



# REPORT

OF THE

## Bombay University Reorganisation Committee

1950



BOMBAY

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**REPORT**  
**OF THE**  
**BOMBAY UNIVERSITY REORGANISATION**  
**COMMITTEE.**

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**CHAPTER I**

**INTRODUCTORY**

1. We were appointed a committee by G. R. (E. D.) No. 5355, dated the 4th of April 1950, which runs as follows:—

“The question regarding reorganisation of the Bombay University consequent on the emergence of the Regional Universities has been engaging the attention of Government for some time past. With the establishment of the Regional Universities, it has become a matter of urgent importance to amend the Bombay University Act, to enable it to play its altered role. The establishment of a number of Universities in the State in place of a single University has given, and is likely to give, rise to various problems *inter se* between the Universities which require solution. Government is accordingly pleased to appoint a committee under the Chairmanship of the Vice-Chancellor, University of Bombay, and consisting of the following members, to report on the question:—

1. The Hon'ble the Chief Justice of Saurashtra, Shri H. V. Divatia, Vice-Chancellor, Gujerat University.
2. Dr. D. D. Karve, Principal, Fergusson College, Poona.
3. Shri B. N. Datar, Pleader, Belgaum.
4. Shri V. N. Chandavarkar, M.A. (Cantab.), Bar-at-law.
5. Dr. H. J. Bhabha, D.Sc., F.R.S., Director, Tata Institute of Fundamental Research, Bombay.
6. Dr. K. Venkataraman, M.A., M.Sc. Tech., Ph.D., D.Sc., F.R.I.C., M.I.Chem.E., Director, Department of Chemical Technology, University of Bombay.
7. Shri R. P. Patwardhan, I.E.S. (Retd.).
8. Prof. A. R. Wadia, Pro-Vice-Chancellor, M. S. Baroda University.
9. Dr. G. S. Mahajani, M.L.C.
10. Dr. Mata Prasad, D.Sc. (B.H.U.), F.I.C., M.Sc. (Allahabad), F.N.I. (Aligarh), Principal, Institute of Science, Bombay.

11. Shri V. S. Patankar, M.Sc., Ph.D., Principal, Siddarth College, Bombay.

Shri S. G. Chitale, M.A., LL.B., Advocate, Principal, Government Law College, Bombay, will act as Secretary to the Committee.

"2. The terms of reference to the committee are as follows :

(a) To consider the effect of the establishment of the Regional Universities on the Bombay University, including its relationship with affiliated colleges and institutions and to make recommendations regarding its future structure and functions.

(b) To consider ways and means for co-ordinating the activities of the various Universities in the State and to make proposals for settlement of problems affecting more than one University.

(c) To recommend a revised constitution for the University of Bombay.

(d) To make any other recommendations germane to the subject.

"3. In making its recommendations, the committee shall take into account the recommendations in Chapter XIII of the Report of the University Education Commission.

"4. The committee should be requested to submit the Report in about two months' time and in order to save time also a draft of the Bombay University (Amendment) Bill on the basis of its recommendations."

2. We held a preliminary meeting on Tuesday the 25th of April 1950. It was decided to issue a Questionnaire in order to elicit public opinion on the problems before the committee. A Questionnaire was accordingly issued on the 4th of May 1950, which is reproduced in Appendix I. Copies of the Questionnaire were sent to several individuals, associations and institutions numbering in all 600. The Questionnaire was also published in the Government Gazette for the convenience of all and wide publicity to the Questionnaire was given in the newspapers through the Director of Publicity. The time for sending replies was originally fixed at 31st May 1950. It was, however, extended by a month as it was felt that because of the intervening summer vacation more time should be given to educationists and others to enable them to submit their replies. We received in all 73 replies. The names of those who submitted their replies are given in Appendix II. We examined 38 witnesses, whose names are given in Appendix III.

3. We held 17 sittings, of which 7 were devoted to hearing evidence. At 3 sitting we discussed the various problems which were before the committee and arrived at our tentative conclusions in regard to the same. The Draft Report and the Draft Bill were discussed at 4 sittings and the Report and the Draft Bill were finalised at the sitting of 9th December 1950. The draft of the Bombay University (Amendment) Bill is given in Part II (Chapter XIII).

4. We were required to submit our Report in about two months' time from the date of the appointment of the committee, viz., the 4th of April 1950. The time for submitting the Report had, however, to be extended from time to time and it was extended last up to the 15th of December 1950.

5. We take this opportunity of expressing our thanks to those witnesses and to others who have given assistance to us in our task by their oral evidence and written replies to the Questionnaire. We also express our thanks to Shri S. R. Dongerkery, Registrar of the University of Bombay, who, though not a member of the committee, was invited by us to attend the sittings of the committee and who in his unostentatious manner rendered valuable assistance to us. We would also like to express our thanks to and to record our appreciation of the very valuable assistance given to us by our Secretary, Shri S. G. Chitale, Principal of the Government Law College, Bombay, throughout the preparatory stage, the conduct of the proceedings before the committee, the final deliberations, as well as the drafting of the Report and the Bill which owes a great deal to his untiring zeal and industry. A Bibliography of the books, reports and publications which he consulted for the preparation of the Report and the Bill is contained in Appendix V.

## CHAPTER II

## THE BOMBAY UNIVERSITY : A RETROSPECT

## 1854 to 1902 A. D.

6. Sir Charles Wood's epoch making Despatch of 1854 is often described as the Magna Charta of English Education in India. This Despatch was the outcome of the investigations into Indian affairs which the British Parliament made in 1853 when they confirmed the East India Company's Charter and of the need that was felt of organising Indian education on Western lines. The model of the London University was kept in view in recommending the establishment of universities in India. We may mention that at each successive stage of university reform in India the London model was sought to be followed; but curiously enough it happened at each stage that we borrowed our ideas from the London University reorganisation—ideas which very few years later the London University itself came to discard. The Despatch mentions in paragraph 24 that "the time is now arrived for the establishment of universities in India, which may encourage a regular and liberal course of education, by conferring academical degrees as evidences of attainments in the different branches of Art and Science, and by adding marks of honour for those who may desire to compete for honorary distinction." The Despatch further laid down that the object of these universities was "not so much to be in themselves places of instruction, as to test the value of the education obtained elsewhere."

7. To carry out these objects mentioned in the Despatch, the Indian Universities Act of 1857 (Act XXII of 1857) was passed. The preamble of the Act which established the University of Bombay states that "for the better encouragement of Her Majesty's subjects of all classes and denominations within the Presidency of Bombay and other parts of India in the pursuit of a regular and liberal course of education, it has been determined to establish a University at Bombay for the purpose of ascertaining, by means of examination, the persons who have acquired proficiency in different branches of Literature, Science and Art, and of rewarding them by Academical Degrees as evidence of their respective attainments, and marks of honour proportioned thereunto." The Act made provision for a Senate and Faculties. The Governor was to be the Chancellor. The Vice-Chancellor was to be nominated by the Governor-in-Council and the duration of his office was for two years. The number of Fellows to the Senate was not to be less than 26. There were 10 Fellows ex-officio: 2 members of the Council of the Governor, the Chief Justice of Bombay, the Bishop of Bombay, the Commander-in-Chief, the Director of Public Instruction, one Educational Inspector and 3

Principals of Government Colleges, and at least 16 others were to be nominated for life by the Governor-in-Council. Four Faculties were created : Arts, Law, Engineering and Medicine. The Act did not provide for any Syndicate. In Bombay however a Syndicate was created by the regulations which the Senate had the power to make, subject to the assent of the Governor-in-Council. The Syndicate was composed of the Vice-Chancellor and seven Fellows elected by the Senate. These were distributed as follows : three for Arts, two for Law, one for Medicine and one for Engineering. The Registrar was elected by ballot. This was the constitution provided by the Act and it substantially remained the same till 1902 although certain minor modifications came to be effected during the intervening years. The system of nomination was not popular as it tended to officialise the University. A small step, therefore, was taken to democratise the Senate. In 1891 the Masters of Arts (M.A.s) and holders of equivalent degrees were given the right to elect from among themselves two Fellows to be nominated by the Governor. This right, which was given initially to holders of a Master's degree, came to be extended in 1900 to all graduates of 10 years' standing. In 1881 the Syndicate was expanded by the addition of one representative to the Arts Faculty to represent Science and in 1898 six more Fellows were admitted to the Syndicate—the four Deans of Faculties and one more representative each for Medicine and Engineering. The result was that in 1900 the Syndicate came to be composed of 15 members.

8. In 1882 the next Indian Education Commission was appointed. This Commission did not bring about any change in the constitution or the working of the universities, because the Government Resolution appointing the Commission observed that it would "not be necessary for the Commission to enquire into the general working of the Indian Universities, which are controlled by corporations comprised of representatives of all classes interested in collegiate education," and that a fair estimate of the results of their operation could always be formed independently of any special inquiry. Thus university education was excluded from the purview of this Commission.

9. The first Matriculation examination under the Act of 1857 was held in Bombay in 1859-60 when 132 candidates presented themselves, although only 22 passed. The examination for the First Year Arts was taken in 1861 when 15 candidates appeared. The first B.A. examination was taken in the same year when six candidates appeared and four passed, among whom may be mentioned the late Mahadeo Govind Ranade and Sir Ramkrishna Gopal Bhandarkar. The first examination for M.A. was held in 1864 when only five students appeared. The

first colleges to be affiliated to the University were four, viz., Elphinstone College, Government Law School, Deccan College and Grant Medical College. By 1902 this number increased to 14.

10. Before we go to the next step in the development of the University in 1902, it will be useful to point out the defects of university organisation during this period. Firstly, the Senate had become unwieldy. No upper limit was prescribed to the number of Fellows to be nominated, with the result that in 1868 there were 175 Fellows in the Senate and in 1900 the number reached 305 in Bombay. Fellowships were given merely as a mark of distinction. That body thus became too large and heterogenous to be effective. In Bombay, however, the large size of the Senate did not so much impair the efficiency of the administration of the University. Secondly, the Act made no mention of the Syndicate at all. In Bombay the Syndicate was created by regulations passed by the University itself. Thirdly, the functions of the University were limited only to the holding of examinations and the granting of degrees, with the result that the University became in effect merely an administrative body and not a university in the real sense of that term. It may be noted, however, that the Wood's Despatch had in fact recommended professorships to be instituted in connection with the universities for the purpose of the delivery of lectures in various branches of learning—Law and Civil Engineering in particular. This recommendation was not fully carried into effect. Fourthly, the Act created only the affiliating type of university. The evil effects of such a type are obvious and will be pointed out in another connection. Lastly, although the University was given the right of recommending colleges for affiliation, no standards were laid down for affiliation, nor was there any provision for periodical inspection, with the result that the University's control over the affiliated colleges was almost nominal.

