherein books are arranged in two or three rows. The row behind the front one is not visible and hence for all practical purposes, any book kept in the rear row may not exist for students. The space available for students and research scholars is not sufficient to encourage independent library reference work. Journals could not be properly displayed because of lack of space. Every available space, including the corridor is utilised for keeping books and journals. A post-graduate Department needs to have proper facilities to promote serious study and research.

Considering the quantum of work that each member of the faculty has to put in, the present Faculty strength is far too inadequate. I am of the opinion that the strength needs to be doubled if the objective is to promote quality education and training. I understand that some of the faculty members have gone out on deputation to State Department or other Universities in the State retaining their lien, and the void created by their absence is filled in by reallocation of responsibilities among the rest. The resiliency and adaptability of the faculty members should not be driven to the threshold limit as it is likely to affect adversely the quality of work. There must be provision for making 'ad hoc' appointments or any such make-shift arrangements whenever the faculty strength is below the optimum level.

Department of Education in Kerala University had a hoary tradition under successive illustrious Professors and it is a matter of pride that the Department continues to render valuable services adapting itself to changing times

Dr. S. Dandapani,
Professor of Education,
Regional College of Education,
Mysore.

APPENDIX I - E

PEER ASSESSMENT OF THE DEPARTMENT
OF HISTORY

Established in 1963, with Professor P. K. K. Menon as the sole member of the staff, the Department of History of Kerala University, remained a non-teaching Department for about a decade and half. Prof. Menon's major attention was bestowed on the publication of the *Journal of Indian History*, which he ably shouldered until 1970. Dr. T. K. Ravindran, the present Professor and Head, added more dimensions to the Department with the publication of another quarterly, called *Journal of Kerala Studies* in 1971, and converting what was basically a research Department into a teaching Department in 1977. The total staff strength of the Department is formed of only five members (?): Two Professors; one temporary Reader (in Islamic History), and two lecturers.

The *Journal of Indian History* has a long and renowned history of its own. Started in 1922 at Allahabad, the Journal has distinguished itself as the main mouth-piece of Indian historians; despite the rise of several professional Journals in the last two decades, the JIH continues to be the only Journal of its type in the country. It has been nourished by great scholars of the Madras University (until 1946) and of the Kerala University since 1946. Its Golden Jubilee and Diamond Jubilee numbers, under the present editor, are a model for other professional journals. Its readership is not only wide but distinguished, and the Kerala University should be proud of publishing it, for the University's reputation within the country and abroad is partly dependent on it. Maintenance of the standard and the regularity of publication of this Journal is important responsibility of the University.

While going into the details of the publication of the *Journals* I learnt to my shock that the University has taken it for granted that the Journals need no more help than what has been given so far. The teaching and research responsibilities of the staff have multiplied in the last two decades; addition to staff strength is almost insignificant. Under these conditions it would be too much if we expect them to shoulder the responsibilities of the publication of *Journals*, (copy-editing, preparing Press-copy, reading proofs, and even mailing the

copies). Some of them can continue to work under the present condition only at the cost of their personal career and health. The University should *immediately* provide relief to the staff, including the following ones :

1. A steno-typist (to prepare press copies of papers and to help the editor cope with the correspondence).
2. A proof-reader-cum press-supervisor to take care of the work relating to the printing, publication and such other duties assigned to him by the Editor.
3. A Clerk/Accountant to help distribute copies, enlist subscribers, and assist the editor in all such activities.

The Journal of JIH has an international reputation. A strong editorial team is to be created to enable the Chief Editor to share his responsibilities. The Board members should be willing to go through papers submitted by scholars and suggest to the editor whether they deserve publication or not. Such recommended papers are to be reviewed by members of the "Editorial Committee", meeting at least once a year in a suitable centre. The book-review section should be properly strengthened, and rules to ensure it must be evolved. The University should provide more funds for the Journals, seeking a portion of it from the U. G. C., I. C. H. R. and State Government. The State should be proud of the *Kerala History Journal*.

About the Staff: The present staff position of the Department is extremely weak. It is not even adequate for teaching all the papers under the present syllabus; but the syllabus also requires to be recast, offering several alternative papers. The Ancient and Medieval phases of (South) Indian History do not find adequate place in the present syllabus, nor do the histories of Asia, Middle East and Russia. Paper-I, and V could be clubbed and simplified; Paper-II is too wide; Paper III needs to be strengthened, with the addition of a paper on early and medieval aspects of South India.

The University will have to impress on the U. G. C. to improve the present staff strength; the Department should obtain more posts of Readers and Lecturers during the VII plan period. The Department may also be asked to explore their present and future requirements. The University may, on its own, create at least two posts of

Research Assistants to help the Departmental projects and publications. The library will have to be strengthened with more volumes of source material, particularly epigraphical, archaeological series, Journals and monographs.

Prof. S. Settar,
Head,
Department of History and
Archaeology,
Karnatak University,
Dharwar.

APPENDIX I- F

PEER ASSESSMENT OF THE DEPARTMENT OF
LINGUISTICS

The Department of Linguistics in the University of Kerala was started in 1963 under Dr. V. I. Subramaniam has made tremendous progress. At present it is headed by Prof. V. R. Prabodhachandran Nayar. There are 2 Professors, 3 Readers and 5 Lecturers in the Department. There are two M. A. Courses (General Linguistics and Applied Linguistics), M. Phil. and Ph. D., two Laboratories (Phonetic Laboratory and Language Laboratory) and a reference-cum-lending library. Ten research projects have been completed, mostly in areas of dialect survey, training in languages and text book writing. Summer schools of linguistics and seminars have been a regular feature of the activities. More than 30 books in various fields in linguistics have been published by members of the faculty, members have attended several national and international Conferences, and have published important papers.

During the past twenty years 248 candidates have taken the M. A. degree, 37 candidates the M. Phil. degree and 27 candidates the Ph. D. degree. The post-graduate certificate course in linguistics had to be discontinued when the Department was shifted to Kariavattom.

Laboratories :

Language Laboratory : A ten booth Language Laboratory with Listen-respond (Compare) plus intercommunication and Monitoring facilities installed in the Department has proved an extremely useful tool in the teaching of Kannada and Telugu.

Phonetic Laboratory : The Phonetic Laboratory in the Department is equipped with very sophisticated instruments such as a high power electronic calculator, and the latest model of Sonagraph, as well as a band of instruments helpful to teach Physics of Speech.

Library :

The Departmental library has a fairly good collection of books and back volumes of various research journals published from India

and abroad. The total number of books in the library is well over 7,000 and the library subscribes for 21 titles of periodicals. 248 M.A. dissertations, 35 M. Phil. dissertations and 37 Ph. D. theses dealing with different aspects of Linguistic theory and its application prepared by the students of this Department are available for reference.

Recommendations :

Some of the recommendations of the University Grants Commission Visiting Committee which assessed the work and requirements of the Department in November 1982 have already been implemented. The recommendations that are to be implemented are the following:

(1) Restore the post graduate evening courses in linguistics which had to be dropped when the Department was shifted to the new camp. If at least two rooms in the city campus and the necessary furniture are given, the Department can start evening courses for different groups like language teachers, journalists, translators etc. This annexe can develop as a school of languages where facilities for result oriented training in any language of interest can be built up.

(2) Starting of a research journal on linguistics. This can focus on studies on Malayalam language and give facilities for the publication of the research papers of the Department Staff. Summaries of the doctoral theses, waiting for publication, can also find a place there. The U. G. C. Committee had recommended Rs. 10,000/- per annum for this ; in view of the high cost of production, and the need for keeping the standard of the publication. I recommend that this amount may be raised to Rs. 20,000/- per annum.

(3) The Professor has pointed out that the amount ear-marked for repair and purchase of furniture is too meagre to be of any use (Rs. 100/-). This has to be raised.

(4) The Language Laboratory — which is an audiolingual tool of language teaching according to the principles of programmed learning — and the phonetic laboratory which is intended to help speech analysis are now in the same room. They should be in different rooms in order that they may be put to proper use. The difficulty is to find an extra room near by ; this question may be looked into.

