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SECTION IV : HIGHER EDUCATION

CHAPTER XIV : HIGHER EDUCATION

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SUMMARY OF THE CHAPTER

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CHAPTER XIV

HIGHER EDUCATION

14.01 In India the first three universities of the modern times were established through central legislation, at Calcutta, Madras and Bombay primarily with the limited purpose of meeting the needs of the colonial administration more than a century and a quarter ago. These were followed by a number of universities at Lahore, Allahabad, Banaras etc. It was not intended to develop these institutions as corporate bodies of teachers and scholars seeking and cultivating knowledge, engaging vigorously in search of truth or to find ways and means of utilising the existing knowledge for social issues or various national problems. The National Perspective

14.02 Lord Curzon once said, "How different were these universities in concept to those founded elsewhere.?" He observed that a university in India has no corporate existence in the accepted sense. It is not even a collection of buildings, or a sight. "It is a body that controls courses of study and sets examination papers to the pupils of affiliated colleges that are not even a part of it."

14.03 The standards of education imparted were somewhat low but good enough for the needs of the administration at that time. But they were nowhere near comparable with international standards. Yet the system, though weak and deficient in many ways, fortunately did attract and induct into itself some very gifted people with a flair for scholarship and original thinking like J. C. Bose, P. C. Ray, Asutosh Mukerjee, C. V. Raman, S. Radhakrishnan and others like them. These savants and scholars of exceptional brilliance produced original research of international standards. They naturally attracted talented students and gradually small 'schools' started developing around them. But these men were genuises in their own right. They were exceptions rather than the rule.

14.04 However, after independence, as the nation developed self-confidence and an ambition to excel in all fields and become self-reliant, the academic landscape began to change rapidly. Small unitary universities came into being and an awareness started growing the the major task of university education was not merely to hold examinations for the degrees but to develop research and teaching and pursue excellence relevant to social needs and purposes.

14.05 In a free society, university education has manifold functions to perform. Pursuit of excellence and advancement of knowledge have been the recognised goals of university education to date. This approach, however, is no longer adequate

even in western societies from where the model of our present university education has been borrowed, much less in the context of the needs of developing societies involved in rapid national progress and social change. Under these conditions the function of a university cannot only be enable the students to attain excellence in knowledge but also to contribute directly to the fulfilment of social purposes and to furnish intellectual and moral leadership in the community. The creation of a new social order based on equality and social justice in a task that assumes paramount importance in developing societies, and cannot be overlooked by the university community.

14.06 It is not adequate, that the intellectuals in the universities should have a commitment only to liberal values and to the cause of humanism and social justice. It is equally important that the knowledge pursued should be related to social progress and development and that all educational endeavour be directed to contribute materially to the socio-economic transformation of society.

Objectives of Higher Education **14.07** Thus the goal of university education assumes a dual character. In the first place it is the pursuit of knowledge and attainment of excellence in different disciplines and, secondly, the development of a social purpose, which should make the university responsive to its obligations to the society of which it forms an integral part. This was aptly stressed by the Education Commission (1964--66) while pin-pointing the threefold emphasis necessary for the universities to fulfil their role in society.

- internal transformation so as to relate it to life, needs and aspirations of the nation ;
- qualitative improvement so that the standards achieved are adequate, keep continually rising and, at least in a few sectors, become internationally comparable and ;
- expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalisation of educational opportunities.

14.08 The commission rightly pointed out that the existing system of education is generally unrelated to life and there is a wide gulf between its content and purposes and the concerns of national development.

14.09 The system of higher education in India faces the twin problems of expansion of numbers and the challenge of the explosion of knowledge. To meet the first, there is a desperate need for more facilities and resources. It is impossible to produce a technological society without a reservoir of highly

skilled workers, planners, inventors and managers. Highly educated personnel are also required to spread education among the people with a view to promoting the scientific temper and to provide leadership in the struggle against backwardness, orthodoxy and poverty. Thus, for the first time developing societies have begun to realise that expenditure on higher education is an investment in economic development. It is no longer considered a status symbol, or a luxury meant for the elite, but an essential ingredient of transformation for a poor or under-developed society.

14.10 Needless to say that both basic research and graduate education should be supported in terms of the welfare of society as a whole. The quality of both these would depend primarily upon financial assistance that the Government provides to the universities for the purpose. Unless adequate resources are made available to the universities, it would be futile to expect them to discharge their responsibilities adequately.

14.11 We are aware that expansion of knowledge is taking place at a breath taking pace. It is being more than doubled within a short span of less than a decade. This indicates how existing knowledge gets outdated within no time and requires continuous renewal and updating. New specialisations, new methods and new techniques have grown in depth, sophistication and diversity. On the other hand, distinctions between the disciplines are becoming more blurred and one cannot make any useful contribution to knowledge today, if one remains confined within the narrow sphere of an individual discipline, underscoring the need for continuing change and re-appraisal.

14.12 It may also be relevant to state here that with an ever increasing number of students year by year on the university campuses, a new challenge to university education has emerged. As a result of this explosion in numbers, also a radical change in the organisation and the methods of teaching and examination, has become imperative. It involves the responsibility of introducing diversified courses and giving different options to the students with different aptitudes and different abilities.

14.13 This would need a radical change in the structure of the courses of reading prescribed by the University. The educational system would need continuous review and careful planning of the content of education. Not only that; the system of education and the method of instruction should be subjected to critical examination from time to time with a continuous emphasis on experimentation and innovation.

14.14 It, therefore, becomes incumbent on the administrators and educationists connected with higher education to University Governance

inevitably examine the problems of the governance of universities and of the content of university education from time to time. "In a traditional society, change is so slow that the conservatism of the educational system does comparatively little harm". In a modern society, on the other hand, change is so rapid that the system must be alert to keep abreast of the significant alterations taking place in the environment. The educational system which does not renovate itself, becomes out of date and hampers progress because it tends to create a lag between its operative purposes and standards and the new imperatives of development both in quality and quantity. A structure that is not responsive to this need for constant adaptation and growth can do great harm.

14.15 We are inclined to agree with the Gajendragadkar Committee that merely a change in the structure of the universities or their organisational pattern will not by itself be a material factor in improving the quality thereof, but an organisational pattern which is not in harmony with the needs of progress can retard the pace of development and that a flexible pattern responsive to the changing needs of the university system will be a powerful factor in accelerating progress.

Faculty
Involvement

14.16 If the universities are to play their roles effectively in the context of the changing situation and demands of the society, as indicated, they would need high skills, dedication, integrity and industriousness on the part of teachers, students and the administrators. It is obligatory, therefore, that we induct the best, the most competent and the most dedicated, and then give them the means to achieve the goals set for them.

14.17 In order to meet the needs of expanding numbers and the explosion of knowledge, relate knowledge to social purposes and justice, provide interaction between university and industry, agriculture, rural development, public administration etc. the system has to be so framed and evolved as to enable the academic community to introduce appropriate changes in the content of education as also the methods of teaching and evaluation as and when needed without having to go through long and arduous processes. The administrative wing of the university has to function in an imaginative and humane manner, and the statutory bodies so organised as to give the academic members full freedom and latitude to meet the changing needs of the modern society and to explore new ways of doing so.

14.18 The need of effective participation and involvement of the teaching community in the decision making process and the governance of the university, so that they have a share in the working of the system, hardly requires to be emphasised. It has been well said, "Inflexibility or rigidity should be foreign to the organisational set-up of the university, and flexibility and capacity to change should be its characteristic." It should encourage innovation, experimentation and change by the academic community.

14.19 To achieve the purposes outlined above it is imperative to provide real autonomy to the universities, while respecting the right of the community to expect the universities to be responsive to the needs and requirements of the society that sustains them. The concept of university autonomy does not mean that the university is a state within a state or a law unto itself. The true meaning and import of the concept is often not adequately appreciated. In the words of the Gajendragadkar Committee Report, "It is not just a legal or a constitutional concept, but an academic and an ethical concept." The autonomy is needed for the universities to discharge their responsibilities and obligations effectively and efficiently as regards imparting and advancement of knowledge and making their contribution through a critical assessment of society and serving as the conscience of the Nation. The universities should no doubt be accountable to the society, but not to be subjected to unnecessary interference.

**University
Autonomy**

14.20 The autonomy of the university has two aspects : (i) autonomy within the university, and (ii) autonomy in relation to agencies and authorities external to it. The internal autonomy demands that deliberations and debates in the various bodies pertaining to different matters falling within their purview must be free, fearless and objective. Effective participation of all the members concerned is an essential ingredient of the autonomy. In relation to the external aspect of this autonomy, the students and teachers should be able to pursue truth and knowledge free of the fear of public disapproval. They should be able to express their views and findings without any fear of being misunderstood by the authorities and the society.

14.21 The university is a corporate complex with many constituents--administrators, teachers and students. In this complex there is no party in 'power' and no party in 'opposition'. A machinery has to be devised through which all constituents could play a meaningful role in the determination of the policies and programmes of the university. "Any mechanical analogy of university with its very specialised and unique functions to a 'democratic society' is inapposite ; yet such attributes of the democratic spirit as freedom of speech and inquiry, respect for personal autonomy and the pre-eminence of the appeal to reason are the essence of a genuine educational climate."

**Decision
Making**

14.22 The finances of a university are almost entirely provided from public funds. Therefore, there is always the danger that financial autonomy could be denied to the universities in which case the concept of university autonomy would become a hollow phrase. Although the universities could be accountable to the society that supports them and should reflect the goals of improvement of their society there should be no interference in the day to day working of the universities, nor should there be any possibility of financial means being used to curb the freedom of enquiry and speech. This does not exclude advice,

and even guidance or direction in a suitable form, regarding the administration of universities, when circumstances required it, by the chancellor acting on behalf of the society and not the administration or the state. To assure financial autonomy the grants for various universities should be determined on a block basis every five years with built-in adjustments to meet the changing needs. Involvement of a national body like the UGC in determining these blocks grants could be very useful.

14.23 We cannot over-emphasise, for the health of the university, the importance of the effective participation and involvement of teachers in decision making and governance and of students in areas concerning their welfare and development, which do not intrude into such obvious areas as appointment of examiners, promotion of teachers and determination of norms for success or failure in examinations. They should have the main responsibility for organising all extra-curricular activities.

University
Democracy

14.24 For the effective participation of all the constituent elements of the university community in discussions and decision making the method of election for appointments of members on various bodies is not the best answer, and if possible should be avoided unless there are compelling reasons against the adoption of the opposite course. Experience has repeatedly shown that elections lead to factionalism and other evils, and are, moreover, not consistent with the ethos of a university. Democratisation of university administration and delegation of powers and functions does not necessarily involve the adoption of the principle of election. When elections to statutory bodies are introduced, it is not always true that opportunities for participating in the decision making process become available to a large number of people or the best men come forward to face the stress and strain of elections. Whenever possible a properly practised principle of rotation is preferable without being allowed to become so mechanical that one gets a large number of round pegs in square holes, or vice-versa. When the number of constituents is large or rotation ignores the possession of qualities needed for the discharge of their responsibilities by the person selected, some sort of selection or election may be desirable. In the latter case one should devise manageable electoral colleges and the principle of election by a single transferable vote, so that the statutory bodies reflect the variety of expertise ; experience and thinking are truly representative of the constituent groups, and no identifiable interests get excluded. We believe that wherever or whenever power is given to an individual--Vice-Chancellor, Rector, Dean or Head of Department, for example- it should be exercised after full consultation with his colleagues. However, full responsibility and accountability still rests with the person given this opportunity.