11. Although this Act was thus severely criticised by educationists of the time, it must be remembered that the Act was passed and universities came to be established in the year of the Indian Mutiny, and it could not be expected, in the political and financial circumstances of that time, that Government would undertake any large and ambitious programme involving great expenditure. It may also be said in its favour that the Act did succeed in spreading higher education in the country. In the words of the late Mr. G. K. Gokhale :

“The greatest work of Western education in the present state of India is not so much the encouragement of learning as liberation of the Indian mind from the thralldom of old-world ideas, and the assimilation of all that is highest and best



in the life and thought and character of the West. For this purpose not only the highest but all Western education is useful.”\*

## 1902 to 1920

12. By 1902, the strain on the universities had considerably increased. The Act of 1857 had stood unaltered for about 50 years and it was felt that the old system of university education needed reform, especially in view of the changes effected in the working of the University of London. Since 1884 there had been a growing opinion in England that a university ought to undertake teaching functions and that it was no true university unless it did so. In 1898 therefore an Act of Parliament was passed to provide for the transformation of the University of London into a teaching university while still continuing to retain its system of examination for external students. The four features of the London changes whose influence is directly perceptible in the discussions in India over the question of the reform of Indian Universities were in the words of the Sadler Commission as follows :—

“The first was the assertion that every university ought to be a teaching university. The second was the principle that no college should be allowed full privileges unless it was thoroughly well staffed and equipped. The third was the principle that teachers must always be intimately associated with the government of the University. The fourth was the contention that the supreme governing body of the University—called, in London as in India, the Senate—ought not to be too large.”†

Government, therefore, undertook the problem of the reform of Indian Universities and on 27th January 1902 appointed a commission “to inquire into the condition and prospects of the universities established in British India; to consider and report upon any proposals which have been, or may be, made for improving their constitution and working, and to recommend to the Governor General in Council such measures as may tend to elevate the standard of university teaching and to promote the advancement of learning.” It may be incidentally mentioned that this Commission was precluded from reporting on secondary education, just as the Commission of 1882 had to leave university education alone. The result of this was that, after 1857 till the appointment of the Sadler Commission, the question of Indian education as a whole, both secondary and university, remained to be examined.

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\*Gokhale's Speeches (1930 Edition), page 235.

†Calcutta University Commission Report, Vol. I, page 65.

13. It must, however, be admitted that no fundamental reconstruction of university education was either sought or brought about by this Commission. The main basis of university education which was laid down by the Act of 1857, viz., the affiliating system, was left undisturbed. Although university education had outstripped all expectations with regard to its expansion, still it would have been possible to render far greater service to higher education in India if the Commission had recommended the creation of teaching universities as it was done only a few years later in Britain. In India, however, owing to large areas over which universities had to have jurisdiction, it was thought that the affiliating type of university would best suit Indian conditions, and this type remained the basis of university organisation from 1857 practically up to 1920.

14. The Indian Universities Commission of 1902 suggested changes principally in three directions: first, the reorganisation of university government; second, the much more strict and systematic supervision of the colleges by the University and the imposition of more exacting conditions of affiliation; third, the assumption of teaching functions by the University within defined limits. The Senate of the University had really become unmanageable as there was no upper limit fixed by the Act of 1857. Persons were appointed Fellows "for purely honorific reasons, and not on the ground of their capacity for, or interest in, academic work. . . Many were busy officials, many were ambitious pleaders, anxious for opportunities of winning status and popularity."\* The number of Fellows of the Senate therefore came to be reduced to a maximum of 100 and a minimum of 50 and their term of office was limited to five years. The ex-officio Fellows were limited to ten in number. The result of this change was to make the Senates reasonably compact and efficient as administrative bodies,

15. Under the Act of 1857 the Senates were not elected bodies, but all Fellows were nominated. Although in Bombay the principle of election was to a very small extent introduced, still it remained to be recognised as a statutory principle. This was done by the Act of 1904. It provided for the election of 20 Fellows, although it was still necessary to secure the approval of the Chancellor, which, however, became a mere formality. In Bombay ten Fellows were elected by graduates of ten years' standing and another ten by the Faculties. The teachers had not secured any representation up to now. But under the Act, 2/5ths of the elected Fellows had to be teachers. The Syndicate received for the first time statutory recognition. It came to be composed of the Vice-Chancellor, the Director of Public Instruction, and 7 to 15 Fellows, ex-officio or elected by the Senate or the Faculties. In Bombay the regulations

fixed this number at 13. Thus we see that the constitution of the two principal bodies was so reformed as to make them effective in the matter of administration. Next, stricter rules were made for affiliation. The staffs of the colleges had to be approved of by the University. Provision for the residence of students and for a library was insisted upon. The universities were called upon to examine the financial resources of the colleges and were to allow the starting of a new college only if there was any need in the locality. Moreover, all colleges were to be open to periodical inspection and report, and all changes in their staff etc. were to be reported to the University. The University also secured the power, subject to Government approval, of disaffiliating a college. These powers necessarily led to the toning up of the colleges. Regulations and bye-laws of the University had still to be approved by Government and what is worse, Government took to itself the power of making alterations and modifications in them. Lastly, Government secured the power of defining the territorial jurisdiction of each university, which power it had not had under the earlier Act.

16. The Act and the findings of the Commission came in for a severe criticism at the hands of the public in India. In the matter of the teaching powers of the University, Section 3 of the Act had provided that :

“The University shall be and shall be deemed to have been incorporated for the purpose (among others) of making provision for the instruction of students, with power to appoint University Professors and Lecturers, to hold and manage educational endowments, to erect, equip and maintain university Laboratories and Museums, to make regulations relating to the residence and conduct of students and to do all acts.....which tend to the promotion of study and research.”

The object of this provision was that the universities should assume teaching functions, which in Britain was thought to be the main work of the university. This change was a desirable and a necessary one; but the late Mr. G. K. Gokhale's criticism on this question is almost prophetic in its implications and worthy of note, because like a true statesman he laid his finger on the exact malady which is still retarding the progress of our University to its long cherished ideal of a teaching university. He said:

“Again in regard to the provisions empowering the universities to undertake teaching functions, I hope I am doing no injustice to the authors of the Bill, if I say that they

themselves attach only a theoretical value to these provisions.....The truth, My Lord, is that, in addition to other difficulties inherent in the position of our universities, their conversion into teaching bodies, even to the limited extent to which it is possible, is essentially a question of funds, and as there is no reason to assume that private liberality will flow in this direction after the Bill becomes law, and Government will not provide the resources necessary for the purpose, these enabling clauses are, as in the case of Allahabad, destined to remain a dead letter for a long time to come. The Government themselves do not seem to take a different view of the matter, as, after including these provisions in the Bill, they are content to leave the rest to time, with the expression of a pious hope that some day somebody will find the money to enable some university in India to undertake teaching functions. While, therefore, I am prepared to recognise that these provisions embody a noble aspiration, I must decline to attach any great value to them for practical purposes."\*

17. Another fact which may be noted in connection with this topic is that these provisions in the Act were interpreted in a very narrow sense. Section 3 of the Act describes the University as being incorporated for the purpose of making provision for the instruction of students, and this would ordinarily mean the whole teaching of the University including undergraduate courses. But the Commission's view was that:

"Inasmuch as the better colleges already make adequate provision for the instruction leading up to the degree of Bachelor of Arts and Bachelor of Science, it does not appear that the intervention of the university at this stage would be attended by good results."†

What was intended to be conveyed by the epithet "adequate" is a debatable point. It was thought that the Act merely required that provision should be made for post-graduate studies.

18. One demand which the Act seems to have partially satisfied was the adoption of the principle of election. The number of elected Fellows was, however, restricted only to 20 out of a maximum of 100 Fellows of the Senate. This was considered a very halting concession made to public demand, as it prevented the universities from being fully controlled by the representatives of the people. Every action of the University was subject to the approval of Government. In fact almost every phase of the university policy and activity was made

\* Gokhale's Speeches (1920 Edition), pp. 237-238.

† Report of the Indian Universities Commission 1902, p. 8.

subject to its supervision. The efficiency of university administration was however considerably increased due to the reduction in the number of Fellows to the Senate, and this efficiency led to the better management of university affairs and supervision over the affiliated colleges. The standard, therefore, both of the teaching and the degrees of these universities, was raised. The standard of colleges was raised and there was a definite improvement in their staff and their equipment.

19. Within a decade of the passing of this Act, i.e., in 1913, and following the changes brought about in England in the work of universities, the Government of India declared its educational policy by a resolution dated 21st February 1913. In dealing with Higher Studies, the Resolution referred to the teaching functions of the universities in the following words:—

“The Government of India desire to see teaching faculties developed at the seats of the existing universities and corporate life encouraged, in order to promote higher study and create an atmosphere from which students will imbibe good, social, moral and intellectual influences.....They trust that each university will soon build up a worthy university library, suitably housed, and that higher studies in India will soon enjoy all the external conveniences of such work in the west.”\*

Although this resolution gave a further impetus to the teaching activities of the universities, it must be said with regret that those activities were confined only to post-graduate courses.

20. The Government of India had offered to the Bombay University a non-recurring grant of Rs. 3,00,000 in 1912, which grant was increased to Rs. 5,00,000 in the following year. A recurring annual grant of Rs. 45,000 was also sanctioned for developing the teaching functions of the University. On receipt of the grant, the Senate decided to start university teaching in economics, to organise post-graduate instruction, to invite distinguished foreign scholars, to develop the university library and to encourage research. In order to give effect to this decision of the Senate, the Bombay University invited in 1914 Sir Alfred Hopkinson, the then Vice-Chancellor of the Manchester University, to help them organise their post-graduate courses. A scheme of post-graduate teaching was drawn up and the University organised courses of lectures for the M.A. examinations by recognising teachers already working in the colleges to do this work. The Department of Sociology was established with Prof. Patrick Geddes as the University Professor of Sociology as a step towards organising the post-graduate work, and it developed into the present University

\* Educational Policy of the Government of India, 1913, para. 46.