Dr. K. Kunjuni Raja,
Hon. Director,
Theosophical Society Library,
Madras.

APPENDIX I - G

**PEER ASSESSMENT OF THE DEPARTMENT OF
MALAYALAM**

Plan of the Department for development

The Head of the Department submitted the following plan for the development of the Department.

The objective of the proposals is to consolidate and expand the activities of the Department, particularly in the field of research. With this end in view the Department will be re-organised with the following divisions, each divisions, entrusted with a definite area of work.

A. Division of Literary Studies :

Additional staff proposed : Professor - 1, Reader - 1
Lecturer - 2.

Expenditure on staff : Rs. 2,64,000/-

Contingencies : Rs. 1,00,000/-

This division will be entrusted with the following items of work :

- (a) Preparation of a comprehensive History of Malayalam Literature :

The proposed work will be a century-war history of Malayalam literature on critical lines and will run into ten volumes.

- (b) Folk-lore Studies :

The Department proposes to make a detailed survey of all the available sources in the field of folk-lore in Malayalam, collect all available materials and publish them.

- (c) Preparation of reference books of Malayalam literature :

(i) Companion to Malayalam Literature (based on the pattern of the Oxford Companion to English Literature.

- (ii) A dictionary of literary terms.

B. Division of Language Studies :

Additional staff proposed : Professor - 1, Reader - ,
Lecturer - 2

Expenditure on staff : Rs. 2,64,000/-

Contingencies : Rs. 1,00,000/-

This division will be entrusted with the following items of work :

- (a) Preparation of a History of Malayalam Language :
A history of Malayalam Language, based on modern linguistic principles, is proposed to be prepared.
- (b) Preparation of annotated critical editions of early Malayalam works :

The works of Niranam Poets will be taken up first

C. Bibliography and Documentation Division :

Additional staff proposed : Professor – 1, Reader – 1,
Lecturer – 2.

Expenditure on staff : Rs. 2,64,000/-

Contingencies : Rs. 1,00,000/-

The division will be entrusted with the following items of work, to begin with :

- (a) Publication of a quarterly descriptive bibliography of current literature (concurrent abstracting journal) in Malayalam.
- (b) Publication of author-wise bibliographies.
- (c) Preparation of indexes to select literary periodicals in Malayalam by author, title and subject.
- (d) Preparation of abstracts of scholarly articles, research papers, dissertations, etc., relating to Malayalam Language and literature.

This work is intended to provide the basic tools of research in Malayalam.

D Extension Services Division :

Additional staff proposed : Reader – 1, Lecturer – 2.

Expenditure on staff : Rs. 1,68,000/-

Contingencies : Rs. 2,00,000/-

This division will be entrusted with the following items of work :

- (a) In-service Research scheme for college teachers in Malayalam.
- (b) Extension lectures in Post-Graduate centres.

- (c) Work-shops on creative writing
- (d) Seminars on Literary and Research Problems

Note :- The contingent expenditure proposed under different heads will include expenditure on books, equipments, furniture and publication.

This is an ambitious plan. There is a definite need for strengthening the activities of the Department, but it should be planned without overlapping the plans in other centres of research. Thus the Department of linguistics should be associated with the preparation of the history of Malayalam language ; and there was a project proposed in the Malayalam Department of the Madras University. As far as the Kerala University is concerned, there should be full co-ordination among the four Departments (Malayalam, Linguistics, Lexicon and Manuscripts Library) and also the Department of Publication. There should be an Advisory Committee consisting of the Heads of these Departments for co-ordinating the activities in the selection of research scholars and topics of research, in the preparation of projects etc. The Malayalam Department can start a project of a comprehensive History of Malayalam literature ; it could be based on Ulloor's monumental work, supplementing and documenting it. The manuscripts Department can have a project on *New Catalogue Catalogorum* for Malayalam on the model of the work in Madras University. The project on the history of Malayalam language can be an inter-disciplinary one of the Malayalam and the Linguistics Departments. The Bibliography and Documentation project can also be in co-operation with the other Departments, as well as other Universities like Calicut University and the Madras University. Heads of Malayalam Department of the Universities and other eminent scholars could be included in the Advisory Committee. I recommend the strengthening of the staff of the Department.

Dr. K. Kunjuni Raja,
Hon. Director,
Theosophical Society Library,
Madras.

APPENDIX I — H
PEER ASSESSMENT OF THE DEPARTMENT OF
MALAYALAM LEXICON

It was Prof. Sooranad P. N. Kunjan Pillai, who masterminded the plan of the Comprehensive Malayalam Lexicon on historical principles in eleven volumes. Under his guidance and direction of team of scholars worked for nearly 20 years (1953-1971) to build up a scriptorium of nearly 30,00,000 index cards. He himself supervised the compilation of the first drafts of the entire lexicon and published the first two volumes in 1965 and 1970 respectively. After his retirement in 1971 Dr.K.V. Vasudevan Nambudirippad became the editor: volume 3 was published under his chief editorship in 1976. Dr. B. C. Balakrishnan who is the present chief editor succeeded Dr. Nambudirippad in 1979: volume 4 of the lexicon under his Chief Editorship has just been published.

Staff:

There are 12 Editorial Assistants, appointed on contract basis and four scribes. The office staff consists of nearly 25 members. There are 2 Technical Assistants and 5 Drafting Assistants. Two of the four Sub-Editors have retired, and one of the two Assistant Editors has also retired. The remaining Assistant Editor will also retire soon.

The Department is facing a serious problem. The experienced Assistant Editors and Sub-editors in the Department will retire before the retirement of the Chief Editor; there will be no qualified and experienced hand to take up the editorial work when he retires in about four years from now. One or two qualified and competent scholars have to be selected immediately as Sub-editor or Assistant Editor and trained in the work.

Another desideratum is the need of using Computer facilities in lexicon work. Nearly 3,000,000 index cards have been built up in the scriptorium: only a selected portion of it will be used in the lexicon. But the others are also very important for research scholars in lexicography. There is already a Computer available in the University; if one or two channels could be given to the Lexicon Office, the entire scriptorium could be stored in the Computer. I recommend that necessary facilities and financial assistance may be afforded for preserving the scriptorium.

There is no need for any change in the pattern of the Lexicon. Being conceived by a single man, it may have some shortcomings; but it has its own advantages also. Only checking and minimum revision will be needed. On the whole the academic standard is very high.

Work on two more volumes is complete; perhaps the volumes 5 and 6 already edited may be sent to two presses simultaneously for expediting the work.

Dr. K. Kunjuni Raja,
Hon. Director,
Theosophical Society Library,
Madras.

APPENDIX I— I
**PEER ASSESSMENT OF ORIENTAL RESEARCH
 INSTITUTE AND MANUSCRIPTS LIBRARY**

The Travancore Manuscripts Library, started in 1908 with Dr. T. Ganapathy Sastri as the Curator, became internationally famous with the discovery and publication of the Bhasa-plays and works like Kautilya's *Arthashastra*. Originally confined to Sanskrit manuscripts, the Library started its Malayalam section in 1924. With the founding of the Travancore University in 1937, a department of the University for the collection, preservation and publication of manuscripts was started, and in 1940 the Curator's office of the Government was amalgamated to the manuscripts department to form the Oriental Manuscripts Library. In 1966 it was reorganized and renamed Oriental Research Institute and Manuscripts Library; and at present it is a full-fledged Department of the University. The main activity of the Department has been the publication of critical editions of texts in Sanskrit and Malayalam and research pertaining to rare manuscripts. So far nearly 400 books in Sanskrit and Malayalam have been published and a journal for Sanskrit and another for Malayalam are being published.