14.25 In order to safeguard its autonomy and free it from the interference of outside elements, it is essential that the university, in its internal working, be a model of a just society

where each individual is given a fair deal. It would be necessary therefore, for the university system to devise an adequate machinery to deal with the grievances of students, teachers or members of the administrative or supportive staff. The machinery should have the confidence of the whole community, and redress should be possible at different stages and levels.

14.26 However, we would like to stress once again that in the matter of making university education more effective, meaningful and significant what ultimately matters is not so much the pattern to which university and its bodies conform, but the spirit of dedication and sense of purpose which guide the various participants in this creative process. We recognise that a sense of ethos in the minds of teachers, students and academic administrators will help and sustain the proper functioning of the system. If the dual goal of university education; 'knowledge and commitment', is zealously and earnestly pursued then these institutions of higher education would be able to live up to the new expectations of society.

14.27 Amongst the recommendations made by us there is one particular significance, to which we would like to refer here. We have suggested that the Academic Council should be a compact body. In one sense, it is proposed to limit the area of functions of the Academic Council and, in another sense, the functions of this body would become more significant and important. At present, the Academic Council is called upon to consider matters pertaining to all the faculties. Naturally the debates concerning different faculties with increasing specialisations do not interest everyone and they are not directly, or even indirectly, involved in the decisions relating to such matters. We, therefore, contemplate that the Academic Council should deal with the general academic matters, and should be the most important academic body in the university.

14.28 Similarly, we envisage that the Boards of Studies should play a decisive role in matters concerning the respective disciplines with which they are concerned. We attach great importance to the composition of the Boards of Studies. We have suggested that the division of these Boards be into two categories--one to deal with Post-Graduate Studies, and the other with Under-Graduate Studies, with adequate integral relationship between the work and activities of the two Boards. It may here be made clear that we are not in any way making any proposal to set up any rigid and inflexible pattern. The process of evolving a pattern of the governance of universities as well as the process of modernising the changing courses of studies in different disciplines, should be a continuous process. There should be no finality, inflexibility or absoluteness about them.

14.29 We attach considerable importance to the organisation and functioning of teaching departments in a university.

The shaping of their activities and programmes would determine to a great extent the quality and quantum of contribution made by a university to national development and progress. A good deal of care should be taken to provide each department with competent leadership. Its functioning should be based upon co-operation and team spirit. The responsibilities and functions should be shared among the faculty members of the department through the mechanism of a committee structure wherein each committee is assigned to look after an important aspect of the department's work.

Need for Flexibility **14.30** We have emphasised in the Report the great need for ensuring flexibility in the organisation of university. By this we are essentially referring "to the flexibility of the academic structure and the academic needs and the requirement of each university, in the light of its own special requirements, conception and the changing nature of academic problems and the manner in which it wishes to specialise in certain areas". This can be ensured partly by keeping the provisions of the Act to the barest essentials, leaving the composition and powers of the various authorities and Bodies to be dealt with in the Statutes where the initiative for amendment would remain with the universities themselves. Steps like the setting up of as many Boards and Committees of Studies as a university deems proper for dealing with inter-disciplinary courses, or projects of research, the provision for the broad schemes for various courses leaving it to the department or the Boards or Faculties to spell out the details, the need for decentralisation so that the primary academic units have a great deal of initiative and power, and a simplified procedure for amending the statutes and framing of rules or ordinances without much loss of time, will contribute to flexibility in the organisational set-up of the universities.

Summing up **14.31** We have observed that there is some variety in the organisation of universities in the state, and we welcome it. It is difficult to think in terms of a uniform pattern applicable to all the universities. Indeed, we think that there is a considerable advantage in having a certain degree of variability which is essential for innovation and development. Rigidity or uniformity is something alien to the very concept of a university.

14.32 We would expect the universities to make a significant contribution to national development and progress. The public image of the universities should inspire general confidence and respect for them. It should promote and strengthen the community's trust in their work and capabilities, and faith in their future. Though much would depend upon what a university actually accomplishes, a part of the duty in this connection undoubtedly rests on the Governments of State and at the Centre. We would only like to add that nothing should be done by the Government which could undermine or adversely effect the prestige and status of university.

14.33 It would, perhaps, be appropriate to reiterate that in making university education purposeful, meaningful and significant for the teachers, students and the general community, what ultimately matters is the spirit of dedication and the sense of purpose guiding the various segments of the university community. All the major constituents of a university should work in a spirit of co-operation, understanding and imagination. Lines of communication between different sections of the community must always remain alive and open. It should be the concern of the university organisation to promote free, fearless and objective exchange of ideas, which could help in solving some of the urgent problems faced by society. What is required is a proper sense of commitment and developing an ethos that will sustain adequate functioning of the university system and the realisation of the objective and purposes of the university which were so eloquently stated by Jawahar Lal Nehru in the following words:--

"a university stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search of truth. It stands for the onward march of the human race towards even higher objectives. If the universities discharge their duties adequately, then it is well with the Nation and the people."

14.34 In the light of our observations made in the foregoing pages we would now like to project an analysis of the Acts and Statutes governing the universities, the composition and functioning of the various statutory bodies and the role and functions of the various officers of the universities. Besides these, we have also formulated some recommendations on other important aspects of university functioning which may help to strengthen its set-up for its efficient performance.

14.35 The universities in Punjab and Chandigarh, as elsewhere in the country, function under the relevant Acts passed by the Legislature. The University Act is basically an expression of the desire of society, expressed through its representatives in the Legislature, for a University to devise and execute academic progress to meet the needs of the society. In a way, it is a commitment on the part of the government to provide financial support to the University for the fulfilment of its purposes. We are of the considered opinion that University Act should be framed in general terms and may broadly provide for the following :--

Acts and
Statutes
The Act

- definitions, objectives, powers, jurisdiction of the university, visitation, officers of the university, authorities of university, their composition and functions, audit of accounts, provision for correspondence courses, autonomous colleges/departments, conditions under which colleges may be admitted to its privi-

leges, conditions of service of staff (including the provision regarding pensionary benefits), and the items which may be provided through regulations/statutes etc. and the procedure for framing of regulations, statutes, rules and ordinances.

14.36 It may also be provided in the Act that the proceedings of any of the authorities of the university shall not be rendered invalid merely because of any vacancy not filled up or any formal defect in the composition of the authorities. Delegation of powers by the authorities/officers of the university, to individuals or committees should also be provided for. Such loopholes always provide leverage to obstructing the smooth functioning of the university by concerned groups. There should also be a provision to enable the Vice-Chancellor to exercise the powers of the statutory bodies of the university and pass suitable orders, if in his opinion, the relevant matter is so urgent that immediate decision in respect of this is necessary.

Regulations/
Statutes

14.37 The University regulations/statutes are, at present, framed by the various university bodies including the Syndicate and the Senate, and become operative when the concerned Government has accorded its approval to them. Though the first statute of a university should be framed under the authority of the Legislature/Government, we think that the university should be authorised subsequently to amend, repeal or add to the statutes. These shall become operative after the Chancellor has accorded his approval to them.

14.38 In the following paragraphs we are indicating broadly the subjects on which regulations/statutes and rules/ordinances may be framed by the university authorities. This list is only illustrative and not exhaustive. The Statutes may provide for the following :--

(a) the composition, powers and duties of the various important bodies of the university other than Senate/Syndicate/Academic Council, the mode of appointment of the Vice-Chancellor; the terms and conditions of his service and his powers; the mode of appointment and powers of the Registrar and other senior officers of the university; principles governing seniority, conditions of service of the staff, disciplinary matters, discipline of students, the manner of appointment of teachers and their emoluments, conferment of honorary degrees and other distinctions, creation and abolition of faculties, departments, halls and hostels; procedure for admitting colleges to the privileges of the university and the like.

Ordinances/
Rules

(b) The Syndicate of a University should have the power to make, amend, repeal and add to the ordinances/rules

of the university. These rules made by the Syndicate should come into effect immediately, unless the Syndicate decides otherwise. The rules/ordinances should provide for the following :--

- Boards of Studies, inter-disciplinary committees; committees for advanced study and research, admission committees, Examination Committee, Statutory Advisory bodies/Committees, manner of co-operation and collaboration with other universities, learned bodies and associations, qualifications of teachers, management of colleges and other institutions, conduct of examination, admission of students, conditions for the award of fellowships, scholarships, medals and prizes; fees to be charged for courses of study and for admission to the examinations, remuneration to be paid to examiners and terms and conditions of service of the non-academic staff of the university.

In order to safeguard the autonomy of the universities they should be insulated from the temptation of day to day interference by the Government. As this generally takes place through financial controls, to avoid such interference, in our view, the financing of the universities should be arranged through block grants for five years periods at time, with the provision for normal rise in annual expenditure.

14.39 Since in the maintenance of the universities large public funds are involved, they cannot escape accountability and some sort of supervision by the state acting on behalf of the society it serves. We recommend that the Act may provide for such broad supervision by the Chancellor, who will combine in himself purely ceremonial functions like presiding over convocations etc. and that of a friend and guide to the system. In this capacity he should not be bound by the advice from any other sources, sought or unsought. He could, of course, seek advice and information from, or have consultation with, any individual or body. But when he exercises his powers as Chancellor, he should do so in his own discretion and capacity and not because of the advice of the Government.

Accountability of the Universities

14.40 The important power which the Chancellor should have is the right, whenever he is satisfied that it is necessary, to cause an 'inspection' to be made by such person or persons as he may direct, of the university or any of its institutions and cause an enquiry in respect of any matter connected with the administration and finances of the university or institutions maintained by it. Details of the manner of the exercise of these powers may be provided through the statutes on the lines suggested by the Gajendragadkar Committee.

14.41 The Chancellor may also have the authority to appoint a Committee at regular intervals, say every five years,

to determine the annual maintenance grants to the universities. Such a committee should have the Vice-Chancellor and another representative from the university, one educationist not connected with the university, a nominee of the U.G.C. and one person each representing the Education and Finance Departments of the State Government. In addition the Chancellor may appoint one more member on the Committee, enjoying his confidence.

Statutory Bodies of the University **14.42** A perusal of the Acts of the three universities in Punjab and Chandigarh indicates that broadly speaking, the structure of the university governance in each of the universities, as in the case of most of the universities elsewhere in the country, is more or less the same. Over the years some minor changes here and there have been introduced to meet the local requirements, but basically they have conformed to the pattern set for them. We see no reason to suggest any basic changes in this structure, as it seems to have stood the test of time and served the universities.