**School of Economics and Sociology in 1921.** The University also began to encourage research by making grants to individuals engaged in specific problems and bearing the total or partial cost of the publication of the results of their researches. This was a small beginning which the University made in the matter of the organisation of higher studies and research, and its subsequent developments will be noted hereafter. We may incidentally mention that in 1914 the university courses were reorganised and separate Honours Courses were introduced for the first degree examination in Arts.

### **1920 to 1948**

21. By 1919 the affairs of the Calcutta University necessitated a thorough inquiry and the Calcutta University Commission was appointed. This University had grown unwieldy and some means had to be found out to relieve the University of its burden and to turn it into a teaching university in the real sense of the term. The work of this Commission may be described as monumental. The Commission took evidence of witnesses from all over India and visited many other Indian Universities in order to make a survey of the working of the universities in general. Although therefore its inquiry was limited to the affairs of the Calcutta University, its recommendations came to be regarded as applicable to all the universities in India. The mass of evidence which it collected and the thorough and searching inquiry which it made into university education in India rendered its recommendations worthy of consideration by all universities. We have no doubt that its report is entitled to considerable weight even at the present date.

22. There are several topics on which the Commission made its recommendations. Unlike the Commission of 1882 and that of 1902, this Commission surveyed the field both of secondary and university education. It is not therefore for us to dwell upon all the decisions of this Commission on questions covering a very wide field. But we may mention two recommendations of this commission which affect us. The first is the remedy which it suggested in order to reduce the large number of students seeking entrance into the university. It suggested the institution of Intermediate Colleges, thereby leaving only the undergraduate courses to the universities. We shall have occasion hereafter to deal with this question in some detail, because we are also faced with a similar problem of an ever increasing number of entrants to the University. Secondly, it laid stress on the reorganisation of post-graduate teaching. The result of the recommendations of this Commission was to concentrate, so far as Bengal was concerned, all post-graduate teaching in Calcutta. The idea was that, if post-graduate teaching was concentrated in one place, it could be

managed more efficiently. This was highly desirable and to speak for the Bombay University at least, an impetus was undoubtedly given to the organisation of post-graduate work.

23. On 29th May 1924, the Government of Bombay appointed a committee called the Bombay University Reforms Committee in order to survey the work which the University had done in the past and to make recommendations regarding its reorganisation. The object of this committee can be inferred from the preamble to the Bombay University Act of 1928 which says:

“And whereas it is necessary to reconstitute the said University to enable it to provide greater facilities for higher education and to conduct post-graduate teaching and research in all branches of learning, including technology, while continuing to exercise due control over the teaching given by colleges affiliated to it from time to time, it is hereby enacted as follows :—”

This committee had for its chairman a veteran educationist and politician, the late Sir Chimanlal Setalvad. It is not necessary at this stage to go into a detailed examination of the recommendations made and the work done by this committee. We only mention a few of these recommendations in order to show the improvement which it effected on the previous Act of 1904. It may be mentioned that between 1904 and 1928 the subject of university education had become a provincial subject and the Act of 1928 was passed by the local Legislature.

24. The committee recommended that it was desirable for Bombay to become a teaching university. For that purpose the committee found it necessary to recommend the concentration of all the city colleges of the University round its present site. This, however, remained a dead letter. Next, it recommended the establishment of additional universities in the Province. In its opinion Poona was already ripe for such a university and therefore it recommended the establishment of the Maharashtra University at Poona. Thirdly, it recommended that the University should undertake post-graduate teaching. The University has followed its advice and made earnest efforts to start University Departments for the study of certain subjects. The Department of Technology was started in 1934, as a result of which the Faculty of Technology came to be instituted. It also recommended that English should remain as the medium of instruction in the University, though the regional languages were to be adopted as the media of instruction in schools. In the matter of the reform of the constitution, the advance which the University made is

reflected in a number of provisions in the present Act. It first of all instituted the Academic Council to work as a sort of a liaison body between the Syndicate and the other bodies of the University. It seems to us somewhat strange that we waited till 1928 to have the Academic Council in our University. The Academic Council is a very important body whose recommendations in academic matters have been ordinarily accepted by the Syndicate and which is in charge of all direction and organisation of academic matters. This Academic Council has 35 members and is composed mainly of university and college teachers.

25. In order to organise post-graduate studies, the Bombay University Act of 1928 provided for the setting up of a Board of Post-graduate Studies. Another important change brought about by the Act was to introduce in a large measure the elective element in the constitution of the Senate. As a result of this we have 93 elected Fellows of the University as against 40 nominated. The teachers also were enabled to send their representatives to the Senate direct and thus teachers, on whom any university should mainly rely for the maintenance and improvement of the standard of university education, came to have some representation on university bodies. In order to make the Senate thoroughly representative of the people and the various local interests, representation was given to Local Boards, District Municipalities, the Bombay Corporation and public associations and bodies such as the Millowners' Associations of Bombay and Ahmedabad, the India Merchants' Chamber and the Chamber of Commerce. In extending the right of representation to these various interests, the idea was to associate them with the work of the University, so that the University may not be isolated and that it may reflect the thoughts and the aspirations of the people in the province. We may sum up the work of this Committee in the following words of the Registrar of the University, Shri S. R. Dongerkery:—

“As often happens with reports of this nature some of the recommendations bore no fruit, a good many found their way into the Bombay University Act of 1928, while others remained in cold storage until they were adopted by the University, almost imperceptibly, as it developed along the lines chalked out by the new Act. The proposal to form a university campus was not given any consideration worth the name, nor was any action taken on the suggestions that the University should take over the Government Law School and that it should institute a Chair for Pharmacology and Materia Medica, a faculty of Fine Arts and degrees in Painting, Sculpture, Architecture and Music. On the other hand, thanks to the infiltration of progressive



ideas, new degrees in technological subjects like Veterinary Science, Textiles and Pharmacy and Doctorates in various Faculties have been instituted. In the same way physical training for college students has come to stay as an integral part of college education. Enthusiasm for military training created by the Second World War brought about an expansion of the U. O. T. C. .... The most striking feature of the Act of 1928 is the predominance it has given to the elected over the nominated element in the constitution of the Senate, thus making a further advance in democratisation than the Act of 1904 did. Under that Act the ratio of the elected to the nominated Fellows was 1: 4. The Act of 1928 provides for the election of 93 Fellows as against 40 nominated Fellows. It has also broadened the constitution by making the Senate represent a large variety of interests. In addition to the old constituencies of registered graduates and faculties, new ones have been created for college and university teachers, Principals of colleges, Headmasters, Municipalities and Municipal Boroughs, Local Boards, Chambers of Commerce, the Millowners' Associations of Bombay and Ahmedabad. In this way the University has been brought into a close touch with the public and commercial interest in the city and the province."\*

26. In 1929 the Simon Commission was appointed to report on constitutional reforms in India. This Commission was also asked to report on the growth of education in British India. For this purpose an auxiliary committee was appointed, popularly known as the Hartog Committee after its chairman Sir Philip Hartog, who had also been a member of the Sadler Commission. This committee mainly dealt with primary and secondary education. With regard to university education, it contended itself by appreciating the marked improvement which the universities had made in their methods of teaching and the amount of original work that had been done. It also deplored the importance given and the exclusive attention paid to examinations and the overcrowding of colleges with students who were not fitted for university education.

27. One of the first fruits of the Bombay University Act of 1928 was the establishment of the Department of Chemical Technology in 1934. The Department has made phenomenal progress and is today the only institution of its kind in India. This Department made a beginning in 1934 with a grant made by the Syndicate from the General Fund; the Department was housed in the East-Wing of the Institute of Science which was placed at the disposal of the University by the Government of

\* "Bombay's University And Colleges" — (Bombay Citizenship Series) — p. 7—9.

**Bombay.** In 1934, the **Tulsidas Surji Endowment** of Rs. 1,47,200 for the construction and equipment of a dye-house and the **R. T. Modi Endowment** of Rs. 2,80,000 for the creation of a Chair of Chemical Technology were received. In the succeeding years generous support was forthcoming. The **Singhane Endowment** (1939) of Rs. 12,83,000 enabled the University to create several readerships, lectureships and research fellowships, and at the same time the University undertook to spend an equal amount from its own funds on new buildings for the Department. A site of 16 acres was purchased at Matunga and the new buildings, the total cost of which ultimately came to about Rs. 20,00,000, met entirely from the general fund of the University, were completed in 1944. In June 1943 when the Department moved to its own buildings at Matunga the Government of Bombay sanctioned for the Department an annual recurring grant of Rs. 34,000. The Council of Scientific and Industrial Research has sanctioned grants varying from Rs. 49,000 to Rs. 54,000 per annum for maintaining the section of Technology of Intermediates and Dyes, including a Chair in Dye-Stuff Technology and a Readership in Colour Chemistry and six research Fellowships. More recently, the Ministry of Education, Government of India, sanctioned a capital grant of Rs. 9,50,000 and an annual recurring grant of Rs. 1,00,000. As a result the number of admissions to certain sections of the Department and for research has been increased and students will be admitted in June 1951 to a new four-year course in Chemical Engineering following the Intermediate Science. Until recently, admission to the Department was restricted to graduates of the University of Bombay, but the admission to most of the sections of the Department have now been thrown open to graduates of all Indian universities.

The following further endowments were received during 1941-1948:—

	Rs.
(1) Palamkote Endowment (1941) ...	40,000
(2) Sir Dorabji Tata Trust Endowment (1942) ...	2,00,000
(3) Rao Bahadur Poonamchand Kotawala Trust Endowment (1943) ...	1,00,000
(4) Sir Homi Mehta Endowment (1944) ...	7,00,000
(5) Bombay Millowners' Association Endowment (1944) ...	4,02,000

	Rs.
(7) Hindustan Vanaspati Mfg. Co. Ltd., Endowment (1947) ...	30,000
(8) Sir Bomanji J. Wadia Endowment (1948) ...	1,00,000
(9) Indian Salt Association Endowment (1948) ...	12,000

28. The University Expansion Committee which was appointed by the Syndicate in November 1934, pursuant to a resolution of the Senate, submitted its report in 1941, proposing the expansion of the University Departments of Economics and Sociology by the addition of new Lectureships, and recommending the establishment of a Department of Experimental Psychology, a Department of Mathematics and a Department of Military Studies. A new Chair of Political Science was established and the Department of Civics and Politics began functioning from November 1948 as part of the School of Economics and Sociology. The Department of Statistics was started in September 1948.