The Staff consists of the Director, a Reader, 2 Senior Research Officers, 7 Research Officers, 5 Assistant Research Officers and 4 Scribes. Besides two retired Research Officers are working under the project for the preparation of Descriptive Catalogue of Manuscripts under assistance from the Ministry of Education and Culture of the Government of India. The main activity of the Library has been the publication of texts in Malayalam and Sanskrit on the basis of manuscripts. Research guidance has also been taken up, and more than 15 scholars have registered for Ph. D. under qualified guides in the Department. A proposal for starting Diploma Course in manuscriptology is also there.

Publications

During the last ten years the Department has published 18 books in Sanskrit and 13 books in Malayalam. This includes Part III of the Alphabetical Index of Sanskrit Manuscripts, and a complete list of Tamil manuscripts in the Collection. Two journals *Pracheenakairali*, (a biannual in Malayalam) and the other in Sanskrit and English are being published; these are research oriented and give emphasis on manuscript studies and publications.

Collections

The library contains more than 55,000 manuscripts:

Sanskrit	—	36,000
Malayalam	—	15,000
Tamil	—	4,000
Marathi	—	145
Bengali	—	100
Telugu	—	35
Hindi	—	15
Others	—	4
Total	—	<u>55,299</u>

There has been a lot of complaints from all over the world regarding the lack of facilities given to scholars for using this rich collection of manuscripts. A Commission headed by Dr. V. Raghavan went into the working of the manuscripts library in detail and prepared a long report in 1977.

The problem of accommodation has now been solved; the air conditioned hall can look after the preservation of the manuscripts to a great extent. The Staff condition is also fairly satisfactory. The present Director is qualified in Sanskrit and in Malayalam; the Sanskrit collection in the Library is one of the best, and the Sanskrit wing should not be allowed to be neglected. The staff members are complaining that they are not treated as University teachers.

The complaint that the standard of publications is not as high as it used to be at the time of Dr. Ganapathy Sastri, V. A. Ramaswami Sastri and Dr. Narayana Pillai, has been noted by Dr. Raghavan. His suggestion to have eminent guest editors from outside (as in the case of Gackward Oriental Institute, Baroda) deserves examination. It will not only increase the output, but also enhance the standard. The old practice of the Director being called the Editor of all the publications has rightly been given up, and the individual Research Officer who actually edits the work is mentioned as the editor. This gives an impetus as well as a sense of responsibility to the workers. In selecting rare and important works for publication, their existence in other manuscripts libraries has to be checked thoroughly. The available

volumes (11) of the *New Catalogus Catalogorum* of Madras University may be of great help. There should be an Advisory Committee to scrutinize the list.

Cataloguing:

Publication of Descriptive Catalogues of the manuscripts is the only way by which scholars outside can know the nature and value of the works preserved in the library. The Government of India is giving 100% financial help for the preparation and publication of Descriptive Catalogues. This should be taken up seriously. Three volumes of the Alphabetical list of manuscripts have to be supplemented by the fourth volume and then descriptive Catalogues prepared for all the undescribed manuscripts in Sanskrit, Malayalam, Tamil etc.

Reference Library:

The printed books collection has to be made up-to-date. Research journals and critical editions of texts can be acquired through exchange arrangements with other research institutes. Financial help for the purchase of new books should also be increased.

Servicing:

Helping the scholarly world with information and material is an important function of a Manuscripts Library. Even for the preparation of critical editions of texts, co-operation of other scholars and research institutes is necessary. I recommend the setting up of a microfilm unit and a photocopying machine (Xerox or Minolta) for supplying copies for outside scholars, and for preserving old and damaged manuscripts.

Reprinting of out-of-print books:

Reprinting of out-of-print books in the Trivandrum Series is important. I am told that the Cultural Department of the Kerala Government has promised to take it up.

Critical editions:

The quality is more important than quantity. The staff members who are engaged in the preparation of critical editions may be given a refresher course for a week or two, and scholars competent from outside may be invited for detailed discussions on editorial principles and problems.

Recommendations in brief:

1. Purchase of a microfilm equipment and a photo copying machine (Xerox or Minolta) for the preparation of transcripts.
2. Preparation and publication of Descriptive Catalogues under the Govt. of India Assistance Scheme. Temporary staff may be appointed on contract basis to work under the direction of competent scholars.
3. Have an effective Advisory Committee (Separately for Sanskrit and Malayalam) where competent scholars from outside are also included for preparing or scrutinizing the list of texts selected for publication.
4. Give up-to-date training in editorial principles to the editorial staff.
5. Introduce the system of guest — editors to enhance the quality of editions.

Dr. K. Kunjuni Raja,
Hon. Director,
Theosophical Society Library,
Madras.

APPENDIX I-J

PEER ASSESSMENT OF THE DEPARTMENT OF PHYSICS

1. Introduction:

The assessment was undertaken at the request of Dr. Malcolm S. Adiseshiah, Chairman, Kerala University Commission.

Dr. K. S. Viswanathan, Professor and Head of the Department of Physics, University of Kerala, mailed to the undersigned copies of documents (Development Proposals of the Department, Self Assessment Reports) containing details of the structure of the Department buildings, equipment and other facilities available, the staff and their work, etc., and also a set of reprints of publications from the Department. Subsequently, a visit to the Department was made for three days (3-12-1984 — 5-12-1984), during which discussions were held with the Head and staff members of the Department (both individually and collectively) and with M. Sc. and Ph. D. students enrolled in the Department; and inspection of the laboratories, the library and other facilities of the Department was also made. This report is based on an assessment of the information and insights gained from all these channels.

II. Development of the Department:

(a) Staff:

The Department of Physics was established in 1970, with Dr. K. S. Viswanathan as Professor and Head. Three more staff members were appointed soon afterwards and another one in 1975. A major expansion took place during the period 1978-'80 with the addition of five more teachers to the staff. The present strength of faculty is as follows:—

Professor	: 3
Reader	: 4 (one of these is on deputation to Gandhiji University).
Lecturers	: 3
Technical staff	: 2

It is understood that two of the Readers are eligible for promotion to Professorship (under the scheme of merit promotions) within a few months. There is also one Readership open, to be filled.

Five of the staff members have visited Universities and other institutions of advanced learning and research abroad during the recent past, under various international programmes for periods ranging from a few months to a year.

(b) Courses:

Postgraduate teaching by the Department started in 1970. A post M. Sc. Diploma course in Space Physics was offered during the period 1974-77. An M. Sc. Course with specialisation in (i) Applied Electronics or (ii) Space Physics is now being run, with an intake of 15 students. During the current year all the students have opted for the first of the above specialisations.

A Ph. D. programme has been in operation for several years. Four of the teachers have guided a total of 17 students to their Ph. D. degrees so far. An M. Phil programme with an intake of 6 students (half of them college teachers) is also being run. Courses intended for improvement of collegiate faculties have been organised from time to time: an inservice course for third class M. Sc. teachers in 1972; a Summer Institute during April - May; 1979; and a Refresher Course during September - October, 1984.

(c) Buildings:

There is adequate space for staff, offices, laboratories and class room

(d) M. Sc. Laboratories:

These Laboratories are equipped with apparatus and instruments costing Rs. 5 lakhs.

(e) Research facilities and equipment :

The Department has laboratory equipment costing over Rs. 20 lakhs. The major part of the funding has come from the U. G. C. (Rs. 10 lakhs for the V five year plan) and through two projects-one an ISRO project (1976-81, Rs. 4 lakhs) and a DST project (1980-83) Rs. 1 19 lakhs). A major research facility (Rs. 10 lakhs) is high frequency Phase-Coherent radar array system for ionospheric studies, set up with initial support from ISRO through the project mentioned above. The Department has also a sophisticated instrument in the "Spex" Laser Raman Spectrophotometer (Rs. 6 lakhs), procured

about four years ago. Other facilities include a vacuum coating unit, X-ray equipment, a Hewlett - Packard oscilloscope etc.

(f) *Library :*

The Department library for which Rs. 2.11 lakhs were received from the U. G. C. for the V plan period has over three thousand books.