14.43 This structure has now gained wider acceptability both nationally and internationally, which is to its advantage. However, there will be difference in respect of the constitution functioning and objectives to be achieved by these various components of the structure of university governance depending upon the local conditions, which we shall describe in detail later.

14.44 At this stage, however, we would only like to make a plea for providing greater flexibility in the operative functioning of these organs to enable the university to respond to the changing conditions without long procedural delays under the compulsion of having to change the statutory provisions by restructuring the regulations of functioning of these bodies through Statutes and Ordinances as far as possible.

14.45 In our opinion the University Act should include the following statutory bodies to provide the requisite framework for its efficient functioning :--

- (i) Senate
- (ii) Syndicate
- (iii) Academic Council
- (iv) Finance Committee
- (v) Planning Board
- (vi) College Development Council and
- (vii) Such other bodies as may be so declared by the University Statutes.

Senate **14.46** The Senate should provide a forum where a cross-section of the academic community, including those formulating

the academic policies of the university, teachers and students and representatives of different sections of the general community meet together periodically to exchange views on the plans and performance of the university to meet social needs, including its functioning as the conscience of the community, to suggest measures for improvement and development and to express views on the annual report and the accounts of the university. Discussions on basic issues by the Senate representing the Institute and the Society would make the university responsive to the needs of the society and the society responsive to the role of the university, as its critic and as the conscience of the community. The Senate should remain in spirit as well as practice, a deliberative body for free exchange of ideas. It should not get involved in the day to day administration or supervision of the university. The words "supreme authority", "supreme governing body", should not be used to describe this body, which provides the real forum for interaction between the society at large and the university community."

14.47 The Senate should consist of not more than 100 members, 60% of whom should come from the university, including the Vice-Chancellor, Rectors, Deans etc. and 40% representing various sections of the community at large. The details of its functions and constitution may be provided for by statutes in accordance with the Gajendragadkar Committee Report. However, we would like to suggest the following slightly amended constitution for the Senate and the actual distribution of external and internal membership :

Education Minister of the State	1
Members of the Legislature nominated by the Presiding Officer	4
Representatives of the Education, Planning and Finance Departments	3
Distinguished alumni nominated by the Alumni Association	7
Representatives of the learned professions and other sectors of society, including industry, commerce, banking, agriculture, trade unions, civic bodies, art and literature, retired educationists from the state, educationists, scientists and technologists, economists, administrators etc. from within and outside the state, to be nominated by the Chancellor in consultation with the Vice-Chancellor	25

INTERNAL MEMBERS

1. Vice-Chancellor	1
2. Rectors	4
3. Deans of Faculties, Art, Science Medical and one or two more	5
4. Chairman, Students' Council	1
5. Heads of Departments and Principals of Colleges (by rotation)	15
6. Teachers including university Professors	25
7. Students	5
8. Director of Sports	1
9. Librarian	1
10. Director, Correspondence Courses and Adult Education	2

	60

Out of the teachers at (5) and (6) above, at least half should be from the University teaching departments.

14.48 It should be the endeavour of the universities to ensure that in the Senate the various components of the Faculties from the Teaching Departments and the Colleges are associated in such a manner that the smooth functioning of these institutions is in no way disturbed. Its members should be such as are able to enrich the deliberations of this important apex body of the university. The persons brought into it should be of high calibre and maturity--those who have made their marks in the academic world. As far as possible, elections should be avoided for such appointments.

Role of the Senate :

Broadly, the Senate should deliberate on the following :--

- to review from time to time the broad policies and programmes of the university and to suggest measures for the improvement and development of the university ;
- to consider and pass resolutions on the annual reports and the annual accounts, duly audited, of the university ;
- to advise the Chancellor on such matters as may be referred to it ; and
- to perform such other functions as may be prescribed by the Statutes.

14.49 The Syndicate should be the principal executive body of a university. For its efficient functioning it should, therefore, be small and compact. However, it should not be deemed to be the governing body/council in a hierarchical sense. In our view, the powers in the university should be shared between various authorities. For instance, the Syndicate should not be saddled with the responsibility of confirming or approving the decision of the Academic Council regarding policies and procedures for admissions, examinations, courses of instruction, requirement of a degree etc., while the Academic Council should not have any authority over the formulation of detailed syllabi, which should rest with the Faculties. This does not mean that any body or authority cannot make suggestions to another or propose programmes that would help the university achieve its goals. The details of the powers, functions and constitution of the Syndicate may be provided through Statutes. Syndicate

14.50 What has been stated earlier regarding the method of constituting the Senate is equally true in respect of selection of Syndics constituting the Syndicate. Experience has shown that when the Syndicate has a predominance of elected membership, the smooth functioning of this important organ is considerably hampered. On the other hand, where the Syndicate consists of only ex-officio or nominated members, they tend to become subservient, and its deliberations do not reflect the autonomy of the university. It is, therefore, desirable that the Syndicate should be so constituted that its functioning as a harmonious body is not impaired. At the same time it should be ensured that discussions in the Syndicate are free and fair and do not lack objectivity on account of external influences.

14.51 To strike a balance between the two extremes, we suggest the following composition which, we hope, will not only help the Syndicate exercise its functions in a meaningful way, but will also provide for the expression of differing points of view representing different sections of the community, which is necessary for arriving at balanced and correct decisions :--

Vice-Chancellor	1
Rector (Academic Affairs)	1
Rector (Administration)	1
Rector (Students' Affairs)	1
Rector (Colleges)	1
Dean of Post-Graduate Studies and Research	1
Director General of Public Instruction	1
Finance Secretary	1
Principals nominated by the Chancellor in consultation with the Vice-Chancellor	2

One teacher of a college, nominated by the Vice-Chancellor	1
Three professors of the university by rotation, keeping in view discipline seniority	3
Two other teachers nominated by the Vice-Chancellor in consultation with the Academic Council	2
Three persons elected by the Senate by a single transferable vote	3

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14.52 A provision may be made that nominations and rotation are so made as to ensure that there are at least two women members in the Syndicate. This is being suggested in view of the fact that the number of women's colleges has considerably increased and in the context of the present day conditions higher education for women has assumed greater importance and significance. The Registrar will as usual be the Secretary of the syndicate.

14.53 The Syndicate should take policy decisions in consultation, whenever necessary, with teachers (through the Academic Council), students (through the Students' Council) and non-teaching members (through Special Committees, if necessary), in matters that affect the performance of the members concerned. Routine matters should be delegated to different officers or committees with clear guidelines provided to them. The Syndicate should primarily devote its time to devise policies and methods which would ensure that the objectives for which the universities are supported by public funds are fulfilled effectively. Since the induction of competent and dedicated members in the University is essential for its working, the Syndicate is expected to exercise great vigilance in the matter of appointments and/or search for talent.

Academic
Council

14.53A In our view, for the proper discharge of the university's obligations, through appropriate values of the pursuit of knowledge and adequate methods of instruction and teaching, the Academic Council of a University has the principal responsibility. It should, therefore, also have the supreme authority to ensure academic standards, to formulate meaningful programmes, to bring about inter-faculty co-ordination and to formulate methods of instruction, examinations, admissions etc. On matters of general academic interest, not involving financial inputs, its decisions should be final. In other matters the Syndicate/Finance Committee should, as far as possible, accept the advice of the Academic Council. This Council should not be required to waste its time on approving syllabi and courses of reading approving names of examiners, moderators etc. These functions should be the responsibility of the Faculty/Boards of Studies or other sub-

committees. A sub-committee of five members of the Academic Council, with the Vice-Chancellor in chair, may be constituted to scrutinise and finalise the list of examiners.

14.54 The Academic Council should have the power to constitute committees for specified purposes and delegate its authority to them. The Council should have the authority to consider all matters of general academic interests on its own initiative or on reference to it by the Faculties, Syndicate or any person or body of persons whether connected with the university or not.

14.55 In recommending the following composition of the Academic Council we are primarily guided by the criterion of having a compact body which could make an in-depth study of the academic matters placed before it and evolve educational programmes with a commitment to quality education so that the university could adequately address itself to the task of developing the talent of those who come into its portals. Experience has shown that unwieldy numbers do not allow a meaningful consideration of academic matters.

14.56 We recommend the following composition of the Academic Council for its efficient functioning :--

-- Vice-Chancellor	1
-- Rector (Academic Affairs) Ex-officio	1
-- Rector (Colleges) Ex-officio	1
-- Dean of Post-Graduate Studies and Research	1
-- Deans of Arts, Science and Languages.	3
-- Other Deans by rotation	*3
-- Principals	6
-- College Teachers	3
-- Professors (By rotation facultywise)	*15
-- Other university teachers	6
-- Librarian	1
-- Director Sports	1
-- Persons, other than teachers of the University and Colleges co-opted by the Academic Council for their specialised knowledge	4

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14.57 We have suggested that there should be a partial representation of the professoriate (15 members) in rotation. This has become inevitable on account of the increase in the number of Professors in each university.

*1/3 retiring every year.

14.58 As already mentioned above, the Academic Council should not be burdened with the responsibility of examining and approving the syllabi and courses of studies formulated by the Boards of Studies/Faculties. However, necessary information regarding the courses of reading formulated may be placed before it for information. The Academic Council may also constitute sub-committees to study and make recommendations with a view to bringing about improvement in the system and standards of university examinations.

Boards of Research and Advanced Studies (Graduate School)

14.59 To emphasise the role of the university as an instrument for the creation and application of new knowledge, it is proposed that there should be a Board of Research and Advanced Studies headed by a Dean whose main responsibility will be to ensure procurement of necessary facilities for stimulating research and maintaining standards of high level therein. It should be his responsibility to procure from various national and other agencies funds for equipment and supervise their fair and just distribution and use. He should be responsible for the policies regarding research programmes, the welfare of research scholars, regulations, and degrees (subject to approval of the Academic Council), and in general for providing an atmosphere of creative activity.

14.60 The Dean should be appointed by the Syndicate on the recommendations of the Vice-Chancellor for a period of four years from amongst the Professors of the University. We are of the considered opinion that this Board of Research should be a compact body, on which be represented the various academic functionaries, who, by their attainment and eminence would be in a position to induce, initiate and sustain research programmes of a high order in the university.

14.61 The Board may comprise the following :

- Dean of Board of Research and Advanced Studies
- Deans of Faculties
- Heads of Teaching Departments and University Professors (50%)
- Six educationists to be nominated by the Vice-Chancellor in consultation with the Academic Council, of whom one half will retire every year. The Board shall have the right to co-opt for any particular meeting the Head of the Department whose proposals or projects are under consideration of the Board.

14.62 The universities have a body like Joint Research Board which is responsible for considering some of the research pur-

suits of the Members of the Faculty. However, it would be more appropriate to have the Board as suggested above, as a statutory body.