29. After the advent of Independence in 1947 the University Education Commission was appointed on 4th November 1948 under the Chairmanship of Dr. Sarvapalli Radhakrishnan who visited all the universities and colleges in the Dominion of India, interviewed the authorities of the universities, university teachers and various public men and educationists, and published an exhaustive and comprehensive report in December 1949. We shall deal with their specific recommendations relevant for the purposes of our present enquiry in their proper places in the following Chapters.

## CHAPTER III

## THE ESTABLISHMENT OF REGIONAL UNIVERSITIES

**Movement for Additional Universities**

30. The movement for the establishment of additional universities in the State started with the holding of the Bombay Presidency Educational Conference under the Presidentship of the late Sir Narayan Chandavarkar in 1917. A resolution was adopted at the said conference in favour of the establishment of five universities, one for each of the five linguistic divisions of the Presidency, Sind being then a part of our Province. In 1924 the Government of Bombay appointed a committee to consider the question of university reform under the Chairmanship of the late Sir Chimanlal Setalvad. One of the main things which this committee had to consider was whether it was desirable and feasible to institute other universities at mofussil centres. The committee scrutinised the large volume of evidence before it and recommended that four new universities be created, viz., for Maharashtra, Gujerat, Karnatak and Sind.

31. This committee considered very carefully the pros and cons of the question of the establishment of additional universities and recommended as follows:—

“We have considered very carefully the general question whether there is need in this Presidency of one or more new universities. We have finally decided that it is in the interest of the development of higher education that new universities be created in the principal natural divisions of the Presidency, Maharashtra, Gujerat, Karnatak and Sind, when conditions at those centres are ripe. In arriving at this decision two considerations weighed heavily with us, first the belief that there was need of a wider diffusion of higher education through the Presidency and that decentralisation of the university and the institution of additional colleges suitably equipped at a variety of centres would materially hasten the diffusion, each college becoming a centre wherein culture will filter through the surrounding districts.....Secondly, we are impressed with the need of developing interest in the study of local culture, literature, history and conditions of life and feel that this could be best done by local universities. We do not think that there is much real danger of such universities becoming centres of disruptive or centrifugal forces as the new universities will be associated with wide areas such as we propose.”\*

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\* Report of the Bombay University Reform Committee 1924, p. 46.

Ultimately the committee expressed its opinion that Poona alone was ripe for the establishment of a new university. The report of the Setalvad Committee was published on 18th May 1925. The Senate of the Bombay University also passed a resolution in 1926 on the subject.

32. The next step towards the establishment of additional universities was taken when the Government convened a conference of educationists, representatives of the Bombay University and other interests on the 7th and 8th of July 1933 to discuss the policy of the gradual establishment of Regional Universities in the Province. The object of this conference appears to have been to examine the recommendations of the Setalvad Committee in respect of additional universities. The first item on the agenda before the conference was as follows: "Is it desirable to accept the policy of the gradual establishment of regional universities for specialised areas as recommended by the Committee on University Reforms?" The question was fully discussed and different views were expressed. The result of the conference was summarised in a Government Communique as follows:—

"The balance of opinion on the whole was against the formation of regional universities with powers of affiliation over external colleges."

A considerable body of opinion was in favour of unitary and possibly regional universities, where conditions were favourable and very adequate finances were forthcoming. As the consideration of this type of university did not strictly fall within the scope of the agenda before the conference, this alternative proposal was not even fully discussed. It appears that there was no unanimity of opinion in favour of any particular scheme and the question was therefore not pressed further.

33. A further move in this direction was made when Dr. G. S. Mahajani, who is a member of our committee, moved, on 20th of September 1937, the following resolution in the Bombay Legislative Council:—

"This Council recommends to Government to take early steps to establish *additional* universities in the Presidency to meet the increased demand for higher education and facilities for research." \*

The italicised words indicate the points which the mover stressed. In the course of the discussion Dr. Mahajani made it quite clear that he was not asking for *Divisional* Universities, *Regional* Universities, or *Unitary* Universities, but that he

\* Bombay Legislative Council Debates, Volume I, 1937, p. 186.

wanted the Government to accept the principle of the establishment of additional universities. The principle underlying this resolution was accepted by the Hon'ble Shri B. G. Kher in the following words:—

“This question is of vital importance to the cause of education in this Presidency,.....Fortunately the resolution is one which discusses the principle of additional universities generally and not the establishment of a particular university for any particular Province. As the Hon'ble Member has worded his resolution, it reads ‘establish additional universities in this Presidency to meet the increased demand for higher education and facilities for research.’ No Government would oppose the additional demands of higher education for the advancement of learning in its own territory. . . . This is a subject where we all have to be very careful before we arrive at definite conclusions. From this point of view, what I would like to say on this resolution is that the Congress has already accepted the principle of Provinces on a linguistic basis. We have no objection in principle to the establishment of additional universities, provided the necessary safeguards and conditions are present, to some of which I have already referred.”\*

This policy of Government was reiterated by the late Shri A. B. Latthe, the then Finance Member, in his speech on the budget for 1938-39. This is what he stated:—

“There is in the opinion of Government no doubt that the future development of higher education in this Province must be on the lines of three new universities or university centres specialising in certain subjects in which the three centres I have mentioned afford the best opportunities for research. . . . This natural culmination of the intellectual movements in our province must indeed await very much more progress than has now been attained. But it will be admitted by all that Poona has already established its claim to some definite steps forward towards the establishment of a university there. The revival of the Deccan College on lines indicated here will pave the way for the fulfilment of the long cherished hope of Maharashtra in this matter and prove beyond question, if indeed such proof was needed, the Government's earnest desire to help in the creation of a university on modern lines in Poona, a university which will not lead the intellectual life of our Province on narrow, parochial or sub-provincial lines but will be the second of a sisterhood of four universities which will work together for the advancement of knowledge so that the highest training in intellectual pursuits will be available to all persons in the Province without any one in them having to go one step out of it.” †

\*Ibid, p. 199

†Bombay Legislative Assembly Debates, Vol III, part I, pp. 51-53.

34. We have traced, in brief, the movement for additional universities in this State. Two things seem to us to emerge from this discussion. The first is that additional universities were deemed to be necessary in order not only to lessen the burden on the one university for the whole State, viz., the University of Bombay, but also to meet the increased demand for higher education and facilities for research. Secondly, Poona was already quite ripe for the establishment of the Maharashtra University and its claims come to be conceded by all.

### **Maharashtra University**

35. The agitation however for the establishment of a university for Maharashtra dates back to 1917 when the Bombay Presidency Educational Conference was held under the Presidentship of the late Sir Narayan Chandavarkar. The Maharashtra University Association and the Maharashtra University Committee came to be established in 1928 and 1932 respectively. A deputation on behalf of these waited on the Hon'ble Shri B. G. Kher in September 1937. After the declaration of the Government policy in 1937 in favour of the establishment of additional universities, another deputation waited on Sir J. R. Madan, the then Advisor to the Governor and in charge of Education, in June 1941 with the object of inducing Government to give a concrete form to the establishment of a university at Poona. As a result of this conference, on February 7, 1942, Government appointed a committee under the Chairmanship of the Rt. Hon'ble Dr. M. R. Jayakar in order "to report on the question of the establishment of a university for Maharashtra in the Bombay Province and to make recommendations as to its form, constitution and jurisdiction." The committee submitted its report on August 6, 1943, recommending a regional university for Maharashtra, and as a result of the recommendations of this committee, the Poona University Act was passed in 1948.

### **Karnatak University**

36. The desire to have a university for Karnatak took shape in the form of an agitation in 1926 over the inclusion of the Bellari District within the jurisdiction of the Andhra University. The Karnatak University Conference was held at Belgaum in 1942 and again at Dharwar in October 1943. September 22, 1946, was observed in Karnatak as "Karnatak University Day". The Government, having accepted in general the principle of regional universities in the Province, appointed a committee in April 1947 under the Chairmanship of Shri Justice N. S. Lokur, to make recommendations as to the form, scope, constitution and jurisdiction of a university for Karnatak.

The committee submitted its report on May 20, 1948, recommending *inter alia* the establishment of such a university. The Karnatak University Act of 1949 was the logical result.

### **Gujerat University**

37. In furtherance of the same policy, a committee was appointed in April 1947—in the same month and year as the committee for Karnatak—under the Chairmanship of Shri Justice M. C. Chagla, as he then was, to make recommendations as to the scope, form, constitution and jurisdiction of a university for Gujerat. Shri Justice Chagla having expressed his inability to serve on the committee, the Government appointed Shri G. V. Malvankar as the Chairman of the committee. The committee published its report in the year 1949, and the Gujerat University Act, 1949, was passed to establish and incorporate a teaching and affiliating university for Gujerat.

38. It may be mentioned that the preambles of the Acts of the three regional universities abovenamed show that these universities were established “as a measure in the decentralization and re-organisation of university education in the Province of Bombay.”

### **Baroda University**

39. The agitation for the establishment of a university for Gujerat had its root in the desire of the late Maharaja Sayajirao Gaikwad to establish a university for Baroda. The primary object in this case was to have a teaching and residential university at Baroda. The desire for the fulfilment of this object of the late Maharaja led to the appointment of a committee under the Chairmanship of the Hon'ble Shri K. M. Munshi to consider the question of the early establishment of the University of Baroda. The committee published its report on the 9th of March 1948, recommending the establishment of a university for Baroda, and the Government of Baroda accordingly passed an Act in April 1949 to establish and incorporate a teaching and residential university at Baroda known as the “Maharaja Sayajirao University of Baroda.”