While 21 foreign journals, besides Indian Journals, used to be subscribed to during the V Five year Plan period, subscriptions are being continued for only 5 of the foreign journals now, counting different sections of "Physical Review" as separate journals and also including the general Interest journal 'Physics Today'. This is a truly depressing and discouraging situation for the researchers - staff and students alike.

(g) *Computer facility :*

The Department has access to the University's IDC 316 computer and has also recently procured a microcomputer (Slit, 64K).

(h) *Observatory :*

An observatory with a 5" telescope, which was taken over by the University from the State Government, is under, the charge of the Head of the Department of Physics. It is used for helping astronomy lovers (College and school students, and members of the public) to have a look at various heavenly objects,, but is in a sad state of neglect.

(i) *Collaboration :*

There is ongoing collaboration with the VSSC. Some of the facilities of the VSSC library, computer, sophisticated Instruments are made available to the Department by mutual arrangement.

III. Areas of Research :

The main areas in which research activity is going on in the Department are the following :

1. Space physics - Theoretical Studies Magnetosphere - Plasna Physics K. S. Viswamatham, G. Renuka.
Solarterrestrial relationships S. R. Prabhakaran Nair.
Atmospheric Physics - S. Devanarayanaian.

Physics (wave propagation in crystals, solutions in lattices), Plasma Physics (relating to the magnetosphere of the earth, and also the solar wind) and molecular vibrations and force constants.

IV. Assessment of the work:

The major functions of a University Department are performance of and training for research work, and teaching. The extent to which these functions have been discharged must, it seems to me, be judged both by absolute standards and in relation to the environment in which the work has been done and the facilities available for such work.

The location of Kerala University at almost the southern tip of India makes a certain degree of isolation of the workers there inevitable. In the case of the Physics Department, this is mitigated in some respects by the proximity of the Vikram Sarabhai Space Centre of the ISRO, with its considerable staff of scientists, including those working on ionospheric problems and certain other areas of physics.

The Physics Department itself is barely 14 years Old; and till about 5 years ago, it had only half its present strength of staff. It is noteworthy that there has been a steady output of work right from the inception of the Department, and the volume of published work has been going up commensurately with the increase in strength of staff. The total number of research papers published in journals till date (not counting those which have been communicated and are awaiting acceptance) is about 175, which works out to about 2 per man — year. Purely in terms of numbers, this is quite satisfactory.

A. Research Work:

We now come to a close look at the various lines of research pursued in the Department.

(1) Space Physics:

In the broad area of space physics, the theoretical work (both analytical and computational) has been at a high level, but confined to a few rather narrowly defined problems concerning charged particle propagation and instabilities of electromagnetic waves in the magnetosphere. (There has also been some isolated work on the interplanetary

magnetic field sector boundary and the solar wind). There is, unfortunately hardly any overlap between the theoretical and the experimental projects in space physics.

The experimental set-up (radar array) has the unusual feature of phase coherence which gives it capabilities that the normally used incoherent receivers do not have. It is designed for study of the detailed structure of the ionosphere and the changes in them on all sorts of time scales; there are plans to use it also for thermospheric wind measurements as part of the IMAP programme. Research output from data gathered through the array itself is yet to come out in significant measure; but developmental work on the array and associated electronics has paid good dividends already through the building up of high level skills in electronics and the growth of constructive interactions with national organisations such as the ISRO

Another kind of activity relating to space physics is the analysis of data available from various sources world wide (eg. Radio beacon data from the ATS series satellites) VHF backscatter data; stratospheric and mesospheric temperature records). Some of this work goes little beyond statistical correlation analysis and would seem to be of very limited value unless an attempt is made to investigate and identify the physical mechanisms underlying the observed correlations or lack of them. However other analyses, such as those leading to the development of models for electron density distributions in the ionosphere, or those in connection with the equatorial electrojets etc., do serve to add to the existing store of knowledge of the physics of such phenomena.

(2) *Solid State Physics:*

Another broad area of research is solid state physics. Theoretical work in this area on the propagation of phonons in anisotropic crystals has led to a beautifully general and succinct expression for the magnification factor in the interesting phenomenon of phonon focusing — a result which has been recognised and applied rather widely. The other major line of theoretical work, continued over many years, concerns the propagation of coupled helicon-phonon modes in metals; this work has been largely matter of detailed working out of the dispersion relations in several metals under a variety of conditions, exploiting the basic results derived in 1975-76. A topically interesting

new line of work is on solitons in lattices; mathematical complexities (which make analytical studies very difficult) are bypassed by the use of a computer, and the initial results show much promise.

On the experimental side, the growing of crystals from solution and in silica goes under various conditions and the study of morphology and surface features of the crystals grown have been carried on for some years. These studies are quite interesting as far as they go, but are too limited in scope (both in respect of the techniques available for growing crystals, and in the range and depth of studies on the crystals grown) to really make an impact on the field. A significant byproduct of this work may however be mentioned - a theory of the Lisegang ring formation in the course of crystallisation in gels.

Another line of work which could be classified under experimental solid state (interesting, but also far too restricted in scope) is that on thin metallic films (surface oxidation, detected through variation of electrical resistance).

(3) *Spectroscopy:*

The laser Raman spectrometer available in the Department is being used for recording the spectra of various crystals and deducing information about the arrangement/interactions of sub units of the molecules in the crystal unit cell. Even before the spectrometer became fully operational, such studies had been initiated by recording Raman and Infrared spectra at I.I.T. (Kanpur), I.I.Sc. (Bangalore) and VSSC (Trivandrum). It is to be hoped that the use of the laser Raman spectrometer will also become an integral part of broader projects in solid state physics.

B. **Research Guidance:**

By now 17 candidates have secured Ph. D. degree based on their work in the Department and some six students are currently registered. The M. Phil. programme, involving many part time (teacher) candidates, seems however to suffer from the problems experienced in other Universities also because of the varying motivations and loyalties of the candidates.

C. Teaching:

The M. Sc. course being run in the Department has rather a heavy emphasis on electronics (which takes about half the time of the course). The appeal of electronics as a highly application — oriented subject which apparently enhances the student's employment potential, is undeniable. However one cannot help worrying about the weakening of other core physics subjects, which is the inevitable concomitant of the rather meagre instruction time available for them. Where would one look, in future years for people with a solid knowledge of the various areas of physics (to be physicists or physics teachers)?

Subject to the above reservations, it must be said that the teaching is being done effectively according to available indications. However, the practical course in general physics needs improvement. In electronics, the programme is strong, and has benefited through the fall-out from the radar array construction project on the research side.

V Summary and out look:

The assessment presented in the last section may be summarised by saying that:

- (i) the Department has an active research programme and a steady record of research in the past, as well as an effective M. Sc. teaching programme.
- (ii) facilities for experimental work are being built up steadily, including a couple of major ones.
- (iii) the research has been of high calibre in certain areas while in certain others, projects need to be designed with greater depth and scope; and that
- (iv) overall, the direction of the academic activity is progressive; and one can look forward to higher levels of accomplishment in the coming years.

However there is one very serious obstacle to such progress. It is the lack of an even half decent library. The journals section, which subscribes to only $2\frac{1}{2}$ research journals@ from abroad, is

@1. Thin solid films.

2. Physical Review Letters.

2½. Physical Review (Sections A and B only, leaving out C & D "Physics Today" a general interest journal of Physics not for original research publications — is also being subscribed to).

absolutely pitiful. A very young faculty might, for some years, be able to put up the herculean efforts needed to survive despite such a grave handicap, but such a state of affairs cannot go on for long without putting everything into reverse gear. Another major problem is the procedure for registration of and award of scholarships to research students which is so long-drawn-out as to be a real deterrent against good students joining the Department for research. Both of these cry out for immediate rectification.

VI. Recommendations:

The following are put down in the hope that it will be possible for the appropriate University/Governmental bodies to give them due consideration for action.