Faculties

14.63 We are in agreement with the recommendations of the Gajendragadkar Committee that Faculties comprising related or cognate departments and subjects should be given a large measure of autonomy. While they must respect the expert views of the Boards of Studies, Departments etc., they will ensure co-ordination of teaching and inter-departmental programmes. We recommend that in view of the growing needs of various departments and explosion of knowledge, the faculties should consist of closely cognate departments/subjects forming a compact body. Because of interactions with various subjects one subject could be included in more than one faculty, e.g. statistics could be a part of the Biological Sciences Faculty, Social Sciences Faculty and Physical Education Faculty. The decisions of the Faculties on matters concerning syllabi and courses of reading should be final and not subject to approval by other bodies like the Syndicate and the Academic Council.

14.64 We suggest the following composition of a Faculty keeping in view our suggestions that the formulation of the courses of study and the development of inter-disciplinary approach on the structuring of the courses etc. should be the final responsibility of the faculty concerned :

- Dean of Faculty, appointed by rotation from amongst the Professors of subjects in the Faculty.;
- University Professors in the Faculty ;
- Heads of Departments concerned ;
- One Reader from each department with service as a Reader of less than ten years ;
- One Lecturer from each department with service as a lecturer of less than ten years ;
- Four persons nominated by the Academic Council from other faculties ;
- Four persons of academic distinction in the subjects concerned, co-opted from outside the university ;
- One teacher from each college, provided that the total of such teachers is not more than one-third of the total strength of the faculty.

(a suitable rotation system may be evolved, keeping in view the number of affiliated colleges and the number of teaching departments in a university.)

14.65 Each of the faculties may constitute sub-committees for the in depth study of the matter regarding the preparation of courses of reading and monitoring their continuous upgradation

Boards
of
Studies

14.66 It may, perhaps, be correct to say that in a university set-up the Boards of Studies constitute the arch-stone of the academic edifice. The Boards have a basic and vital role to play and considering the significance of the functions, we feel that these should not be large bodies, if they are to function satisfactorily. There should be a separate Board of Studies in each subject for under-graduate and post-graduate courses, with some in-built mechanism of co-operation and co-ordination between the two in the interest of the maintenance of proper academic standards and continuity. Adequate care should be taken that in constituting the Boards of Studies and in-built mechanism is provided whereby certain vested interests are not allowed to crop up, as experienced at present. While composing the Boards of Studies, the principal criterion should be academic consideration--the expertise and contribution made in the subject concerned.

14.67 We suggest the following composition for the Boards of Studies :

I. Board of Under-Graduate Studies

- Head of the Department ;
- All Professors in the Department, if the number does not exceed three, otherwise three Professors by rotation ensuring that at least one is from amongst the three seniormost ones and one from amongst the junior ones ;
- Five teachers from Under-graduate colleges nominated by the Faculty (in case there is election it should only be by single transferable vote) ;
- Two outside experts nominated by the Vice-Chancellor in consultation with the Academic Council.

II. Board of Post-Graduate Studies :

- Head of the Department ;
- Professors in the Department ;
- Two Readers with less than ten years service by rotation, preferably one with less than six years' service ;
- Two Heads and two lecturers of Post-Graduate Departments affiliated colleges, nominated by the Faculty ;

Two Professors of allied subjects and two experts in the subject from outside the university, nominated by the Vice-Chancellor in consultation with the Academic Council.

14.68 The main functions of the Boards of Studies should be to recommend courses of study and to suggest improvements in methods of teaching, appointment of examiners and providing guidelines for the development of research in the subject concerned. They may also get the instructional material prepared wherever necessary under their own guidance.

14.69 Each University will have a Finance Committee which would advise the Syndicate on all financial matters including creation and abolition of posts, preparation of budget, checking of expenditure etc. and will comprise the following :

-- Vice-Chancellor	1
-- Rector (Academic Affairs) and Rector (Administration)	2
-- Two Deans by rotation	2
-- Two teachers from the Academic Council	2
-- Two Members of the Syndicate	2
-- Finance Secretary	1
-- Registrar	1
-- Finance Officer (Member Secretary)	1

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14.70 The Finance Committee should meet at least twice every year to examine the accounts and to scrutinise proposals for expenditure. It should fix the limits for the total recurring expenditure and the total non-recurring expenditure for each financial year based on the income and resources of the university. All proposals relating to the creation of posts and those items which have not been included in the budget should be examined by the Finance Committee before they are considered by the Syndicate.

14.71 The annual accounts and financial estimates prepared by the Finance Officer of the University for approval within the overall ceiling fixed by the Finance Committee should be laid before the Finance Committee for consideration and comments before being submitted to the Syndicate.

Planning and
Development
Board

14.72 It should be obligatory for each university to have a Planning Board which should be responsible for the preparation of plans for the future development of the university and for monitoring the performance of the university towards the achievement of its goals. The present procedure for formulating the developmental plans is not very satisfactory. Proposals made by different departments and units are generally uncritically pieces together. No effort for perspective planning and for providing a definite direction of growth has been made in at least some of the universities. This, coupled with a lack of adequate monitoring mechanism has resulted in none too satisfactory performance by the universities in the implementation of their plans. Sometimes considerable spill-over from one plan to another is witnessed.

14.73 We are of the opinion that a provision should be made in University Acts to constitute a Planning Board, which, as stated above, will be the principal planning and monitoring body for the university plans. The Board will be concerned not only with the formulation of Five-Year Plans, which the universities forward to the U.G.C. to secure assistance for their academic and other programmes, but will undertake perspective planning keeping the future needs of the university in view. The perspective planning should be done for a period of 15--20 years. This would be helpful to a university in its growth and development and the university would be certain about the direction in which it has to move. Further, this planning machinery could also be made responsible for monitoring the progress of the five-year plans so as to ensure that a steady pace is maintained in the development of the university.

14.74 The Planning Board should be presided over by the Vice-Chancellor, and shall include a few internal and external members and a nominee each of the Government and the U.G.C. It should have adequate administrative support to enable it to perform its functions satisfactorily. The Board should be a compact body with the power to constitute task forces for working out specific problems and programmes. We are hesitant to make recommendations with regard to its size and composition. That may be considered in accordance with the needs and requirements of each university.

College
Development
Council

14.75 The Universities have established, with the assistance of the UGC, College Development Councils to look into the co-ordinated development of affiliated colleges under the chairmanship of a Dean of Colleges. We strongly recommend that the Council should be made an authority of the university and endowed with functions and responsibilities on the lines recommended by the U.G.C. It should be ensured that the College Development Council functions as an effective instrument for bringing about desirable changes in the working of the affiliated colleges.

14.76 One of the principal functions of this council should be to see that all resources available in the neighbourhood of

colleges--both man-power and physical--are pooled together and optimally utilised. Admission procedures to the colleges should be so devised that students living in a certain area should derive the maximum benefit. It would be to the advantage of the colleges which are in the same vicinity, particularly those having post-graduate courses to undertake inter-college teaching by pooling their resources in the available faculty. As a matter of fact such an experiment has been successfully tried at certain places though under different circumstances and set-up. The success of that experiment could well be carried forward to the benefit of both the faculty and students of the colleges. The concept of neighbourhood colleges should be worked out and tried.

14.77 The Council should also make sure that all financial and academic aid available for the colleges from the UGC is utilised to the maximum advantage of the students. The reports on the periodical inspection of the affiliated colleges, which the university undertakes from time to time, should be made available to the College Development Council, so that it could apprise itself of the position obtaining in the various affiliated colleges. In fact the Development Council should initiate such inspection to monitor their development and growth.

14.78 We suggest that the regulations/statutes of each university should provide for the establishment of a Students' Council. The functions of the Council may be to :

- suggest ways and means to stimulate corporate life on the campus and promote co-curricular and extra-curricular activities in the university ;
- to discuss and express opinions/views on the rules affecting the general welfare of the students, literary activities of the students, management of the hostels etc. ;
- to make suggestions on matters concerning the students.

14.79 The composition of the Students' Council may be such as to include students of exceptional talent and merit and those representing different subjects--associations, cultural associations, sports etc. It should also include a comparable number of faculty members so that there is an effective channel of communication established between the students and the faculty. This would provide opportunities to both in the promotion of activities concerning students' welfare and development.

14.80 In every hostel/hall of residence a Students' Advisory Committee should be set up to aid and advise the university authorities in the management of the hostel including mess, maintenance of discipline and organisation of extra-curricular and corporate activities. In fact they should be made responsible for organising the activities themselves. There should be pro-

vision for a Day Students' Home, adequate library seats, textbooks, libraries and book banks, scholarships and fee concessions, provision of good and wholesome meals at comparatively cheap rates, playgrounds and accommodation for taking up corporate activities.

14.81 The universities would do well to give serious thought to the recommendations of the Gajendragadkar Committee that it would be desirable to entrust a teacher with the responsibility of looking after about 20 students, to win their confidence give them advice and guidance and help remove their difficulties to the extent possible. The personal tutorials have been tried by some universities without much success. It may be worthwhile to make them more attractive and acceptable to the students by relating them to their academic pursuits. Experiments carried out by some universities in this respect have been more encouraging.

14.82 We are of the considered opinion that if the channels of communication between the students and the faculty through this mechanism are kept open, these would lessen chances of misunderstanding growing amongst them, since the genuine grievances can be sorted out without any eruptions taking place. Election for constituting the Students' Council should be avoided.

14.83 We are making recommendations separately with regard to suitable ways and means for looking after the academic problems of the students as also for the redressal of their individual and group grievances. The Rector, Students' Welfare should be Chairman of this Council.

14.84 It may also be added that the universities and colleges should make available to their students the necessary basic amenities, which should include adequate facilities and provision for hostels, sport grounds, stadia and student activity centre etc.

Other Committees **14.85** We propose that besides these statutory bodies each university may set up the following committees which, in our opinion, would be helpful in streamlining and strengthening some aspects of the working of universities. These committees may be considered tools of help, facilitating the adequate performance of some important academic and administrative functions. The Committees that we suggest are the following :

- Admission Committee ;
- Examination Committee ;
- Grievances Committee ;
- Joint Consultative Committee ;
- Campus Committee.

14.86 At the beginning of every academic year there is considerable uncertainty regarding admissions to the degree and the post-graduate courses in the colleges and the university teaching departments. The eligibility conditions for admissions are, no doubt, laid down by the university. However, there is lack of co-ordination in admissions both in the case of colleges and among the various teaching departments of the university. The candidates generally apply for admission to as many as 5-6 colleges/departments and run from one to the other as the last date for admission approaches. This has resulted in good deal of public dissatisfaction with the admission procedure. We feel that in each university the Admission Committee may appoint a standing committee to lay down the public principles and procedures governing admissions to the departments and the colleges. The Committee may appoint sub-committees to monitor admissions to the various courses and co-ordinate with other universities in the state, if necessary. The main purpose of an admission committee should be to ensure that admissions are made strictly on merit after, of course, having given due consideration to the reservations prescribed by the Government from time to time. There should be linkages between the three universities at this level to evolve common policies etc. It would help, if there were a joint Consultative Committee of the Chairmen and some members of the Admission Committees of the three universities.