### **Indian Women's University**

40. To complete the history of the rise of these various universities in the State, we may mention that Government accorded statutory recognition to the S. N. D. T. Indian Women's University. This university was established by Dr. Dhondo Keshav Karve, one of the earliest and greatest social reformers in Maharashtra, at Hingne, in 1916, and Government ultimately gave statutory recognition to it by passing the Shrimati Nathibai Damodar Thackersey Indian Women's University Act, 1949.



## Consequences

41. The emergence of regional universities has brought in its wake a number of difficult problems which await solution. Unnecessary and wasteful duplication of work in the matter of research and post-graduate studies and even of work at the under-graduate level, especially in professional courses, has to be avoided. The economics of the problem of university education must receive its due attention. How to procure the tools and sinews of war with which the universities will have to fight their battles? No machinery has been set up for the judicious distribution of finances, slender as they are, among the various universities. The greater problem of finding finances for carrying on the work of these universities is now facing them. Migration of students and equivalence of examinations have to be provided for. It is feared that the standards of examinations are likely to differ and difficulties are then bound to arise in the matter of equivalence. These difficulties are greater especially in the case of professional examinations such as Medicine and Law, where the Judicial and Medical Services are under the control of one State Government. The universities in the State must now try and evolve a co-ordinated plan in regard to the reorganisation of university education in the State as a whole. This task, in our opinion, is really a formidable one and we hope that good-will will enable the universities in the State to achieve this common aim and object.

42. It appears that the Government became alive to these difficulties and with that end in view on 1st November 1949 the Hon'ble Shri B. G. Kher convened a meeting of the Vice-Chancellors of the various universities in the State to discuss measures to secure liaison and co-ordination of the activities of the universities in the State of Bombay. The Syndicate of the Bombay University passed a resolution requesting the Vice-Chancellor to convene a conference of all the Vice-Chancellors of the regional universities in the State of Bombay to consider the question of the setting up of a Joint Board, as contemplated. An informal conference of the Vice-Chancellors of the statutory universities in the State of Bombay was accordingly convened on 24th April 1950 and a Joint Board of the universities in the State of Bombay was constituted on that day. In view of the altered situation arising in consequence of the establishment of the various regional universities of Poona, Karnatak and Gujerat, a letter was addressed by the Secretary to the Government of Bombay, Education Department, on 8th March 1949, to the University of Bombay on the subject of the reorganisation of the University and its finances. The letter reads thus:—

“I am directed to state that with the emergence of the remaining two regional universities, the Bombay University

will have to cater only for the needs of higher education in Greater Bombay area. It will be necessary to examine the questions of reorganisation of the university and about its finances. Proposal for necessary amendments of the University Act will also have to be worked out. Government considers that the university may itself appoint a sub-committee to go into all these and related questions and make recommendations. I am now to suggest that such a sub-committee may be appointed and the proposals of the university on the sub-committee's recommendations may kindly be forwarded to Government within about three months."

The Syndicate at its meeting held on 26th March 1949 thereupon appointed a committee to consider and report on the question of the reorganisation of the University and to submit proposals for the necessary amendment of the Bombay University Act in view of the emergence of the regional universities.

This committee appointed a sub-committee to consider the question of the finances of the University in the new set up. The report of the sub-committee was adopted by the committee and the committee made its report to the Syndicate on 7th January 1950. The report was approved by the Syndicate and ultimately by the Senate at their meetings held in February 1950. The report, as finally approved, was sent to the Government on 15th March 1950.

43. The Government had also been considering the problem created by the emergence of regional universities in the State and by its resolution dated 4th April 1950 appointed the Bombay University Reorganisation Committee as already stated in the introductory chapter. It is under these circumstances that the committee came to be appointed and it will be now our endeavour to discuss the problems which are facing us in the new set up.

## CHAPTER IV

## NEW ROLE OF THE BOMBAY UNIVERSITY AND MEDIUM OF INSTRUCTION

**New Role of the Bombay University**

44. The effect of the emergence of the various universities in the State has been to reduce the Bombay University to a manageable size. A few facts will bring home the extent of growth in the University's proportions. Its jurisdiction in the past extended from the extreme north in Sind to Karwar in the south. In 1860 the number of students who appeared for the Matriculation was 132. This number rose to over 54,000 in 1948. The number of students in its affiliated colleges in 1860 was very small. This number increased to 43,090 in 1947. Originally this University had only four colleges affiliated to it. The expansion of university work will be seen from the fact that this number rose to 83 in 1948. These facts are eloquent. The regional universities have had the effect of reducing this burden of the Bombay University, which will now be confined to the Greater Bombay area. This limitation of jurisdiction will enable this University to achieve its long-cherished ideal of becoming a teaching university.

45. The future University which we are visualising for Bombay is a city university, which can in no sense be termed a regional university. It will serve the needs of a population having no single regional language or culture of its own. The inhabitants of the city are so diverse in their character and speak such a variety of languages that the city has acquired a cosmopolitan outlook. This University will undoubtedly serve, in a sense, a region, viz., Greater Bombay, but, for that matter, it will be a mistake to call it a "regional university". On the contrary, if facilities for the special courses of study that are available in Bombay and which other Indian universities lack are taken full advantage of, then the Bombay University will draw its students from all over India and will assume an all-India character. Great are the opportunities which it has in future! We have no doubt that the geographical location, the natural environments and many other distinct facilities which are available here will go a great way to raise the status of this city University if sufficient advantage is taken of them.

46. The Bombay University should concentrate more on certain aspects of education for which it has special facilities. It has an atmosphere of industrial and technical life which other universities of the State like the Poona and the Karnatak do not have. Bombay has a long natural sea-coast. It can, therefore, undertake studies in naval construction. Bombay is an important international air base, which will provide ample opportunities for developing aeronautics. With a port and a technical atmosphere, Bombay can and ought to

have special courses in technology comprising engineering, textile technology, textile chemistry, marine engineering, etc. With a large number of factories of various types working in the city, Bombay provides unique opportunities for industrial research, industrial organisations and the study of labour problems. Bombay has a number of well-equipped hospitals and specialised institutions devoted wholly to certain special aspects of medical science. With a vast population it has great opportunities of studying various diseases. It is the home of very eminent surgeons and physicians. The Bombay University must make strong efforts to encourage advanced studies and research in medical science. Bombay is a huge centre of commerce. It has a large number of banks, stock-exchanges, facilities for forward contracts etc. The Reserve Bank of India has its head-quarters here. The highest seat of judgment in the State, viz., the High Court, is located here with the Bar Council and strong Bars, whose members have won all India fame. Bombay thus possesses excellent opportunities for the study of and research in Law. With all these and similar facilities available, the Bombay University can develop the study of Mercantile Law, Public and Private International Law and Constitutional Law. We may also mention Public Administration as a subject for the study of which Bombay provides unique opportunities. We have got here the Municipal Corporation, the Port Trust, the Reserve Bank of India, and a number of large commercial firms. The study of Public Administration, therefore, should in future be a special feature of the Bombay University. The study of foreign languages is another branch of education for which the Bombay University must provide proper facilities. Bombay's location as the Gateway of India and its international and commercial importance bring to the city foreigners from all over the world. These foreigners, speaking different languages, can be induced to render service to the University for the purpose of teaching these languages. There is already an Institute of Foreign Languages in Bombay. Efforts must be made to expand and develop the activities of this institution and make it available to the students of the University. We can go on adding instances to show that Bombay has distinct natural, geographic and other special features which will provide the University with facilities for the study of various subjects for which the other universities do not and cannot make provision. Industrial organisations, foreign languages institutions, labour, banking, commerce, technical education, public administration, medical and scientific research—all these must receive in future greater attention of the University and it must concentrate on these if it is to play successfully its new role in university education. If these facilities and resources are fully explored and developed and proper courses framed, we

feel quite sure that students from all over India will flock to the Bombay University and this will be in the interest of India as a whole, and the Bombay University in particular. We are strongly of the opinion, therefore, that the Bombay University should develop these resources and explore the possibilities of taking the fullest advantage of the opportunity that has come in its way and start various departments to provide for the growing needs of the country.

47. It was suggested to us by the Hon'ble Shri K. M. Munshi that to give inter-provincial status to the Bombay University, it should adopt English as the medium of instruction. He pointed out that English is losing its importance in other universities in India, yet the best students still want to study English. He also opined that if the Bombay University specialises in the study of English, it will keep a high standard for its degrees. There is no doubt that, if we adopt English as the medium of instruction for the Bombay University, it will, probably, in times to come, be the only university having English as the medium of instruction. If we accept the suggestion, we may draw students from all over India to the Bombay University. But according to the Constitution of India Hindi will come to be adopted at the end of 15 years as the official language of the Union for all legislative, administrative and judicial functions. Much as many of us may appreciate Shri Munshi's point of view and like to adopt the suggestion, we do not think in an independent India this domination of a foreign language will be tolerated for a longer time than necessary.

### **Medium of Instruction**

48. This brings us to the question of the medium of instruction which should be adopted in the Bombay University, and this question is a puzzling one, though not without an answer. The directive which our Constitution has given is to be found in Part 16, Chapter 1 of the Indian Constitution. Section 343 enacts that "The official language of the Union shall be Hindi in Devanagari Script." Clause (2) of the section runs as follows :—

"Notwithstanding anything in clause (1), for a period of 15 years from the commencement of this Constitution the English language shall continue to be used for all the official purposes of the Union for which it was being used immediately before such commencement."

It will be seen therefore that the Constituent Assembly envisaged that Hindi would replace English at the end of 15 years. Although provision was made for adoption by the States of regional languages or Hindi for official purposes of the States, a special directive was given by the Unions for the development of the Hindi language, so that it may serve as a medium of expression for all the elements of the composite culture of India.

49. On the question of the medium of instruction, the University Education Commission sympathised with the natural desire of the people to do away with English in these words:—

“National pride legitimately felt hurt at the idea of an alien language occupying a dominating position in the field of national culture. Thus as the national struggle gathered force the desire for the adoption of an Indian language as the means of inter-provincial intercourse, of administration and of higher education gained in strength and volume.”\*

The Commission, however, pointed out that “The question is a complicated one and does not admit of an easy and immediate solution.” After pointing out the difficulty, they considered the claims of Western Hindi in any of its forms and expressed their feeling that “questions regarding its development to make it a fitting instrument of elevated discourse capable of expressing the widest range of thought will have to be tackled, for this language will eventually be used in the federal legislatures and the highest tribunals of justice, and in all federal administrative work. This will become the language of business, of philosophy and science, of the highest teaching and research.”† They then discussed the claims of various Indian languages to become the official language of India, and were inclined to favour High Hindi. But they felt that this language had not reached a stage in its development which would make it possible for it to be adopted as the medium of instruction in universities. They therefore hesitated to recommend the adoption of this language, for the matter of that of any one Indian language, as the medium of instruction for university education and made a somewhat halting recommendation to the following effect:—

“(3) That for the medium of instruction for higher education English be replaced as early as practicable by an Indian language which cannot be Sanskrit on account of vital difficulties.