1. An allocation of Rs. one lakh per annum be provided to meet the subscription costs of a reasonable number of important research journals and permit the purchase of new books. (Incidentally, it appears that there is some duplication of journals subscribed to for different Departments. It may be worth considering a science library for journals which are needed by more than one Department)

2. Procedures for admission of research students be revised so as to permit speedy offer of admissions together with offer of scholarships (to the available number) to applicants selected for admission.

3. Apart from these urgent needs, the following are, in my assessment, justifiable needs of the Department which may be considered under any development programme.

3.1. Strengthening of the theory group with additional staff (2 at the Lecturer's level) in Plasma physics/condensed matter theory/Elementary Particle Physics areas.

3.2. Properly equipping the General Physics Laboratory of the M. Sc. course which, at present, is quite inadequate (The cost may be around Rs. 4 lakhs). Two Technical Assistants for maintenance of the equipment of the General Physics and Electronics labs. and to assist in the research labs.

3.3. Strengthening the infrastructure for experimental work in Solid State Physics. Support for completion of the radar array project.

3.4. Reorganising the observatory, which at present seems neglected and in a state of pathetic disrepair. There should be a regular schedule of lectures for the public on astronomical/astrophysical topics at the observatory which would make the sky-viewing programmes far more meaningful and instructive. For this, there should be one staff member at the Lecturer's level, specialising in theoretical astronomy and astrophysics (who would also be part-time on the staff of the Department of physics, contributing to its space physics activities). One more technically qualified person at about the Lecturer's level would be needed to handle the actual sky-viewing programmes and to see to the proper maintenance of the telescopes and other equipment. In the context of such a programme for putting the observatory to serious productive use, it would be worthwhile and indeed necessary to acquire a modern telescope with a wide variety of attachments for night time viewing, solar observations, and photography.

Dr. P. M. Mathews,
Head, Department of Theoretical
Physics,
University of Madras.

APPENDIX I - K

**PEER ASSESSMENT OF THE DEPARTMENT OF
SOCIOLOGY**

The following is my Evaluation Report on the Department of Sociology of the University of Kerala, Trivandrum which I visited for three days in the last days of January, 1985:

Physical Facilities and Infrastructure:

The Department is relatively fortunately situated in regard to physical facilities and infrastructure like library, equipment, furniture and classrooms, etc. The facilities and infrastructure condition of the Department is much better than that of several of South Indian University Departments of Sociology I have visited during the recent years. However, in comparison with the other sister social science departments of Kerala University (e. g., Political Science and Economics Departments) the Sociology Department's physical facilities and infrastructure position merits immediate official attention and remedial measures. The faculty have a genuine grievance about their own sitting and working accommodation, with no spacious separate rooms for all the faculty members. Almost all the Research Scholars that I have met and interviewed have registered with me a unanimous complaint about the shortage of sitting accommodation for them which is crucial to any serious research scholar who cares to mind business in the Department. Along with a separate room, the scholars have need for furniture like tables, chairs, writing pads, store-wells and calculating machines, etc.

The M. A. class-room situation appears at the present quite satisfactory and the available class-rooms are well furnished with lights, fans, furniture and black-boards, etc. The class-rooms position may get somewhat difficult when the M. Phil. course is introduced and class-room teaching commences for the M. Phil. students also. The feasibility of shift operation can be examined as a temporary solution, at least.

The absence of a large, commodious, well-equipped Seminar Hall is very conspicuous, especially in light of the several seminars being organised frequently by the Department. The Department may

also be advised and assisted financially to buy and encourage the use of class-room aids and equipment such as epidiascope, slide projectors, and electronic calculators, etc. The U. G. C. and other Fellowship holders should necessarily be made to purchase out of their contingency grants Calculators, books and back numbers of periodicals etc. to build up the assets of the Department.

The Department's library is reported to contain 4,945 books on various relevant subjects and a brief survey of the collection struck a satisfactory note. The periodicals position in the Department's Library is not so good as that of the books. It was reported that the annual library grant of the Department was severely scaled down in the recent years. This cut appears quite unjustified in view of the fact that Kerala University does not have separate departments of Social Work, Anthropology and Industrial Relations and Personnel Management, and the only Department catering to the researches and research scholars working in the above disciplines is the existing Department of Sociology. It is, therefore, advisable to enhance the library grant to this Department which should not be treated on par with other departments for this purpose of library grant. In fact the Department's position is unique in Kerala University and it deserves a special and more liberal grants consideration. In several other South Indian Universities, there are separate Departments in Social Work, Industrial Relations and Anthropology. For the same reason, the Sociology Department should be advised to subscribe liberally to journals and periodicals relating to the above disciplines besides the exclusively sociological periodicals and magazines. Journals such as 'The American Anthropologist', 'The American Sociological Review', 'Main in India', 'The Indian Journal of Social Work', 'Rural Development', 'Rural Sociology and, Economic Development and Cultural Change', need to be obtained regularly for the Department Library. I received complaints from scholars on this ground.

Faculty Structure :

The Department at present consists of three professors, and two lecturers recently appointed. Readers and Reader positions are absent. All the five faculty members possess Ph. Ds. and guide Ph. D. candidates.

The academic climate of the department which is a crucial factor to inter-personal cooperation, stimulation and team work in respect of research, writing, publications and project research seems vitiated by a court wrangle between the two senior professors. While this dispute between the two seniors may have its own interpersonal, legal and historical dimensions, it is quite unfortunate not only to the public appraisal of the department in terms of diverting one's time and energies away from serious academic pursuits: creating an atmosphere of fear, suspicion and factionalism within the department including the junior staff, scholars and students; and impairment of team work and public image of the department. These ill-effects of the interpersonal wrangles between the two senior members of the faculty involving a basic question of Headship of the Department, are much more significant in a professional, ethical and civic sense than the sheer historical, legal or interpersonal dimensions of the court case. A Department is an institution and must be viewed always by its members in that light alone, and no personal angles from whatever quarters should be allowed to distort this perspective. The Department's overall, collective interests are always to be accorded higher priorities than personal benefits or losses accruing to some individuals incidentally.

The Commission is requested to make a careful note of these facts as reported to me by the two senior professors themselves, either in writing or in oral interviews with them during my visit.

Research Orientations and Emphasis :

Medical Sociology, Sociology of Education, Population Studies, Women Studies, Social Conflict Studies and Social Welfare Studies figures mostly in Faculty and Ph. D. researches of the Department. While substantive empirical studies of the survey kinds and case studies are the predominant trend in their researches and research guidance, there was no indication of any planning or preference for research and research guidance that is theoretical, conceptual, historical and methodological. It is high time that the research activities of the Department break out of this narrow shell of substantive empirical studies alone.

Student Problems :

The arrangements for the teaching of statistics for the M.A. students were not satisfactory to the students. No internal staff member was

teaching this course to the students. The students were being taught in the Statistics Department which holds combined classes in Statistics for Sociology and Psychology students. Since Psychology students have some background of statistics in their graduation which the Sociology graduates lack, the Sociology students complain about difficulties in understanding the course for lack of proper adaptation of the subject to their requirements. It is therefore preferable to make a willing and competent Faculty Member of the Sociology Department to teach Statistics for the Students. If this is not possible for any reason, an experienced sociologist from other Universities who has expertise in the teaching and use of statistics in research should be invited as a Visiting Lecturer to teach that subject for 2 or 3 months at a stretch.

Since knowledge of statistics and quantitative methods is a critical asset to a teacher and research guide in Sociology, the Department should make efforts to build up the staff competencies in Statistics and quantitative methods, on a permanent basis, instead of remaining content with ad hoc arrangements. It is better to create a post of Professor of Research Methodologies (qualitative and quantitative) and recruit a really competent person by open advertisement. Alternatively, an internal staff member who has the necessary potential and enthusiasm to teach and use statistics and methodologies should be deputed abroad for advanced training in Research Methodology. Till such time, Visiting Lectureship should be created. This is essential in view of the proposal to start M. Phil. courses also in the Department.