Admission
Committee

14.87 Due to the unwieldy nature of the examination machinery our examinations and results have lost credibility. The phenomenon of re-evaluation, changing the marks of a student in a subject by thirty to forty per cent in many cases has led to the inescapable feeling that the assessment done is far less than fair. In the case of university departments, we should create an open system, where all the subjective materials that go into the final assessment of a student like marked answer-books, term papers, problem sets and so on, should be made available not only to the student himself, but to other students also. This will remove the suspicion of partiality and the dissatisfaction that is a common feature of public grievance. This will also make the examiner more responsible.

Examination
Committee

14.88 When the number of students taking university examinations becomes large, one has to constantly monitor and devise methods so that incompetent or careless examiners do not bring discredit to our evaluation. For this purpose, a High Power Committee constituted by the Admission Committee under the chairmanship of the Rector for Academic Affairs should be formed. It should have for members a few Deans and a few Principals and teachers. The Registrar and Controller of Examinations, if any, should be ex-officio members, the last one being the member-secretary.

14.89 This committee should function as a research unit of examinations so as to evolve a procedure for introducing re-

forms wherever necessary, and to promote efficiency and credibility of the examination system.

14.90 It should be the principal concern of the Examination Committee to suggest greater weightage to the internal assessment marks wherever provisions for the same are in existence as also to recommend ways and means for making continuous internal assessment of the students by their teachers which, in finality, should be the only way of effectively and adequately assessing the students by those who teach them.

14.91 As in the case of the Admission Committee, we propose that it would be desirable to have a Joint Consultative Committee for examination reforms and for suitable modifications in the existing mode and procedure of examinations. Such a joint machinery, for streamlining the examination system may speed up the implementation of the needed reforms in the system.

Joint
Consultative
Committee

14.92 The smooth and adequate functioning of a university depends on intimate co-operation among its three important components--teachers, students and the administrative staff. Sometimes the university working has been disturbed because of the lack of linkages to facilitate the free flow of information serving the three segments. It has become essential for the furtherance of the general interests of the university, as also for the development of smooth relationship between the teachers, students and the administrative staff to have some type of a permanent mechanism which could keep open the channels of communication between them. This mechanism would provide opportunities of continuous dialogue conducted in a spirit of sympathy, understanding and informality between students and the authorities and the university staff and the authorities. Consultations whenever occasion arise or on a regular roster basis would lead to better understanding and speedy removal of any irritants which may emerge in the course of their working.

14.93 The Primary role of the Joint consultative Committee should be the creation of a healthy and happy environment in the university so that each one of its constituent elements is able to undertake their work and responsibility with a sense of enthusiasm and dedication, obviating the development of suspicion which almost tend to disturb the even tenor of university life.

Grievances
Committee

14.94 In the Gajendragadkar Committee Report it has been observed that :

"it would be wise for the university system itself to devise an adequate machinery to deal with grievances either of students or of teachers or members of the administrative staff in respect of all matters--academic or administrative and the machinery should be so devised that all persons concerned would have confidence

in its impartiality and independence so that the ultimate decisions reached by the final authority within such machinery would be regarded as satisfactory by every one....."

14.95 Consistent with this recommendation we recommend that each university should set up a Grievance Committee which should constitute the ultimate Court of the University. It may have two special sub-committees--one to deal with the grievances of the students and the other to deal with the grievances of the staff. However, the overall responsibility shall be that of the Grievances Committee as such to ensure that genuine grievances and problems facing the students and the staff members--individual or group, are looked into expeditiously and their redress is made available without any unnecessary delay or difficulty. It should be small and should consist of only highly respected people who are known for their fair-mindedness and wisdom, and whose judgement will be acceptable to all.

14.96 We earnestly hope that the three-tier mechanism proposed here would be helpful in the creation and maintenance of that healthy climate and environment in the universities which are conducive to the pursuit of their basic objectives and goals. The functioning of a committee at the departmental level, with the Joint Consultatives Committee at the university level and of the Grievances Committee mentioned above as an appellate body has a common and broader purpose--of providing readily available ways and means within the system to resolve any individual or group problems and remove irritants so that no occasion arises for anyone to take recourse to any method which does no credit to an educated society or set-up.

14.97 Our universities have acquired large campuses as also a large residential population. A number of services have to be maintained which are normally provided by municipalities. We are of the view that a campus committee may be constituted to ensure proper planning and utilisation of these services. This Committee should supervise and co-ordinate the maintenance of buildings, roads, electricity, water supply, sanitation, shopping centre, transportation, security arrangements etc. In brief this committee should be entrusted with the task of performing what goes by the name of municipal functions. An officer of a sufficiently high rank may be appointed to help the committee in the performance of these functions. Campus
Committee

14.98 For its functioning a university has to have various officers like Chancellor, Vice-Chancellor, Rectors, Registrar, Finance Officer, Heads of Departments, Deans etc. All these officers are very important for its efficient functioning. We give below our recommendations regarding their functions and the procedure for their selection so vital to the health of the university. Officers of
the Univer-
sity

14.99 We recommend that the governor of the State should continue to be the Chancellor of all the State Universities, as Chancellor

mentioned earlier. He should combine in himself the role of presiding over ceremonial functions and that of general supervision without interference in the day-to-day functioning of a university. He can exercise the latter role by judiciously using his powers of appointment of Vice-Chancellor, nominations to different bodies, and if the situation so requires, ordering an inspection or enquiry. He should have also the power to annul any proceedings of the University inconsistent with the Act. In exercising these powers, it is imperative that he does not act as an agent of the State Government, but acts on his own initiative. He may consult anyone he wishes, formally or informally and whenever he feels the need.

Vice-
Chancellor

14.100 The role of the Vice-Chancellor is pivotal in the affairs of a university. He has both to provide academic leadership and to head the administration of the university. He is at the centre of all discussions involving questions of development, internal policy, or relations with the world outside the university. He must be aware of developments in various branches of learning. He should also enjoy full confidence of the students, teachers and other members of the community. He should have a reputation for fairness and complete integrity. No other enterprise imposes on its Chairman the variety of responsibilities that a Vice-Chancellor has to shoulder and the level of performance that is expected of him. It is also impossible to think of a person that would combine all the qualities needed for the post. However, it is clear that he must be academically respected, able to choose advisers of integrity, in good health, and should be a person known for dedication and idealism of a high order. He should be able to listen to various points of view, and his sympathy for the students must be both sincere and apparent.

14.101 When a vacancy in the office of the Vice-Chancellor arises, the Chancellor is faced with the very grave responsibility of searching for his successor. In this search the Chancellor has to depend on advice and information from various sources. It is one of the most crucial acts that a Chancellor has to perform. The responsibility for this action has to lie squarely on his shoulders, but he could be given a machinery to help him in this task. We propose that he may constitute a consultative committee consisting of a representative of the U.G.C., a representative of the State Government and two or three persons of academic eminence of his own choice. He may place before the committee any names that he would like to consider and also ask the committee to consider other possible persons, who might have the qualities of leadership required. The committee may narrow down the list to three and informally discuss the relative merits of these people with the Chancellor, who may then make his final choice. This process should be completed well before the expiry of the term of the Vice-Chancellor in office.

14.102 There should be a convention that the Vice-Chancellor designate is associated immediately after his nomination, so that he can start being consulted by the Vice-Chancellor in position and invited to meetings of the relevant bodies, if possible. This would ensure a smooth transition from the period of one Vice-Chancellor to that of the next. A convention should also be set up that, as far as possible during the last three months or so of his tenure a Vice-Chancellor does not take any major decision affecting the future of the university.

14.103 Keeping in view the responsibilities of the office of Vice-Chancellor and the arduous and demanding nature of the work we recommend that a Vice-Chancellor should not be normally older than 65 years at the end of his tenure. The term of the Vice-Chancellor should be five years so that he has both the time to plan and execute worthwhile programmes and does not stay too long at the helm of affairs.

14.104 To give him a feeling of independence and freedom and help him to develop a sense of objectivity it is necessary in our view, that the Vice-Chancellor should have only one term in office and should retire at the end of his five years' term or on attaining the age of 65 years, whichever is convenient.

14.105 In view of the responsibilities and status of the Vice-Chancellor and the fact that he has to interact with various officers of the State Government and bodies like the Education Ministry, Finance Ministry, U.G.C. etc. we recommend that his salary should be at par with that of the highest official of the State Government, with all allowances payable to the latter, and that he be eligible for all other benefits admissible to the university staff, and given other necessary facilities for the efficient discharge of his duties.

14.106 The report on a Model Act for a University says: Rectors
 "The Vice-Chancellor is concerned inevitably with almost every aspect of the work of the University. This in itself is an exceedingly heavy responsibility and it becomes still more so if the university is an affiliating one. Often the Vice-Chancellor is unable to attend adequately to the more important work of policy making and development because of the need to attend to routine work and administration." It is, therefore, very necessary that the Vice-Chancellor be provided with deputies to whom he could delegate a part of responsibility, enabling him to spare time for the more important work of policy making and steering the university in the right direction. But it is our experience that the manner in which such relief is provided to the Vice-Chancellor, sometimes creates difficulties and complications. If these deputies are chosen in the same manner as the Vice-Chancellor without involving the Vice-Chancellor himself in it, and are given similar designations such as Pro-Vice-Chancellor, indicative of their being alternative centres of power and patronage, it could create problems for the

smooth and homogeneous working of the universities. This has been our sad experience in many places.

14.107 We have given adequate thought to the proper nomenclature to the aids to be provided to the Vice-chancellor for helping him in his day-to-day functioning. Ordinarily, such aids could be designated Deans, as the presiding officers of various faculties are known in our universities. If the aids to the Vice-Chancellor are also given the same designation, it would create some confusion. We, therefore, suggest that these persons be designated Rectors.

14.108 We recommend that each university may have four Rectors--one each for Administration, Academic Affairs, Affiliated colleges and Students' Welfare. Each of these Rectors may be appointed by the Syndicate, on the recommendations of the Vice-Chancellor, for the full term of the Vice-Chancellor but the appointment may be renewable every year.

14.109 The Rectors will devote full time to their work as Rectors, except that to keep in touch with the students and in the interest of their own academic growth and intellectual sustenance they may teach one graduate course and supervise an adequate number of students. The Professors appointed as Rectors should be entitled to an adequate allowance during their tenure.

Deans of Faculties **14.110** The Dean of a Faculty should be appointed from amongst the university Professors by rotation according to seniority for a period of two years. The Dean should perform his duties in addition to his normal work as a Professor and should, therefore, not be entitled to any additional remuneration. He should preside over the meetings of the Faculty and the Committee for Advanced Study and Research and should assist the Vice-Chancellor in the discharge of some of the administrative responsibilities. He should have the right to be present and speak at any meeting of the Board of Studies in the Faculty. He may also perform such duties and exercise such powers as may be delegated to him. However, he should not be burdened with too many administrative functions, since, as we have recommended, administrative responsibility should devolve on the departments. The Dean should not be regarded as the Head of the Faculty in respect of the teaching programmes and for inter-disciplinary research and teaching.