(4) That (i) pupils at higher secondary and university stages be conversant with three languages, regional language, the Federal language and English (the last one in order to acquire the ability to read books in English) and (ii) Higher education be imparted through the instrumentality of the regional language with the option to use the Federal language as the medium of instruction either for some subjects or for all subjects.”‡

\*Report of the University Education Commission 1949, p. 96.

†Ibid. p. 307

‡Ibid. p. 326.

This failure to give a definite lead to the universities in the matter of the medium of instruction has left the door open for regional universities either to adopt the regional language or the Federal language as the medium of instruction. It will be highly detrimental to the progress of advanced studies and research in India as a whole if the Indian universities were to exercise this option in favour of the regional languages of their own. Co-operation between the universities in the matter of higher education will be rendered difficult. Exchange of university teachers and migration of students will be almost impossible. The advantage which otherwise the universities would have had of working together in order to extend the frontiers of knowledge will be lost. Each one will move in its own orbit and there will be no free exchange of ideas. It is highly desirable that the universities should adopt one language, whether it be Hindi or English, as the medium of instruction with the result that a mighty current of ideas might flow throughout the land so that any university could drink deep and quench its thirst for knowledge. Adoption by the universities of their regional languages as medium of instruction will be highly detrimental to the cause of higher education in the country. We are conscious that a strong zeal to be allowed to express oneself in one's own mother tongue beats high in the human heart, but a little sacrifice will have to be made in the interest of the motherland to give her a high place among the nations of the world. While it is still possible for an Indian student to express his intimate feelings and sentiments in his own mother tongue, the golden fruits of his higher studies, research, discoveries and intentions must be rendered into a current coin to be acceptable to all his fellow workers in other universities. A common language is the best adhesive element which will cement the efforts of all researchers after truth into a unity and India badly needs such an element. A common language would also enable the students of the various universities to compete in the All-India Services, like the Indian Administrative Service, the Indian Accounts Service, the Indian Police Service and the like, and would also enable them to develop an All-India, as opposed to a Provincial, or a regional, outlook. We are, therefore, of the opinion that in spite of many obstacles in the way, the universities should adopt one language as their medium of expression.

50. The Inter University Board at its meeting held at Nagpur on 24th August 1950 discussed this question of the medium of instruction at the university stage of education and passed the following resolution on the subject :—

“The Board realises that the subject ‘medium of instruction’ is beset with many difficult problems, and therefore requires very careful consideration. Whatever method

be adopted, it must be a process of evolution leading to a gradual development of sufficient material to utilise the language concerned as a suitable medium of instruction at the university stage.

The Board feels that if fissiparous tendencies are not to develop and extreme provincialism to spread, there is need for the universities to have a common language. A common language is also necessary to enable students and teachers to migrate from one university to another, and generally for inter-university contacts.

While an Indian language has to be substituted for English, at the same time, at present the approach may have to be cautious so that educational standards and educational methods may not be seriously interfered with.

The Board realises that in certain areas the regional language or the language of the State is considered suitable for being introduced as the medium of instruction at the university stage. But even in such cases, at this stage of development of higher education, there will be serious difficulties in producing suitable text-books of highest standards and in finding teachers in sufficient numbers in the higher grades of learning. Educational institutions should not, therefore, be deprived of the freedom to continue to use English as the medium of instruction for the time being. The Board recommends that All-India Institutions of Teaching and Research should for some time to come continue to have English at least as one of the media. The difficulties connected with the medium of instruction are much greater in multilingual areas, and in institutions which are designed to draw students from all parts of India. In such cases English may have to be retained until the national language can be substituted.

With a view to facilitate the evolution of a common language the universities should be liberally financed by the Union Government in particular and the State Governments in general to enable the student to learn the language of the Union at a higher level and if possible take their education in the language of the Union.

The Board notes that certain institutions are carrying on the experiment of using an Indian language as the medium of instruction or of encouraging the study of a common Indian language. The Board is of opinion that universities which are willing to impart education in the national language should be allowed to do so and necessary financial aid should be given."

51. In a sense the problem before the Bombay University in this connection is simple. With a cosmopolitan population



speaking various regional languages, the Bombay University cannot adopt any one regional language for imparting education to its students. The choice, if at all, is left between English on the one hand and the federal language on the other. We cannot forget the debt which we owe to the English language. Whatever sentimental grounds one may have against the adoption of a foreign language for the purpose of education, it cannot be doubted that it is this language which opened our minds to western culture and civilisation. It is from its literature that we imbibed the ideas of democracy and freedom. It must also be admitted that it will take some time before Hindi can be adopted for inter-provincial intercourse. We therefore feel that English will have to be retained in the Bombay University as the medium of instruction for at least a period of 15 years, until an Indian language is ripe for federal use and as a vehicle for the expression of higher ideas. But we are firmly of the opinion that as and when the Indian Union adopts Hindi as the federal language, it should replace English in the Bombay University.

52. The adoption of Hindi for university education is a matter which bristles with difficulties. It must be pointed out that the University cannot adopt Hindi until it is taught in the secondary schools. Hindi will have to be taught not up to the third standard as it is done to-day but up to the matriculation stage. It must be given a very important place in the curriculum of the secondary schools, and then only will it be possible for students to learn and express themselves in that language at the university stage. There are many obstacles in the way. Technical and scientific terms present one difficulty. Paucity of books in Hindi of a sufficiently high standard to be able to be used in colleges is another. The work of translating books from a foreign language into Hindi is third. Many hurdles have to be crossed, but the difficulties are not insurmountable and one need not wait until all of them are removed. What is necessary, however, is that the students must gain sufficient familiarity with Hindi and acquire adequate facility of expression in that language so that they will be in a position to receive instruction given to them in Hindi at the university stage. This cannot be acquired overnight, and the way is long and hard. Once it is covered there is no reason why Hindi should not come into its own. We, therefore, recommend that Hindi should be adopted as the medium of instruction by the Bombay University as soon as it can do so.

53. We, at the same time, feel that English must not lose its importance, both in the secondary schools and in colleges. Hindi will be the medium of expression for inter-provincial affairs, but English has assumed an international status; and if India has to play an important part in international affairs, importance of English cannot be over-stated. This will necessitate

our students being tri-lingual, but it is not an unmixed evil. We feel that English and Hindi will have to have an almost equal importance in the University of Bombay. Students will learn Hindi for inter-provincial purpose and will acquire sufficient proficiency in the English language to enable them to carry on advanced study and receive advanced instruction in their own subject. We feel that students who come out of the Bombay University will have a prominent part to play in the political life of this country and in the development of industrial and commercial prosperity of the nation and also contribute to a large extent to the personnel of the All-India Services; and it would therefore be necessary that they develop, apart from a proficiency in the national language, also a proficiency in English. The Chairman of our committee emphasised the need for all universities to adopt the national language as the medium of instruction in his address delivered at the Annual Convocation of the Bombay University held on 16th August 1950. He pointed out that "The question of the medium of instruction has, however, to be approached through the broader aspect of our national solidarity and the unity of the country." He succinctly put the case for the adoption of Hindi and gave the lead in the following words :—

"After the attainment of independence in August 1947 fissiparous tendencies have unfortunately manifested themselves in our country and regionalism and provincialism in the guise of movements for the development of regional cultures have taken hold of the people's imagination. All these considerations, however, must be subordinated to the larger interest of national solidarity and the unity of the country, and it is therefore desirable that the consequences which we have come to about should be endorsed by all thinking people in our country. Fortunately in this city of ours we are not concerned with the problem of having to adopt any regional language as our medium of instruction. We have a cosmopolitan population consisting of people drawn from all Provinces and States and speaking different languages. We are favourably placed for aiming at the ideal of becoming a national university, being without regional or linguistic affiliations, and shall be able to achieve that ideal if we adopt the federal language as our medium of instruction in place of English which is our present medium. I make bold to throw out the above suggestion for adoption by our sister universities in the larger interest of our State and our country and I trust that they will not fall on unreceptive ears."

We hope his dream will be realised and his advice will be translated into action by the other universities for the benefit of India as a whole.

## CHAPTER V.

## TYPE OF UNIVERSITY.

**Functions of a University.**

54. It is necessary at the outset to clear the ground by trying to define the scope and functions of a university. "University" does not connote merely buildings, halls, laboratories, libraries, lecture halls, etc., although all these are necessary adjuncts to a university, and give it a local habitation and a name. According to Sir Charles Grant Robertson the word "University" is simply an English translation of the Latin word "Universitas", which meant generally any community or corporation in its collective aspect:

"'Universitas' was applicable to any juristic entity or organisation of persons with a corporate character—i.e. a juristic person with the rights of such..... Gradually the term 'Universitas' came to be reserved exclusively to organised groups either of teachers or of scholars, and at the end of the fourteenth century if you spoke of a 'Universitas' you meant such an academic group, located in a particular place, whose corporate character, powers and privileges in connection with the higher learning, studies and teaching had been recognised by ecclesiastical and civil authority..... If they (founders of universities) were inspired by one passionate conviction it was that membership in a university was *membership in a society*, that a course of University study is not merely the process of acquiring knowledge, but a life, that praying together and playing together are as important as working together, that examinations are test of character as well as of capacity, and that a degree is a solemn admission to the full brotherhood of your fellow guildsmen. A University in short is as different from a polytechnic as an epic differs from an encyclopaedia, or a box of bricks from a living and organic hive of bees."<sup>\*</sup>

Bruce Truscot described the nature of the modern university in the following words:

"The primary aim of the university must be search for knowledge—research as we call it today: not merely actual discovery, not merely even the attempt to discover, but creation and cultivation of the spirit of discovery..... Not content with discovering and leaving dissemination to others, (men) want to disseminate too. And, not content with doing this by means of books, they want to do it through

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\* The British Universities by Sir Charles Grant Robertson, pp. 1 and 9.

living channels. So they seek contact with others, especially with the young, who are like-minded with themselves, and train them, first and foremost, to be discoverers of fresh knowledge—i.e., researchers—and secondarily, to be diffusers of the knowledge which they give them as part of their self-imposed task.”\*

Ultimately Bruce Truscot evolves a definition, which, according to him, though undoubtedly imperfect, would be framed in words something like these: “A university is a corporation or society which devotes itself to a search after knowledge for the sake of its intrinsic value.” The Sadler Commission described the traditional idea of a university in these words:

“According to the accepted view of almost all progressive societies a university ought to be a place of learning, where a corporation of scholars labour in comradeship for the training of men and the advancement and diffusion of knowledge.”†

It will be seen from what has been said above that a university is mainly concerned with learning, advancement and diffusion of knowledge, and that its members work in comradeship. These essentials of the university work are to be constantly borne in mind whenever the question of any re-organisation of a university arises and the task is undertaken.