In short, the chief defects of the Department of Sociology of Kerala University that require immediate remedial action are:

- (a) factionalism and interpersonal feuds especially between the two senior faculty members;
- (b) lack of diversity of research interests and orientations in faculty and Ph. D. researches of the Department;
- (c) relatively unimpressive (i.e., standard or high quality) publications records of most of the individual faculty members;
- (d) unbalanced staff structure with a conspicuous absence of Readerships;

- (e) poor or untapped potential to teach and guide students in the use of advanced statistics and research methodologies; and
- (f) limited range of research journals and magazines from diverse fields. Although the Department claims to have completed a large number of research projects, several of these reports remain unpublished.

Prof. C. R. Prasad Rao;
Department of Sociology,
Andhra University, Waltair

APPENDIX I - L

PEER ASSESSMENT OF THE DEPARTMENT OF ZOOLOGY**1. General assessment**

The Zoology Department of this University since its inception in 1968 has been an internationally recognised Centre for research in Insect Endocrinology and Reproductive Biology, due to the reputation of its founder Professor, the late Dr. K. K. Nayar, a pioneer in this field of research in India and whose contributions had earned for him and the Department the much needed creditability even in the early years of functioning of the department. Since his demise, interest in this field has been kept alive through continuing contributions of quality, which have enabled the department to maintain the international focus in this field of research. It has to be said to the credit of this department that Prof. Nayar's successor has added yet another milestone in establishing a school of research in Animal behavioural studies, an upcoming area of research involving interdisciplinary approaches and not many Universities have taken to this field in view of the intricacies involved in ecophysiological, biochemical and pheromonal studies particularly in relation to mammals. Two other areas of research initiated during the time of Prof. Nayar, viz., Soil Biology and Vector Biology, have over the period matured into distinct disciplines which have significantly contributed to the growth of these very important areas from the agricultural and medical viewpoints respectively. Publications on the Taxonomy, Biology and Ecology of Soil microarthropods have unearthed considerable data and have enabled this field to become a recognised area of research in this Department. Similar studies on Vector Biology, an important field of research in Entomology having considerable relevance in the field of insect borne diseases of man, have resulted in very useful contributions. The steady stream of contributions in all these four fields of research have earned for this Department a place in National and International circles.

In recent years work has also been initiated in areas such as comparative endocrinology of vertebrates, physiology of stored products insects, hormonal rhythms in insects and on wild life biology and the publications so far made in some of these areas clearly indicate the potential involved and it is to be hoped that during the next 5

years, active schools of research would spring up in these areas. The significant fact that emerges from the totality of research involvement in the department is the increasing interaction on the part of the Faculty to become involved in interdisciplinary areas of research, a truly positive trend in purposeful research

Project-oriented research has enabled the department to initiate meaningful research in the various areas outlined earlier, through necessary funds obtained from sources such as the Department of Science and Technology, Department of Environment, University Grants Commission and so on. Ongoing projects relate to Insect endocrinology and reproductive biology, comparative animal physiology, comparative endocrinology, Mammalian ethology and wild life biology, vector biology and soil zoology with a funding of nearly 26 lakhs for ongoing projects, most of which are of three years duration. A total 90 publications have been made in standard journals both in India and abroad over the last five years, which is certainly an impressive record.

2. Individual assessment in terms of work accomplished and ongoing work.

It would be relevant here to present an assessment of the work by the Faculty in terms of achievements of each member as well as their future plan of work, so as to have a critical insight into the relevance as well as capabilities of the faculty in terms of productive research.

A school of mammalian ethology has been functioning under the guidance of Prof. K. M. Alexander, Head of the Department, with special emphasis on olfactory communication and its impact on the social interactions of smaller mammals such as the muskshrew and various rodent pests. Relevant data concerning specialised integumentary glands, their histophysiology, ultrastructure, scent marking patterns and hormonal control of rodents have been collected and published. In addition Prof. Alexander and coworkers have been working on the comparative biochemical aspects of vertebrate myocardia and data accumulated provide an insight into the biochemical basis of cardiac function in vertebrates and opens a new vista of considerable relevance in molecular cardiology. It has been shown that interesting variations exist in the distribution pattern of certain metabolites such as myoglobin, oxidative enzymes, and fuel reserves of

the mammalian myocardia. The signalling pheromones of rodent pests would be an interesting area of work to be accomplished over the next 2-3 years.

A school of Insect endocrinology and reproductive biology functioning under the guidance of Prof. V. K. K. Prabhu, has made significant contributions on the endocrine mechanisms inducing vitellogenesis and stimulate flight muscle degeneration in some insects. For the first time it was demonstrated that based on disc electrophoresis, immunodiffusion and immunoelectrophoresis the protein components of the breakdown products, partially enter the oocytes immunologically intact. Besides extensive studies on various aspects, of endocrine influence on reproduction, Dr. Prabhu has in addition taken up for study an important area viz., the influence of endocrines in the behaviour of teak and coconut pests in relation to their reproductive physiology. Insect endocrines at the ultrastructural level viz., changes in the endocrines during various physiological states, survey of vertebrate hormone-like substances in insects, their role and the interaction of endocrines, and their influence on reproduction at tissue cultural level and insect behaviour with emphasis on pheromone-mediated behaviour are now engaging the attention of Dr. Prabhu.

Very significant contributions have emerged from the work of Dr. R. S. Prasad, Senior Reader, on various aspects of the biology of haematophagous and blood feeding insects. Nutrition being the 'single' most important factor triggering ovarian maturation in fleas, studies on nutritional compatibility involving blood from different vertebrates showed equal efficiency in inducing ovarian maturation. Haemolymph protein concentration of blood sucking insects studied showed influence on blood acidity and microanalytical techniques developed to study changes in the haemolymph of fleas in relation to ovarian maturation and showed the presence of female specific proteins. A hypothesis was propounded based on these and other studies that fleas are more dependent on hosts, compared to bugs or mosquitoes, because of the limited extensibility of the abdomen and poor protein storage capacity of the haemolymph. Host borne-cues in attracting blood sucking insects involving nutritional adaptations to blood-borne factors, ovipositional site attractants with reference to mosquitoes and genetics in relation to feeding and breeding of haematophagous insects and at present engaging the attention of Dr. Prasad.

As one of the very few Centres devoted to studies on the biology, ecology and taxonomy of soil microarthropods, Dr. N. R. Prabhoo, senior Reader, has been concentrating on the soil biological studies in various habitats like tropical forests, plantations, agroecosystems and uncultivated fields. Contributions from these researches, indicated that diverse habitats harboured diverse, but characteristic combination of soil microarthropods, with different species, having characteristic patterns of seasonality and indepth studies showed the need for further studies on the nature of disintegration of organic matter, nutrient cycle and energy flow, so as to elaborate on the functional aspects of soil fauna and quantitatively assess their contribution to the dynamics of soil ecosystem. In this attempt a beginning has been made to isolate and study the gut enzymes and gut microflora and microfauna, and culture gut bacteria. Viability of gut spores and surface spores and role of soil fauna in the dissemination of fungal spores in the deeper soil layers, population studies of the micro and mesofauna of the rhizosphere are among the trends of investigation for the future.

Based on work hitherto done on the control of insect pests by Dr. G. K. Karanvar, Reader in Zoology, attempts are being made to study the biological and pheromonal control of the bamboo borers; monitoring the grain moth population on commercial godowns with pheromone traps and studies on the population dynamics and biological control of root grubs in rubber plantations. Preliminary surveys in this direction are in progress.

The field of comparative endocrinology of homoeothermic vertebrates has been gaining prominence and attempts have been made by Dr. O. V. Oommen, Lecturer, during the past four years to study the role of thyroid hormones (T_4 and T_3) on the intermediary and oxidative metabolism of a poikilothermous reptile. It was found that, besides the thyroid hormones which significantly influence the activity of the enzymes, testosterone, another hormone was also found to influence oxidative metabolism in reptiles. Various protein synthesis inhibitors were also employed to study the mechanisms of action of these hormones. Over the next five years, plans are ahead for a systematic study on the influence of hormones and drugs on all aspects of mitochondrial energy metabolism and intermediary metabolism in representative species of lower vertebrates.