Heads of Departments **14.111.** The contribution made by a University to the enlargement of the frontiers of knowledge largely depends upon the academic leadership provided by the Heads of the teaching departments. Needless to say that it is in the teaching departments that the essential work of a university is done. It is, therefore, imperative that the teaching departments should have dynamic leadership and an atmosphere of work so that there is mutual harmony, co-operation and consultation among the

faculty members. Maintaining open and free channels of communication at this level is, therefore, most important.

14.112 In the past the senior-most member of the teaching staff of a department was appointed as Head, and he continued in this position until retirement, whether or not he had the ability or desire to provide the type of inputs necessary for the growth of the department. The Head has not only to look after his own academic growth but also that of his colleagues. He has to help them achieve their potential by providing them facilities and encouragement. He has to have their respect as an academic. He also has to carry conviction with the authorities in the University as well as outside. Any mechanical method, whether seniority or rotation, of appointing a Head is bound to do great damage to the system.

14.113 We are also aware that if a teacher stays too long in an administrative office, it is healthy neither for his own growth nor for that of his colleagues. We are of the view that the term of a Head of Department should be four to five years, and he should not be eligible for a second consecutive term. The person to be appointed as Head should have the minimum experience of five years as Professor. Great care should be exercised to find the right person, who is not only academically sound, but also has the temperament for providing leadership, and working for the growth of all his colleagues. We recommend that the Head should be appointed by the Syndicate on the recommendation of a committee consisting of the Vice-Chancellor, two representatives of the department (who will themselves be debarred from consideration), two nominees of the Vice-Chancellor and two experts of eminence from outside, appointed by the Syndicate on the Vice-Chancellor's recommendations.

14.114 Since the Head is expected to spend a good deal of his time working for the academic welfare of his colleagues, students and other members of the department, his own academic work is bound to suffer. To compensate him partially for this at the end of his term, he may be given one year's sabbatical leave on full salary to devote himself to study and research. He may be allowed during this year to accept an academic appointment to another institution without forfeiting his leave on full pay.

14.115 Once the right man has been selected, he should be given the responsibility and authority to implement worthwhile programmes. However, he should be provided an adequate consultative machinery to help him in his task. In particular, there should be an advisory committee, known as the departmental committee, consisting of a few teachers of various ranks, who would meet regularly to discuss matters of concern to the department. However the final decision and accountability for the same will rest fairly and squarely on the shoulders of the Head. He may, advisedly delegate authority on various

matters like library, equipment, syllabi etc. to suitable committees or colleagues. This would open up channels of communication within the Department and give a sense of participation and involvement to the teachers in the development of the departments.

14.116 In order that the students may have the confidence that their point of view is given due consideration and their interests are adequately looked after, it should be imperative for each department to have a joint student-teacher consultative committee to advise the Head on matters of concern to the students. The involvement of the students in departmental committees, whenever matters concerning them are to be discussed, would also provide the essential feed-back to the Head and the faculty with regard to the quantum and quality of the contents of courses, the teaching programmes, the examinations and the like and build up the credibility of all such processes.

Registrar
and other
Officers of
the Univer-
sity

14.117 University administration is significantly different from other Government enterprises in so far as it has an administrative structure of shared responsibility at the apex level. The most important aspect of university functioning is administration through committees consisting of senior academics. The decisions taken by the university authorities from time to time, as also the recommendations formulated by the committees, require prompt follow-up action. In this context the value of an efficient administrative apparatus in the university set-up need hardly be emphasised. The flexibility with which the university has to operate in order to speedily pursue its goals requires a responsive administrative set-up, whose mode and methods of working are vastly different from those operating in Government departments, as also the fact that most decision making as well as policy formulation is determined through democratic processes and, therefore, requires a different processing and handling.

14.118 The senior administrative officers in the university have the responsibility to inform and advise the Vice-Chancellor and the various authorities and committees of the university in the course of their meetings, which they attend. They have to provide the requisite information, cite relevant precedents and give appropriate facts to facilitate the taking of correct decisions. In this context, the role of the Registrar assumes considerable importance. He is also the Vice-Chancellor's confidential advisor. Besides this he has to ensure that the decisions of the various bodies of the university like the Senate, Syndicate, Academic Council and the Finance Committee are expeditiously implemented. He has also to ensure that there is proper co-ordination in the decisions taken by these bodies and in the implementation thereof.

14.119 Formerly the universities were small in size, and were, by and large, examining bodies. Their scope of work was generally limited. Now the universities have become large

organisations with varied functions to perform. In the earlier context, the Registrar's sphere of work was limited. However in the changed circumstances it has become essential for the efficient functioning of the administrative apparatus of a university that there should be some other senior functionaries like the Controller of Examinations, the Finance Officer, the Personnel Officer and the Public Relations Officer. So far the functions pertaining to these officers used to be performed by men with general qualifications and experience. However, most of these functions today have become specialised in nature and we think that persons with requisite expertise should be appointed to these positions.

14.120 The role of the Registrar vis-a-vis these senior functionaries should be gain that of a co-ordinator, so that there is cohesion and co-operation in the functioning of the university's administrative machinery. It should also be the responsibility of the Registrar to ensure that the university regulation, statutes, rules and ordinances keep pace with the changes taking place as a result of various decisions taken by the university bodies from time to time. As a matter of fact there should be a special cell to undertake this important work with the Registrar providing it with the decisions as they emerge from the deliberations of important university bodies, so that these could be incorporated in the framework of regulations, statutes, rules etc.

14.121 Regarding the mode of appointment of the Registrar and other senior functionaries, the universities have their own provisions and we do not think that any change in them is called for except that special qualifications, training and experience relevant to their functions should be demanded for these posts.

14.122 Besides what has been stated in the preceding pages we would like to make a few other recommendations which have an important bearing on the character and functioning of a university. Some other
Recommendations

14.123 It has often been repeated that the working environment in our universities is far from congenial for the pursuit of academic excellence and scholarship. Many of our young scholars are discouraged by the minor irritants arising out of the operation of rules, regulations and procedures which are totally irrelevant to the aims and objectives of our institutes of higher learning. Statutes/
Regulations
and Ordinances/
Rules

14.124 It has been observed that in most cases, while devising the control system for regulating the smooth functioning of our institutions, there is a temptation for adopting Government rules to be altered as and when the need arises. But in actual fact that never happens and we continue to operate under rules that are repugnant to the needs and the ethos of the university situation throwing up irritants with which we are all familiar.

14.125 It would, therefore, be advisable for the universities to undertake a review of their procedures, rules and regulations, and to provide themselves with a regulatory apparatus that would create no hiatus between their needs and the provisions in the statute books. The basic formulations behind these provisions should be to help in the promotion of smooth and efficient functioning of the system as such to attain the aims and objectives of the university. This could be done by borrowing the services of expert educational consultants to provide us with an adequate and suitable control system.

14.126 Having done that, we would still require the university regulations, statutes etc. to be kept abreast of the decisions taken by the authorities from time to time. The universities could create a suitable cell for this purpose so that the task of updating various provisions is taken up regularly and systematically.

Accounts **14.127** It has also been observed that the management of university finances and the maintenance of accounts follow the established pattern and procedures obtaining in government departments. This has led to the creation of many difficult situations which hamper the efficient working of the university system. We are of the considered opinion that, as with the statutes/regulations etc., there is need for reviewing and modifying financial codes and the accounting procedure as well. For this purpose the universities should secure the services of Financial Consultant so that they are able to bring desirable changes in their financial administration and accounting systems which would be in line with the modern financial management techniques and practices.

14.128 We attach considerable importance to this work of reviewing the statutes and regulations and of the financial codes and procedures of the universities so as to preclude the possibility of small irritants causing undue damage to all aspects of university management.

Audit
Accounts of

14.128 We favour the continuance of the system of concurrent audit. We would like that the pre-audit of minor items of expenditure like TA bills and small purchases should be done away with. Of course, such expenditure will be subjected to post-audit. What we desire is that a clear line should be drawn between those items of expenditure which could be incurred without pre-audit and those which would require pre-audit. The work of demarcation could well be undertaken by consultants that we have suggested for streamlining the financial procedures in the universities. We are keen to ensure that financial propriety is fully maintained in the incurring of expenditure in the universities. However, a certain degree of flexibility in the matter is called for.

14.130 The audited statement of accounts along with audit reports should, however, be submitted to the Finance

Committee, the Syndicate and the Senate, as is being done even now. A copy of the Audit Report should be sent to the Chancellor as well. Any observation made by him should be brought to the notice of the Syndicate.

14.131 We recommend that for the efficient working of the universities there should be a provision for the delegation of powers. It is not only the Vice-Chancellor, Pro-Vice-Chancellor/Rector or the Registrar, to whom the powers should be delegated but the delegation of powers should percolate to the teaching departments as well. And, in turn, this delegation of powers should not end with the Head of the Department. As a matter of fact, the Heads of Departments should further delegate such powers, as are appropriate, to their departmental committees or colleagues in the departments so that they may have a sense of participation in managing the affairs of the Department, and get an opportunity to assist the Head in the performance of certain essential functions. It may be made clear, however, that delegation of powers should not result in a divorce between power and responsibility. The two should go together.

Delegation
of Powers

14.132 During the last few years there has been a proliferation of colleges in Punjab; perhaps the same is true of the rest of the country. Some of these colleges, sooner than later, get affiliated with serious meladies and come to be described as 'sick colleges'. These colleges, established in a hurry and without a sound academic base, are just apologies for institutions of higher learning. We have no hesitation in pointing out that the policy of granting affiliation to the colleges without requiring them to fulfil even the basic academic norms laid down in the appropriate provision has been responsible for the steep fall in academic standards. This has done more harm than good to the standards of higher education. It was, however, satisfying to note that a few years back the State Government, on the initiative of the University Grants Commission, suggested to the universities not to establish more colleges except where these were absolutely essential for meeting the needs of certain backward areas. We are of the considered opinion that the conditions for the grant of affiliation should be clearly spelled out in the statutes, and in the interest of higher education no departure should be made from them under any pressure. In this matter the Government can also play an important role in assisting the universities so that only in very exceptional circumstances new colleges be allowed to be instituted and before these are given affiliation, they should be required to fulfil in toto the norms laid down for the purpose. No college under any circumstances should be affiliated on a provisional basis, as has been the practice in some of the universities. We are of the opinion that if a college is found to be deficient in any manner, further admissions to the freshman classes should be stopped. It would also be advisable to enhance the quantum of the endowment fund to a meaningful amount.