### **Jurisdiction of the Bombay University**

55. There are various types of universities. The University Education Commission mentions four types: (1) Purely affiliating, (2) Teaching and affiliating, (3) Unitary teaching, and (4) Federative. The Bombay University will have to decide what type it should adopt in future. Before, however, considering the relative merits of these various types and deciding upon the adoption of any one in particular, it must be borne in mind that the form of a university will have to be determined by the varying circumstances of the people, time and place, and the selection of such a type depends largely upon the previous academic history of the area which the new university is to serve. It will be disastrous to dig out the old foundations root and branch and attempt to build an entirely new structure, for such an attempt will defeat its own purpose. So far as the Bombay University is concerned, one of the factors which will have to be considered is the jurisdiction of the University. With the springing up of various regional universities in the State, the Bombay University's sphere of activity will be confined to a very limited area, viz., the Greater Bombay. We

\* Red Brick University, p. 48.

† Calcutta University Commission Report, Vol. I, page 47.

do not recommend that this area should be enlarged. We do not propose that even a college on the borderline, such as the Topiwala Arts College at Mulund, should be included within the jurisdiction of the University. The smaller the area, the better it is for the Bombay University to play its altered role in the educational policy of the State as a whole. Our feeling is that the Bombay University should now be a teaching university in the real sense of the term, and an extension of its jurisdiction will be an impediment in its way. It was suggested to us that the Bombay University should have the power to affiliate a college situated within the jurisdiction of another university or even in such a distant place as Africa. This suggestion was made on the ground that, if there is a college or an institution which breathes the same cosmopolitan atmosphere as the Bombay colleges do, and if it has a greater affinity to the culture and the spirit of the city of Bombay, there is no reason why such a college should not be brought within the fold of the Bombay University. An instance in point is the Nowrojee Wadia College at Poona. The student population of that college is of a cosmopolitan character, similar in outlook and having a greater affinity to a college in Bombay than a college in Poona. The Topiwala Arts College at Mulund is another instance. It was also suggested that, if a college be started in Africa for the education of the Indians in Africa, and a demand is made by such a college for affiliation to the Bombay University, the Bombay University should have the power of affiliating such an institution. The motives with which these suggestions are made are laudable and there is some force in the argument that colleges, which have marked characteristics of a cosmopolitan outlook, should in fact be given the privilege of working under the aegis of the Bombay University. But apart from and in addition to the question of trespassing on the rights of sister universities, there is a fundamental objection to such a proposal. If the Bombay University is to be a really teaching university it should not recognise a college which is far away from the centre of its teaching activities. It will not be possible for the University to take any direct responsibility for the teaching functions in such institutions, nor will it be possible for these institutions to share in any coordinated scheme of teaching which the University may adopt. We cannot think of our future University exercising no effective control over the teaching aspect of its work. We therefore recommend that the jurisdiction of the Bombay University should be confined to the Greater Bombay area as it is understood today.

### **Types of Universities**

56. We now turn to the examination of the various types mentioned above and see how far they suit the conditions, the circumstances and the peculiar development of the Bombay

University. The affiliating type of university is fast disappearing in India. But it is worthwhile to remember the defects which this type involves. The Government Resolution of 1913 on Educational Policy differentiated the affiliation from the teaching federal university as one "which in its inception was merely an examining body and limited as regards the area of its operations". A better definition of such a type is given by the Sadler Commission in these words:

"Wherever (the word 'affiliated') is employed in this report it means a system in which practically the whole of the teaching for university degrees is normally given in self-contained colleges, according to curricula defined by university authorities over which these teaching organisations have, as such, no direct power. The lack of control over curricula by the responsible teachers is a characteristic feature of this system."\*

The Bombay University along with many other Indian universities was a purely affiliating university till 1902. The defects of such a system have been well pointed out by the Sadler Commission in the following words:—

"The Indian universities, in their first form, were no true universities. They were not corporations of scholars, but corporations of administrators; they had nothing to do directly with the training of men, but only with the examining of candidates; they were not concerned with learning, except in so far as learning can be tested by examination. The colleges were the only 'places of learning', and the system tended to weaken the responsibility of the stronger colleges and, under the conditions prevailing in India, to reduce them to coaching institutions. The university, being merely a group of administrative boards, had no direct contact with the real work of teaching; it could contribute nothing to strengthen the intellectual resources of the colleges, and little to stimulate free criticism and independent thought among teachers or students. With its uniform curricula, and its exaggerated emphasis upon examination, the system reduced the colleges too much to the same pattern. It encouraged them, for the sake of economy, to limit their teaching to the ordinary conventional subjects and to disregard those more practical issues to which the despatch of 1854 had attached so much importance; it often prevented the teacher within his subject from teaching things he cared most about and understood best; it led the student to value the discipline of his training not for its own sake, but mainly as a means for obtaining marketable qualifications. In the long run such a system must have a sterilising influence."\*

\* Commission Report, Vol I, page 47.

† Calcutta University *ibid* Vol. I, pp. 47—48

We have quoted this passage at length in order to direct attention to those aspects of university education on which emphasis has got to be laid and to avoid all those mistakes which our University committed in the past. The University Education Commission has not been less severe in its criticism of this type of university. They remark:—

“Such a university is hardly more than a machine for conducting examinations. This in itself is a misfortune, since it suggests that examining is a university’s main function (a profound delusion and one which has done great harm in India). But, worse than this, such a university cannot even satisfactorily fulfil its task as an examining machine. The real controllers of such a university are the Principals, or a group of Principals, of the affiliated colleges; and a college entering its students for an external examination naturally desires that as many as possible of them shall pass. A high percentage of passes is a good advertisement and is likely to attract would-be students. This necessarily vitiates both the process for appointing examiners and the standard of the degrees awarded. The purely affiliating university is today doing more harm to the good name of Indian universities as a whole than any other single factor, and we urge that this type shall disappear from the Indian landscape at the earliest possible moment.”\*

These defects of mere “affiliation” have induced us to recommend that the Bombay University shall cease to be an affiliating university. It should have no powers of mere affiliation, even as a means of meeting any new situation that may arise. If such a provision is allowed to be made in the new constitution even with the idea of using such a power in extreme cases, there will be such a temptation to make use of these powers that it will do great harm to university education in the city, so that it will be safer to omit it.

57. The Unitary type of university which is necessarily a residential university is the ideal which in modern times is sought to be reached. “The Progress of Education in India” Tenth Quinquennial Review, 1927-1932, has defined a Unitary university as “one usually localised in a single centre, in which the whole of the teaching is conducted by teachers appointed by or under the control of the university.” Shri S. R. Dongerkery defines a Unitary university as “one which carries on its work through its own departments of teaching, or through constituent colleges, the control of the teachers, the teaching, the courses of study and the entire administration

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\* Report of University Education Commission' 1949 page 414.

being in its own hands."\* Really speaking, "the words 'Unitary university' have been used to denote a university which is not only centered in one locality but deals directly with its students, without the intervention of colleges."† The advantages in such a type of university are due to a coherent corporate life in which both the members of the staff and the student body can feel conscious of themselves as a single unit. The teaching is done directly by the university, and the corporate life is one of the greatest attractions which it holds out to students. It is useful to remember that our ancient conception of a university was a residential and unitary type of university, as exemplified in the universities of Takshila and Naland. But however attractive in its ideal form this type of university may be, it is not possible for us to recommend this type so far as the Bombay University is concerned. The present circumstances in fact rule out such a type of university from consideration. The Bombay University Reforms Committee, 1924, examined the question of transforming the Bombay University into the unitary type, but discarded it in view of the development of the previous academic history of the University. Such a type would require a still more limited area than Greater Bombay. In order to make it a success the number of students will have to be very much smaller. In fact, as the University Education Commission opined, for such a university the limit ought not to exceed 2500. This is not possible in Bombay. There is another factor which one has to consider, and that is the development of the city colleges. Some of the old colleges in Bombay have developed on their own lines and they have an individuality of their own. It is not desirable to destroy this identity: and, even if any attempt be made to have a university of this type on theoretical grounds it is bound to fail, since most of the colleges, on whose co-operation the success of such a type will depend, will object to merge their identity, individuality and special interests in the University. When a proposal of a similar nature was made to the Sadler Commission for establishing a teaching university in Calcutta, the Sadler Commission rejected this type on similar grounds as unsuitable to conditions in Calcutta. We feel that the same reasons apply with equal force to the present circumstances in Bombay. They pointed out that the aim of the advocates of the scheme of a unitary university for Calcutta was "the establishment in Calcutta of what is known as a "unitary" university, wherein all the teaching is centralised under direct university control. This is, in the abstract, the most advantageous mode of university organisation, where the conditions make it possible..... But we consider it to be at once unattainable and undesirable in the conditions existing in Calcutta. The College system is

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\*Universities and their Problems, page 7

†Report of the Travancore University Committee, page 161.



too deeply rooted, and in the case of better colleges represents too valuable traditions to be swept aside, even if that were desirable. What is yet more important, the students are, and will always be, so numerous in Calcutta, and the conditions of their life and work are in many ways so difficult, that any wholly centralised system of instruction will probably break down and would certainly be unsatisfactory. In Calcutta, as in London, and for not dissimilar reasons, the conditions seem almost to dictate a multi-collegiate system.\* For the above reasons we are of the opinion that the unitary type of university, if recommended, may do greater harm than good to education in the present circumstances obtaining in Bombay.