A very notable area of work pertains to the impact of endocrines on the secretions of digestive enzymes in the midgut of some insects and on the secretory rhythms of these enzymes which are often under endocrine control. Dr. D. Muraleedharan, Lecturer, who has several publications in this area has planned the isolation, purification of these enzymes and further studies on secretory rhythms for many other insects besides aiming to discover substances of plant origin having antihormonal effects.

Wildlife biology and behavioural aspects of wild life have been engaging the attention of Dr. M. Balakrishnan, Lecturer, who has been studying the various endangered species of mammals of Kerala and some of their endangered habitats. The impact of hydroelectric projects on wildlife and their habitat have also formed part of the investigations. Further studies on various aspects of wildlife biology including identifications of pheromone like signalling substances have been planned to make the studies attain a direct relevance in the management and maintenance of various forest habitats and wild life in Kerala. Dr. Balakrishnan has also been interested in studies on olfactory communication of mammals.

3. Teaching and Training of Students and Affiliated College Teachers

The Department of Zoology was essentially a research oriented department till 1974, when the one year M. Phil. course was started to enable students/teachers from affiliated colleges to have a pre-Ph. D. training programme in all the fields of specialization of the department endowing them competence in research methodology. The regular 2 year M. Sc. course has commenced from this academic year in general and applied Zoology. In this connection it may be mentioned that this course is more purpose-oriented and deviates from the traditional M. Sc. courses in colleges.

One of the methods by which interact on with other institutions around and outside the state is to have Orientation Courses, Summer Institutes, Workshops, Seminars and Symposia. The All India Symposia on Environmental Biology, Vector and Vector borne diseases, Third Oriental Entomology Symposium and Symposium on Animal behaviour followed by publication of their proceedings have enhanced the prestige of the Department, through projection of its capabilities in different fields. This experience combined with the participation of

its faculty members in national/international symposia/conferences have gone a long way in strengthening the various activities connected with specialised research in the different fields.

4. Field oriented Research

Purposeful research often involves field oriented studies and this department has laid sufficient emphasis in this direction. The introduction of research wild life biology and behavioural sciences, of soil biology and insect vector biology demands frequent field work for observation, collection of material and population assessment. Such studies go a long way in adequately training the students for employment opportunities in the respective fields.

In view of the necessity to undertake regular surveys involving both short and long distance trips, there is a dire need for transport arrangements, the lack of which seriously interferes with the efficiency of their work, since more time is spent in making these trips. Added to this is the responsibility of involving M. Sc. regular studies in applied zoology to the conduct of field trips. To say the least, there is real need for a vehicle of the 'Standard Microbus type' which could carry 10-14 students so that the frequency, efficiency as well as timely completion of projects/dissertation/thesis are made.

5. Facilities available and further needs of the Department.

Increased academic activities in particular research, calls for corresponding increase in the supporting structure viz., accommodation, equipment and library and other facilities. In the early years of research this Department had the unique facility of having number of national/international journals relevant to the fields of research, as well as sophisticated instruments and this Department has been among the very few to acquire a Transmission Electron Microscope, which served to increase the efficiency of studies on neuroendocrinology. This Department even now, has the necessary equipments, principally obtained through research project funding. However, for continued efficiency of research undertakings, there is always the need for replacing spare parts as well maintenance of equipments for which there appears to be no scope as at present envisaged. Secondly it is surprising that the Department is subscribing only to a very bare minimum number of journals and 2500 books in a Department of more than 15 years standing appears insufficient taking into consideration the

phenomenal growth in the diversity of disciplines as well the knowledge explosion. It would certainly be not an overstatement if mention is made here that mere dedication and continued effort on the part of the faculty and students would only meet half way the requirements for meaningful research.

The increased intake of research scholars as a result of increased project-oriented research, as well as the intake of M. Phil and M.Sc. students has brought in its wake accommodation problems. Right from its inception, the Department has been having the same amount of space and with the two to three fold increase in the number of students at various levels as well as increase in the faculty, there is an urgent need for additional block (of about 8000 sq. ft.) with provisions for class rooms, laboratories, precision instruments, Airconditioned laboratories, and cold rooms for enzyme studies. Besides basic instruments such as Research microscopes, microtomes etc., are also needed as these are not taken into consideration for purposes, of funding through projects. In keeping with the increased input there is a need for adequate furniture, the bare minimum of which is not available at present.

6. Overall recommendations

Research work on specific areas already outlined appear to be of high order taking into consideration the quality of publications as well as the background of the faculty members. What is more significant is the regularity and continuity of publications, which emphasises their active involvement in their fields. Both through collective discussions with the Faculty members and through individual discussions, the need for augmentation of resources was very evident. The establishment of a Hormone/Pheromone Research Centre/Unit in the Department with all components appear very desirable taking into consideration the fact that six of the faculty members are one way or other connected with this area of work. It is therefore recommended that besides support from national organizations, the University should go a long way in assisting this Department to

achieve establishment of this centre, so that it could result in mutual interaction of the highest order integrating Invertebrate and Vertebrate hormonal as well as pheromonal studies, sufficient to make a breakthrough in this important, upcoming field of research.

Prof. T. N. Ananthakrishnan,
Director, Entomology Research
Institute, Loyola College,
Madras.

APPENDIX - II

List of Institutions Visited by the Commission

- A -**
1. University Departments in the Kariavattom Campus.
 2. University Departments in the City Campus
 3. Department of Aquatic Biology at Sanktumugham
 4. Kerala University Library.
- B - Affiliated Colleges:**
1. Government Arts College, Trivandrum
 2. Mar Ivanios College, Trivandrum
 3. Medical College, Trivandrum
 4. University College, Trivandrum
 5. All Saints' College, Trivandrum
 6. College for Women, Trivandrum
 7. Government Law College, Trivandrum
 8. College of Engineering, Trivandrum
 9. Maharaja's College, Ernakulam
 10. St. Teresa's College, Ernakulam
 11. Union Christian College, Alwaye
 12. C. M. S. College, Kottayam
 13. S. B. College, Changanacherry
 14. N. S. S. College, Changanacherry
 15. S. N. College, Quilon
- C.** Centre for Development Studies, Trivandrum
- D.** University Hostel for Women, Trivandrum.

APPENDIX - III

List of Persons with whom the Commission had the benefit of discussion.**A. Officers/ Teachers of the University and affiliated Colleges.**

1. The Vice-Chancellor
2. The Pro Vice-Chancellor
3. The Registrar
4. The Controller of Examinations
5. The Finance Officer
6. Director, College Development Council
7. The Deans of Faculties
8. The Heads of Departments of the University
9. The Members of the Syndicate
10. The Principals and Heads of Departments of the colleges visited.

B. Representatives of Organisations/Bodies/Groups

1. Kerala University Union.
2. Kerala University Teachers' Association.
3. Private College Teachers' Association
4. Government College Teachers' Organisation.
5. Kerala College Teacher's Forum.
6. Kerala University Staff Association.
7. Kerala University Employees' Union.
8. Kerala University Staff Union.
9. Management of NSS Colleges.
10. Management of SN Trust Colleges.
11. Management of MES Colleges
12. Management of CMC Educational Trust.
13. All India Catholic University Federation.

C — Individuals

1. Dr. V. K. Sukumaran Nair, former Vice-Chancellor, University of Kerala.
2. Dr. Samuel Mathai, former Vice-Chancellor, University of Kerala.
3. Prof A Sreedhara Menon, former Registrar, University of Kerala.