Affiliation
of Colleges

Sub, National System Exam.
National Institute of Educational
Planning and Administration
17-B, Aulakh Marg, New Delhi-110002
DOC. No. 131/81
Date: 13.1.81

Autonomous Colleges **14.133** We are of the considered opinion that provisions should be made in the Acts of the universities for conferring the autonomous status on certain well established and reputed colleges. The recommendation regarding autonomous colleges was earlier made by the Education Commission (1964--66). It was reiterated in the Gajendragadkar Committee Report. However, this important recommendation has so far been completely neglected, especially in the northern region of the country, including the State of Punjab. We feel that one of the ways of bringing about some desirable changes in the system of higher education and introducing reforms in the existing system of examinations is to confer autonomy on some of the well established and select colleges. The University Grants Commission has spelled out clear guidelines for this purpose. The universities may evolve their own machinery to determine as to which of the colleges may be declared autonomous. A similar status may also be conferred on those teaching departments in a university which have been recognised as centres of excellence by the UGC by according them the status of Advanced Centres or of Special Assistance Departments. Similarly, certain professional colleges could be considered for the grant of an autonomous status. We hope that the universities would take urgent steps to implement this important recommendation in Punjab, particularly in view of the success of this experiment in the State of Tamil Nadu, where it has been tried by the State Government.

City University **14.134** The three universities in Punjab and Chandigarh, besides the Punjab Agricultural University at Ludhiana, are mainly teaching-cum-affiliating universities. In our view the affiliating character of a university has a certain bearing on the pace at which quality education can be organised, on the research activities and also on the pace of the development programmes towards higher goals and objectives. We think that a university free from the affiliating 'responsibilities' could address itself with much greater zeal and devotion to the pursuit of the programmes chalked out for attaining academic excellence.

14.135 It may be appropriate here to refer to a proposal made in the Gajendragadkar Committee Report regarding the setting up of a City University in each state. We are in full agreement with the recommendation. The report, inter-alia, stated as under :--

"....as far as possible at least one university in State should be a 'City University'It would materially help the cause of higher university education, if the Union government, with the concurrence of the State Government, set up at least one 'City University' in every State (unitary or federal depending on the special circumstances and needs) and treat such a university as a central university."

14.136 If such a university is set up, the colleges located in that city should, however, continue to be affiliated to the City University. The University could innovate more easily, being a unitary structure, and could experiment, innovate and develop pace setting courses without outside encumbrances.

14.137 Needless to say that a teacher has a unique role to play in society. While being a part of the social environment around him he is an important agent for change, moulding it for achieving the aspirations of our people. A great responsibility rests on the teachers for providing a proper direction to the country itself. This responsibility cannot be adequately discharged unless the academic atmosphere and discipline in the universities and colleges are strengthened. It would be essential for the universities and colleges to do their bit by the teachers. Their terms and conditions of service including superannuation, salaries and the grant of other facilities like leave for pursuing their work of academic advancement must be adequately provided for. We are aware of the fact that the matter is already under the consideration of a Commission constituted by the Government of India and we hope that the recommendations made by them would be accepted and implemented by the authorities in the states.

Role and
Method of
Appointment
of Teachers

14.138 It may be added here that whereas all facilities need to be provided to make the teachers operationally efficient and satisfied, the principle of accountability should also be acceptable to us in view of our responsibility to the community. The pursuit of research and other academic activities should not be used as a level or a cloak for non-performance, thus leading to waste of resources. We are of the view that the only way in which this can be minimised is by the teachers in the universities and colleges evolving their own code of conduct and ethics. This has to evolve from within and not enforced from outside.

14.139 In order to attain their goals, the universities have to make all serious efforts for searching out talented people. The search for gifted men should be made all over the country and abroad and they should be offered challenging opportunities to work in the universities. If need be fresh positions should be readily created for such persons.

14.140 On account of the personal promotion scheme, which may become a permanent feature of the university system, it is likely that persons joining at a young age will serve these institutions for a long time, and faculty members once appointed, will continue to hold for considerable periods, various academic positions in the university set-up for good or for evil. The faculty appointments should not be made on the basis of a single interview and various factors including a person's credentials and temperament, should be adequately judged before the final decision is made.

14.141 We suggest that all appointments in the universities should take effect from a month before the start of a new academic session. Decisions on appointments should be communicated in mid-April and the candidates' acceptance received by mid-May. This uniform calendar will remove many uncertainties. A file should be opened for each candidate containing his bio-data. The bio-data of each candidate with details of his research and publications should be sent to the referees suggested by him in the field. The bio-data and the work done by a candidate, except the referees' reports, should be available in the Department for inspection by any faculty member or any other concerned person. A Departmental Screening Committee, together with a representative of the Rector for Academic Affairs, after examining the candidates' credentials should make a short list. People in the list be invited to give colloquium talks before their departure and a departmental committee consisting of senior members should assess the performance of a speaker with special reference to his mastery of the subject, ability to communicate and spontaneous reactions. This could be followed by informal discussions. The Screening Committee, after considering all important aspects, should make a shorter list. A Selection Committee consisting of some persons of the University and some outside experts should then interview candidates from the shorter list and make its report on each candidate, pointing-out his strong and weak points. The final selection should be made by the Syndicate on the recommendations of the Vice-Chancellor in consultation with the Head of the Department concerned. In the case of appointments in the affiliated colleges including Government Colleges, we suggest that at least two subject experts of not less than a Reader's status should be on the selection committee or be associated with the Public Service Commission for the selection of lecturers in these affiliated colleges. And, before a person is appointed as lecturer his communicating skill should be adequately judged.

Word About **14.142** The present pattern of a B.A./B.Sc. degree on a structure of student's study of three subjects throughout the three years courses and and an M.A./M.Sc. degree based on all courses in one department examinations is outdated. With the growth of knowledge and the development of new inter-relationship between different fields, the concept of cognate subjects has undergone a revolutionary change. For a successful pursuit of many fields it has become necessary to have a wide acquaintance with all sorts of subjects. On the other hand, some very gifted people can flourish only if they narrow down their attention to a limited sphere. Taking all these facts into account, the educators all over the world have come to the conclusion that each subject should be divided into a number of units. Each unit, and if necessary, each combination of units, has a certain completeness of its own. The needs for various types of students are met by suitable combinations of these units. The requirements of a degree can be so based that it is possible to give useful training to students with various types of goals by offering suitable combinations

of units from various subjects, making sure that the training does not consist of simply skimming over various fields without going deep into any one. It is also recommended that the tutorial system on the same lines as it obtains in some universities like Oxford and Cambridge, should be instituted in our universities.

14.143 By a combination of various circumstances, our examinations have acquired a very strange and distorted role in the training process. It has become accepted that the aim of our training is to prepare a candidate for the final examination, and the student's performance in the final examination is the sole indicator of the students' abilities and achievements. In our view the role of examinations should be more diagnostic than judicatory. The examination should help the teacher and the student find out how far they are succeeding in the mutual task of training and being trained. It is obvious that different types of tests are needed for getting information regarding different goals of the training. For example, if one has to test the student's ability to apply known knowledge to a problem, the so-called open book type test is more relevant than one where he has to memorise all the facts. If one is to develop an ability to dig up information, to digest it, and to present it in an articulate fashion, a term paper over a short or long period would be more relevant. If one has to train a student to communicate, to argue logically, or to react to a stimulus, a dialogue between him and others would be the correct way, and so on. All this suggests that, depending on the goal of a course, there has to be continuous interaction between the teacher and the student. The final assessment of the degree of his success (and that of the teacher) should be based on an overall judgement based on this continuous process. It may not be hoping against hope to say that our recommendations in this regard would enthuse the universities in this region to make at least some beginning in this direction.

14.144 We would consider it an omission, if the Agricultural University at Ludhiana is not included in our analysis. It is a special kind of a professional institution with objectives very different from those of the universities of general education in the State. It was founded under an Act of the State Legislature in 1962 for pursuing and promoting the study of agriculture and agricultural sciences at the highest level.

Punjab
Agricultural
University,
Ludhiana.

14.145 Being a unitary institution devoted to agriculture and its allied disciplines, the academic structure for the governance of the university need not necessarily be identical or similar to those in other universities. In fact being a professional university, its academic administration and governance should not be the same, for very sound educational reasons. But being a university with the pursuit of excellence as its objective and dealing with Post-Graduate training and research, it may find some features of the academic administration in

the university system more congenial for fulfilling its own objectives.

14.146 The Agricultural University at Ludhiana, in fact most Agricultural Universities in our country, were founded on the pattern of Land Grant Colleges in the United States of America. While we are conscious of the tremendous contribution made by them in the field of agriculture not only in our State but also at the national level, however, one cannot escape the feeling that perhaps a stage has been reached to reappraise the situation for even greater contribution in the future, when agriculture is no longer being treated only as an art or a profession but as a serious subject of scientific study with tremendous research prospects.

14.147 It has been observed that the administrative structure of the university is such that the participation of the faculty in the decision making process in the university is marginal, as compared with other institutions with similar objectives and working at the same level. While we are advocating greater involvement of the faculty in the governance of universities for improving the standards of higher education, it would be less than consistent not to suggest greater involvement of the faculty in the academic administration of the Agricultural University at Ludhiana. We are convinced that this would enthuse the faculty and the students alike to strive towards greater achievement of the university's objectives.

14.148 It would, therefore, be worthwhile for the university to set up its own committee with some external experts to look at the problems of its governance to make the academic administration more efficient and acceptable to the academic community.

SUMMARY OF

CHAPTER XIV : HIGHER EDUCATION

1. The earlier universities after the advent of British were established in India to meet the needs of the colonial administration and not as corporate bodies of scholars and students seeking and cultivating knowledge and vigorously engaged in search for truth and pursuit of excellence.

(14.01)

2. Notwithstanding its weakness however the University system did attract and induct into it some very eminent men like J. C. Bose, P. C. Ray, Asutosh Mukherjee, C. V. Raman, and S. Radhakrishnan, who did outstanding work of international standard. They attracted talented students, developing small schools around them.

(14.03)

3. After the attainment of independence small unitary universities came into existence and the realization grew that the major task of a university was not only to hold examinations, but to develop research and teaching and to expand and explore new horizons of knowledge.

(14.04)

4. In the present day context even the limited ideal of the pursuit of excellence has proved to be inadequate. The universities today are expected to contribute directly to national development and to furnish intellectual and moral leadership in the community.

(14.05)

5. The objectives and role of the universities could be fulfilled only with emphasis as under :--

- internal transformation so as to relate it to life, needs and aspirations of the nation.;
- qualitative improvement so that the standards achieved are adequate, keep continually rising and, at least in a few sectors, become internationally comparable ; and
- expansion of educational facilities broadly on the basis of man-power needs and with an accent on a equalisation of educational opportunities.

(14.07)

6. Higher Education in India faces the twin problem of expansion in numbers and the challenge of rapid explosion of knowledge. The technological revolution requires the creation of a reservoir of highly skilled workers, planners, inventors and managers.

(14.09)

7. To cope with the situation that has developed as a result of explosion of knowledge and expansion in numbers, a radical change in the organizational set-up of the universities and methods of teaching and examinations has become imperative. New diversified courses, giving different options to the students, is the need of the day.

(14.11--14.13)

8. A university should attempt to relate knowledge to social problems and purposes, and promote the cause of humanism and justice, Courses of reading and syllabi etc. would have to be radically changed. It should also be ensured that the university structure is so devised as to meet the needs for constant adaptation and growth.