4. Dr. K. M. George, Chief Editor, Comparative Indian Literature, Trivandrum.
5. Dr. Fr. John Vallamattom, President, Kerala Private College Managements' Association.
6. Dr. Paul Vadakkal, Manager, St. Xavier's College, Thumba, Trivandrum.
7. Shri P. K. Abdulla, IAS (Rtd.), President, Muslim Educational Society.
8. Dr. M. V. Pylee, former Vice-Chancellor, University of Cochin.
9. Dr. S. Vasudev, Chairman, State Committee on Science & Technology, Kerala.
10. His Grace Arch Bishop Benedict Mar Grigorios, Trivandrum.
11. Shri Rudhra Gangadharan, Director of Collegiate Education.
12. Dr. P. J. George, Director of Technical Education.

APPENDIX -- IV

Reports/Documents Perused by the Commission

- Annual Reports of the University.
- Budget Estimates of the University.
- Annual Accounts of the University.
- Audit Reports of the University and the Comments of the Syndicate.
- Self assessment Reports of the Teaching Departments of the University.
- Self assessment Reports of the non-teaching Departments and other institutions of the University.
- Peer assessment Reports of 12 Departments of the University by distinguished Professors from other Universities.
- Proceedings of the Kerala University Senate.
- Kerala University Act, 1974 and Statutes, Ordinances and Regulations.
- Report of the Justice M. P. Menon Commission of Enquiry.
- Report of the Committee for fixation of grants to Kerala, Calicut, Cochin and Gandhiji Universities for the year 1984-'85.
- Articles of Agreement between the Government and Private College Managements consequent on the introduction of Direct Payment System to teaching and non-teaching staff of Private Colleges.
- Administration Reports of the Department of Collegiate Education.
- Reports from some affiliated colleges providing information on courses in the College, number of teachers and students, grants, financial position etc.
- Report of the Sub-Group on Higher Education of the High Level Committee on Education and Employment (March 1984), State Planning Board.
- Paradox of the Labour Market: Working Paper No. 195 published by the Centre for Development Studies, Trivandrum.
- Parallel Colleges in Kerala: Working Paper No. 156 published by the Centre for Development Studies, Trivandrum.

18. A Note on the use and non-use of UGC assistance by affiliated colleges, furnished by the Director, College Development Council, Kerala University.
19. Proposals made by the Vice-Chancellor, Agricultural University, Trichur.
20. Letter No. 13575/C3/84/H. Edn. dated 24-9-'84 from the Commissioner & Secretary to Government, Higher Education Department regarding the suggestions of the University Grants Commission concerning certain provisions of the Gandhiji University Ordinance, 1983.
21. Letter No. 236/C3/85/H. Edn. dated 26-3-'85 from the Commissioner & Secretary to Government, Higher Education Department regarding amendment to Statute 17, Chapter II of Cochin University First Statutes, 1981
22. Representations / Memoranda given by Organisations / Bodies / Groups.

APPENDIX — V

**Details of information on the Questionnaire issued
by the Commission**

<i>Groups</i>	<i>No. issued</i>	<i>No. received back</i>
1. Ministers/MPs/MLAs.	170	—
2. University authorities/ Members of University bodies	185	16
3. Teachers of University Departments and affiliated colleges	1,320	156
4. Others	300	72
Total	1,975	244

QUESTIONNAIRE

PART I

Working of the University

1. There is a criticism that higher education is wasteful in time, money and human resources. Would this apply to Kerala University?
2. What are the constraints in the working of University departments in the light of the objective of excellence?
3. To what extent in your view is the University aggravating the problem of unemployment by turning out unemployable graduates/post-graduates?
4. In the circumstances would you suggest that for the VII Five year plan period, there be no new Arts and Science Colleges opened in Kerala University area?
5. Would you agree that one way to improve the curriculum setting and reduce the examination load of the University and enable it to concentrate on relevant research and excellence in teaching is to confer autonomy on selected number of outstanding colleges which wish to have it and are capable of improving their curricula, organising their examination procedures and help raise the level of excellence of the colleges?

6. Is there truth in the criticism that there is much political interference in the affairs of the University and colleges? How can such interference be removed or minimised?

PART II

Financial position of the University including the financial position of its Colleges and Departments

7. In view of the Government position that in the field of higher education, Government is concerned only with general policy and finance, are there any areas for improvement in the relations between Government and Universities/colleges?
8. What are the reasons for colleges not taking full advantages of U. G. C. assistance in the form of (a) basic grant (b) additional grant for building, hostels, library and laboratory (c) FIP (d) COSIP and COSHIP? In what ways can the University and College Development Council ensure that the colleges use this financial assistance before asking for new funds?
9. Are Government funds given as block grant to the University and as grant in aid to colleges properly used? Are there any wastages?
10. Why should not students attending higher education pay fees adequate to cover its cost, the poor students being given assistance through scholarships, freships or loans?
11. What should be the optimum percentage of administrative cost in running a college/University?
12. What are the measures of modernisation that should be adopted in the administration of the University such as the use of computer?

PART III

Changes required in the provisions of Act, Statutes, Ordinances, rules and bye-laws with a view to bringing about improvements in the affairs of the University

13. According to the present Act, one of the important powers of the University is to co-ordinate, supervise and regulate the work of affiliated colleges. How can this be effectively done?
14. What are the conditions for affiliation of colleges, particularly the obligatory nature for scrutiny of applications for affiliation

and time dead line for its submission laid down in the University statutes, which need to be changed? How can conditions of affiliation be better enforced?

15. What in your opinion are the minimum/optimum working days for a University/College? How does it compare with the actual record of the University/colleges in Kerala University?
16. What in your opinion are the criteria for a viable college?
17. Under what circumstances would you urge the closing down of a non-viable college?
18. How reliable and effective is the examination system in the University? How would you rate the reliability of the assessment of the individual performance in the examination?
19. In view of the explosion in numbers taking examinations, the examination system is breaking down. What measures can you suggest to improve the system? Some of the measures suggested are (i) to decentralise all examination systems to the colleges except that of final year examination (ii) to create a system of autonomous colleges, which conduct its own examinations (iii) to adopt the system of continuous internal assessment (iv) to let pre-degree course examinations be conducted by a separate body.
20. Are the recruitment procedures for teachers in the University/ Colleges judicious and clean, leading to the appointment of competent staff?
21. Would you suggest adoption of U. G. C. guide lines for the qualifications for the College teaching posts, particularly for Post-graduate Departments in Colleges?
22. What do you think of the view that the system of communal rotation in the recruitment of teaching staff in Universities and Colleges is lowering the standards?
23. What in your opinion are the purposes of two-year-pre-degree course? Are these purposes being fulfilled? Are the Colleges the right location and is the University the competent authority for these courses? Three alternatives have been suggested:-
 - (a) let the pre-degree course be attached to High School;
 - (b) let the pre-degree course be attached to Degree Colleges;
 - (c) let the pre-degree course be organised in a separate Junior College.

24. Should colleges have the freedom to vary the curriculum in one or more subjects ?
25. Should there be some community and social service as part of under-graduate and post-graduate curriculum ?
26. How can the system of Board of Studies be reorganised in view of the rapid rate at which knowledge in each subject is increasing?

PART IV

Other issues suggested by the Commission

27. In view of the present situation, should election be replaced by a system based on seniority or rotation in the constitution of University bodies ?
28. Similarly in the place of present college union with compulsory membership for all students, should the union membership be made voluntary and such voluntary unions be allowed to elect their office bearers ?
29. What are the advantages and disadvantages of shift system ?
30. What should be the percentage of the annual budget of a college/ University spent on Library ?
31. What role should the library play for (a) teachers (b) students (c) researchers and (d) the public? Are the library services in University and colleges being properly utilised by teachers, students, researchers and public? What improvements would you suggest ?
32. In view of the fact that a high proportion (about 40%) of students taking University examinations are from the private registration stream, the majority of whom have been through parallel and tutorial colleges, what in your view are the merits and demerits of these colleges which are growing in number? Is there any way in which the University system can be of service to this non-collegiate sector ?
33. Is there any need for an open University in Kerala State? If there is, please elaborate the functions and working of such a University.
34. Should there be some rationalisation of correspondence courses by allocating responsibility for it to one of the Universities in the State?

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