(14.14)

9. The new role of and demands from the university system would require high skills, dedication, integrity and industriousness on the part of teachers, students and administrators. It is, therefore, essential that the best and the most dedicated persons are inducted into the system, and are provided the means of achieving the goals set before the university.

(14.16)

10. The necessity of an effective participation and involvement of teachers in decision making and governance and of students in areas concerning their welfare and development need hardly be emphasized.

(14.17-14.18)

11. It is imperative to provide real autonomy to the universities, while recognising and respecting the right of the community to expect the universities to be responsive to its needs. University autonomy has two aspects-internal autonomy and autonomy in relation to external agencies and authorities.

(14.19-14.20)

13. A university is a corporate complex where there is no party in power and no opposition. A system, therefore, needs to be devised through which all constituents could play a meaningful role in the determination of the policies and programmes of the universities.

(14.21)

14. There should be no interference in the day-to-day working of the university nor should there be any possibility of financial means being used to curb the freedom of inquiry and speech. To assure financial autonomy the grants for various

universities should be determined on a block grant basis every five years with an in-built mechanism for meeting normal needs.

(14.22)

15. For the effective participation of all the constituent elements of the university community in discussion and decision making it needs to be ensured that no identifiable groups are excluded from the process. The method of election for the selection of membership to various bodies is not the best method of ensuring democracy and should be avoided unless there are compelling reasons to the contrary as it invariably leads to groupism and factionalism. An appropriate system of rotation should be devised, but it should not be a mechanical process, which brings in a large number of round pegs in square holes or vice-versa.

(14.24)

16. Where elections cannot be avoided, these should be through manageable electoral colleges and only the principle of election by proportional representation through a single transferable vote should be adopted.

(14.24)

17. The academic Council, in our view, should be regarded as the most important academic body, and should deal with general academic issues of the university and be given adequate powers to exercise its authority. It should be a compact body which plays an effective and significant role in determining academic policies and direction.

(14.27)

18. The Boards of studies should play a decisive role in matters concerning the respective disciplines with which they are concerned. There should be two sets of Boards-one for post-graduate studies and the other for under-graduate studies, with an in-built mechanism to ensure a firm working relationship between the activities of the two.

(14.28)

19. The teaching departments should be so organised that these are provided with a competent leadership. These should function on the basis of team spirit and co-operation and the faculty members should, through a competently functioning committee system have a share in the responsibility of looking after its various aspects of departmental work. The committee structure in the department should be so organised that the maximum number of faculty members could participate in decision making process. The Head of department should be able to act as channel of communication between the faculty and the administration.

(14.29)

20. There is a great need for ensuring flexibility in the organization of a university, by which we mean flexibility of the academic structure and the academic needs and requirements.

(14.30)

21. The university system should devise a three-tier machinery to deal with the problems and grievances of students, teachers and members of the administrative and supportive staff. This mechanism should help in growth of a congenial and co-operative climate on the campuses which is so essential for the smooth working of the university.

(14.25)

22. A University Act should provide for broad supervision by the Chancellor who will combine in himself purely ceremonial functions like taking the chair on formal occasions and those of a friend and guide to the system. In dealing with universities, the Chancellor should not be bound by the advice of the Government, though he may seek advice from any source he deems proper.

(14.39)

23. The Acts of the Universities should include provisions for the following Statutory Bodies :--

- Senate
- Syndicate
- Academic Council
- Finance Committee
- Planning & Development Board
- College Development Council, and
- Such other bodies as may be so declared by the university statutes.

(14.45)

24. The Senate should provide a forum where a cross section of the academic community including representatives of different sections of the general community meet together periodically to plan academic programmes of the universities in order to enable them to meet the social needs and to serve as the conscience of the community. The Senate should be a deliberative body, and it should not be involved in the day-to-day administration and supervision in the university set-up.

(14.46)

25. The Syndicate should be the principal executive body of a university for purposes of administration. However, it should not be deemed as the governing body in a hierarchical sense. It should not be concerned with confirming or approving the decisions of the Academic Council regarding admissions,

examinations, courses of instruction and the like. University administration is characterised by shared responsibility at the apex.

(14.49)

26. There should be a Board of Research and Advanced Studies headed by a Dean, whose main responsibility should be to ensure the procurement of necessary facilities for stimulating and maintaining standards of high level research.

(14.59)

27. Faculties comprising related or cognate Departments or subjects should enjoy a large measure of autonomy. They should ensure co-ordination in teaching and inter-departmental programmes, and should at the same time, respect the expert views of the Boards of Studies and the Departments.

(14.63)

28. The Boards of Studies in the university set-up constitute the archstone of the academic edifice. They have a vital and basic role to play. In the matter of planning courses of study, syllabi and textual material they should be autonomous.

(14.66--14.68)

29. Each university should have a Finance Committee to advise the Syndicate on all financial matters including the creation and abolition of posts, preparation of the budget, general supervision of expenditure etc.

(14.69--14.71)

30. We consider the provision for a Planning and Development Board in each University very important not only to undertake planning programmes of the universities, as at present and monitor them but it should be equally concerned with perspective planning in the university over a period of a decade or two. Most universities have some sort of a set up but this needs to be made statutory and given powers and authority.

(14.72-14.73)

31. There should be a College Development Council in each university with provision for a Dean of Colleges. The College Development Council should address itself to the task of co-ordinating the development of affiliated colleges and making proper use of the resources available, in a group of Colleges in a vicinity. We believe that by sharing physical and manpower resources in the neighbourhood considerable improvement in standards can be achieved.

(14.75--14.77)

32. There should be a Students' Council in each university to suggest ways and means to promote corporate life on the campus and to promote co-curricular and extra-curricular activities in the university.

(14.78)

33. With a view to streamlining and strengthening some other important aspects of the working of the university system, the following committees may be constituted in each of the universities in addition to statutory bodies mentioned already :--

- Admission Committee
- Examination committee
- Grievances Committee
- Joint Consultative Committee
- Campus Committee

Their constitution and functions are included in Paras 14.86 to 14.97 of the Chapter, which may be consulted.

(14.85)

34. The role of the Vice-Chancellor is of very vital importance. He has to provide both academic leadership and administrative direction. He should enjoy the full confidence of the teachers, students and other members of the university. For appointing the vice-Chancellor the Chancellor may constitute a Committee consisting of representatives of the U.G.C., representatives of the State Government, and two or three academic persons of academic eminence of his own choice. He may place before the committee any names that he would like to consider and also ask the committee to consider other possible names with the requisite qualities of leadership. The committee may narrow down the list to three and informally discuss the merit of these people with the Chancellor who may then make his final choice.

(14.100-14.101)

35. Considered from all angles we feel the Vice-Chancellor should have only one term of five years, and he should not normally be older than 65 years. He should have the status and emoluments of the highest functionary of the Government with all other facilities that go with his office.

(14.103--14.105)

36. The responsibilities of the Vice-Chancellor are so heavy that most of his time is consumed in looking after matters of routine. Often he is unable to attend adequately to the important work of policy making and development. It is necessary that the Vice-Chancellor should be provided with aids. It has been recommended that each University should have four Rectors-one each for Administration, Academic Affairs, Affiliated Colleges and the Students' Welfare. We are not in favour of having the post of a single pro-Vice-Chancellor for good administrative reasons.

(14.106--14.108)

37. The Deans of Faculties should be appointed from amongst university Professors by rotation according to seniority for a period of two years. They should preside over the meetings of the Faculties and the Committee for Advanced Studies and Research.

(14.110)

38. Teaching Departments in the Universities should be provided with competent and dynamic leadership for proper atmosphere of work. It should be ensured that there is mutual harmony, co-operation and consultation among the faculty members in each department. Selection of the Head of Department is therefore very important. We feel that he should go through rigorous process of selection and should be given a term of four years. Administration within the department should be shared and based on a Committee Structure.

(14.111--14.116)

39. An efficient administrative support system is undoubtedly, a great asset to the functioning of the university. The administrative apparatus should so operate as to ensure, in practice, democratic control of the policies of the university by the academics. The Registrar should play the role of a co-ordinator ensuring implementation of the policy decisions taken by various university bodies as also in the work of the senior functionaries in the office.

(14.117--14.120)

40. The universities should review their statutes/regulations, rules/ordinances and financial rules and procedures. They should free themselves of any obligation to follow the governmental rules and procedures. For this purpose they could secure the services of experts Educational consultants to update their administrative and financial provisions. Till this is done the familiar irritants will continue to vitiate the atmosphere of the universities.

(14.123--14.128)

41. The university functioning should be permeated by the concept of delegation of powers. Not only should the Vice-Chancellor, the Rectors and the Registrar delegate powers to their colleagues and provide opportunities for initiative and undertaking responsibility, but in the teaching departments also the responsibility should be delegated to the departmental committees or the faculty members to manage different aspects of the functioning of the departments. The students should be allowed to manage their own affairs.

(14.131)

42. The provisions regarding affiliation of colleges need to be reviewed immediately. No college, under any circumstances should be given provisional affiliation. The quantum of the endowment fund should be raised to a meaningful amount.

(14.132)

43. Provisions should be made in the Acts of the universities for making certain well established and reputed colleges in Punjab and Chandigarh autonomous colleges. Those departments in universities which were made Centres of Advanced Studies should also be given the autonomous status.

(14.133)

44. The affiliating character of our universities has a definite bearing on the quality of the education imparted as also the slow pace of developmental programmes in many important academic matters. In consonance with the Gajendra-gadkar Committee's recommendations we feel that a City University should be set up in this region, and it should be treated as a central university.

(14.134-14.135)

45. The universities should take adequate steps to promote corporate life among students. A student's Advisory Committee should be set up for the management of hostels/halls of residence, maintenance of discipline and organisation of cultural and other corporate activities.

(14.79-14.80)

46. The present procedure for recruiting teachers has proved inadequate. The teachers' role and responsibility is unique. In the context of the implementation of schemes like, the Personal Promotion Scheme it has become incumbent to devise a satisfactory system of recruitment of teachers at the initial stages so that only persons of merit and talent are recruited and inducted into the university. This has been carefully spelt out in the Chapter.

(14.137, 14.139--14.141)

47. The present pattern of courses, especially up to the degree level, leaves much to be desired. Knowledge has grown very rapidly. As a matter of fact it is getting doubled every six to seven years. Inter-relationship between different fields of knowledge and the concept of cognate subjects have undergone a revolutionary change. There is an urgent need for dividing each subject into a number of units, where each unit has a certain entity of its own. The students should have the choice of designing his own mix depending upon the goals he wishes to pursue under the guidance of his tutors fulfilling certain requirements of course credit. This would also entail changes in the assessment system. The essential need is to provide for a continuous inter-action between the teachers and the students and give him the right to assess his own students--an examination reform which is much too overdue and has been advocated by all Education Commissions and Committees that have examined this matter since independence and with regard to which we have not been able to do anything so far.

(14.142-14.143)

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