58. The next type we discuss is the teaching-cum-affiliating type. "This type varies from universities in which the central teaching core is the predominant part of the university, as at Andhra, to universities wherein the affiliating colleges play the predominant part, and the university's own teaching is limited to one or two departments, as at Bombay or Patna."† The Bombay University has been from 1919 up to date a teaching-cum-affiliating university. This was the outcome of the recommendations of the Indian Universities Commission of 1902, the subsequent Act of 1904, and finally the Government Resolution on Educational Policy of 1913. This type suited admirably to Indian conditions then, and is the most desirable type for many universities in India to-day. The Poona University and the Gujerat University both belong to this type. Where the area over which universities exercise jurisdiction is considerably wide, there is no alternative left but to adopt this system of education. Poona has centralised its teaching functions in the city of Poona and by its affiliating system serves as a link between the centre and the various colleges that are scattered over a very large area. Not to adopt such a method would be to leave the other colleges without any link. The same situation is to be found in the case of the Gujerat University. Fortunately for Bombay, we need no longer continue this system. Our area is going to be a limited one and the Bombay University must try to become more and more a teaching University than an affiliating one. In making their recommendation with regard to the establishment of a university at Dacca, the Dacca University Committee observed:—

"There are thus abundant indications that the Government and the people have alike come to realise that a university, if it is to satisfy in full measure the requirements of the educated classes of India, must denote more than mere examination, must undertake more than mere control, must offer more than mere instruction. It must be an institution

\* Report of Calcutta University Commission, Vol. IV, p. 252.

† Report of University Education Commission, 194, p. 412.

in which true education can be obtained—the training of the mind, body and character; the result ‘not a book but a man’.”\*

This object will be achieved much better by a federative type of university than a teaching-cum-affiliating one.

### **Federal Type for Bombay University**

59. In the federal type of university, constituent or affiliated colleges are either autonomous units which have surrendered a few of their powers to the university or enjoyed considerable liberty in the management of their own affairs. “It is of the essence of the federal university in the sense in which the term is most commonly used that all its units should take some share (though not necessarily an equal share) in the management of the university as a whole.” † The Government Resolution on Educational Policy, 1913, paragraph 45, defines a federal university as one “in which several colleges of approximately equal standing separated by no excessive distance or marked local individuality are grouped together as a university”. In this system the colleges remain independent units and are administered separately, but they are all of them constituent parts of the university. Oxford and Cambridge strike us as the models of this type. Oxford and Cambridge are ancient universities and have developed on particular lines of their own. It will be useful, in our opinion, to quote the observations of the Sadler Commission on the type of university they were recommending for Calcutta. These observations will help to clear the blurred vision of a federal university which men often conjure up, especially because there is such a confusion of ideas involved in the use of the term “federal”. The confusion is noticed even in the reports of the Royal Commissions on the University of London. The Haldane Commission of 1910 opined that the university contemplated by the University of London Act, 1898, was, on its teaching side, essentially a “federal” university. The Hilton Young Committee of 1926 were unable to accept this view of the constitutional character of the London University of 1898, and gave their own interpretation of the word “federal” in these words:—

“We do not regard ‘federal’ as the right word to describe the present or indeed any future organisation of the University of London. A federal university suggests a federation of colleges, each serving the needs of, and having a special relation to, a different area; and a federal organisation is frequently regarded as a mere preliminary to the establishment of more than one university.”

\*Dacca University Committee Report, p. 12.

†Calcutta University Commission Report, Vol. IV, p. 139.

Having expressed their views on what they thought to be the generally accepted connotation of the term "federal", they refused to apply that term to the University of London as it was constituted under the Act of 1898 in these words:—

"But in the University of London the individual colleges in general are not, and never can be, closely identified with particular areas; and we would emphatically record our opinion that on geographical as well as on other grounds there is no justification for more than one University in London."

60. It is not necessary to multiply examples to show the divergence of opinions held on what a "federal" university really means. It must be remembered that even in politics one federation differs from another, and, although the underlying idea may be common to both, it is the details which bring out more clearly the difference between this picture and that. It all depends upon the nature of relations between a university and its constituent parts, and between these latter units themselves *inter se*. The Sadler Commission felt that in many respects the analogy with Oxford and Cambridge, and even London, would not hold and might be misleading, having regard to the complex conditions existing in Calcutta; and they had, therefore, "in truth to find a new synthesis between the university and its colleges, wherein the university will not be something outside of and apart from the colleges, as it now is, but the colleges will be in the fullest sense members of, and partners in, the university. It must be a system wherein the university will be really responsible for the character of the teaching given in its name, and will realise that it is the training given to students which is of primary importance, and that the examinations which test this training are of subsidiary importance. It must be a system wherein the colleges, while stronger and freer than they now are, and able to command more fully than ever the loyalty of their students, will neither be tempted to rival the university or claim independence of it, nor have reason to feel any jealousy or fear of it, or to regard it as a competitor. If such a synthesis of the college and the university is to be achieved, the colleges which take part in it must be much stronger and better equipped for their work than most of them now are. They must fulfil conditions, different in some respects and in general much more exacting than the existing system imposes upon them. They must be prepared to work in harmony with one another and with the university to an extent now unknown. They must no longer think of themselves as being virtually self-contained and self-dependent, but must try after the far higher ideal of being free co-operating partners in

a great enterprise, each making its own distinctive contribution to the common strength, and each enriched by the strength of its fellows. They must be given every ground for realising that their prestige, dignity and security, and their influence over their students, will not be diminished but will, on the contrary, be greatly increased under the new system; and that they will not be institutions subordinate to the university, as now, but component parts of it, able to exercise a powerful influence over its policy and work." \* We might also refer in this connection to the following observations of the Dacca University Committee on the residential type of university which they recommended :—

' We definitely adopted as our fundamental principle that the college is the unit of university life and made this a part of the definition of a residential university. We anticipate that each college of the Dacca University, whether it is one now in active working, or yet to be founded as part of the scheme, will have its special characteristics and develop in its own way..... There will be, in a way never before known in India, a healthy interaction of the colleges upon each other and a heightening of the separate and limited life of each by participation in the larger and fuller life of the university. At the same time, while the university is to be distinct from and greater than the colleges, it is to be made up of them; and the health and vigour of the whole will depend on the health and vigour of the parts. It is in the individual college also that the most intimate part of the college life will be lived; in the college the co-operative spirit must first develop so that loyalty to the college may expand into loyalty to the university. The college is, as heretofore, to be an organic whole, and, within its limits, complete; the new departure is this, that the college instead of being mechanically joined with other affiliated institutions to a university centre, which is organised without any closer relation to them than this affiliation, is now to be organically bound with other colleges into a higher and more complex unit, the teaching and residential university."†

61. These two passages give an eloquent expression to the idea of the type of federative university which we have in mind, and we have quoted them because there are misconceptions in the minds of teachers, professors and principals of colleges in Bombay in this matter. It is believed that, once the university is turned into the federative type, the individuality of the colleges may be annihilated and that the colleges will occupy a very insignificant position *vis-a-vis* the university itself. This misconception is partly due to the system of

\* Calcutta University Commission Report, Vol. IV, pp. 254-255.

† Report of the Dacca University Committee, p. 20.

collegiate education adopted by the Bombay University in the past, and partly to the attitude of the colleges themselves towards their duties to the University. Colleges felt that their interests were opposed to those of the University, and that the University was trying to exercise greater and stricter control over them reducing their prestige to a considerable degree. We think that in the interest of the future of our University this misconception should be removed. It is the colleges in future which will have to play a very predominant part in shaping the University, and the University will be what the colleges will make of it. We hope that the mists of doubts and suspicions will be cleared by a definite statement of the policy, which we advocate, about the future relationship between the colleges and the University. This relationship has been, we think, fully described by the two passages which we quoted above. In discussing details about the post-graduate and post-intermediate teaching, about appointment of teachers and about the distribution of work, etc., we shall have occasion to show how this intimate relationship between the colleges and the University can be brought about. It is not as if the University with the new powers that it will assume will dictate to the colleges. It will be the colleges themselves who will have the power to put restrictions on their own activities and secure to themselves the privilege of expanding their sphere of work, bearing in mind all the while that it is the good of the University and its students which will be the primary consideration with them, and not their own self-aggrandisement at the cost of either.

62. The essential idea of a federative university is that each college is an independent unit and we shall now have to see what these units will be in the future set up of the Bombay University. We propose three types of institutions. The first will be the university departments. The University at present has departments of its own and these are financed and managed by the University. The next unit will be the constituent college. There are various types of constituent colleges. The University Education Commission describes the types of constituent colleges at Oxford and Cambridge in this way :—

“each college is an independent body, but collectively the colleges provide all the students and almost all the staff of the university. Without the colleges there would be no university. Teaching is shared between the college and the university. The university provides most of the lecture and laboratory courses, the college adds individual tuition. The normal teacher is both a university lecturer and a college tutor.”\*

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\* Report, of University Education Commission, 1949, page 416.

Under the Durham Plan in the case of each constituent college the ultimate financial responsibility lies with the university. In our opinion our colleges which are going to be constituent colleges should be independent units, but equal partners in the work of the university. The constituent colleges will take part in any co-ordinated scheme of teaching which the University may introduce for the post-intermediate and post-graduate education. These constituent colleges will be fully represented on the various university bodies and they will play a prominent part in shaping the destinies of the University. In determining the relations between the constituent colleges and University we approve of the powers, among others, which have been given to the Poona University under section 39, clause (3) of the Poona University Act, viz.,

- (1) To lay down minimum educational qualifications for the classes of teachers and tutorial staff employed by such colleges and institutions and the conditions of their service.
- (2) To approve the appointments of teachers made by such colleges and institutions.
- (3) To require each college and institution to contribute a prescribed quota of recognised teachers in any subject for teaching on behalf of the university.
- (4) To co-ordinate and regulate the facilities provided and expenditure incurred by such colleges and institutions in regard to libraries, laboratories and other equipments for teaching and research.
- (5) To require such colleges and institutions, when necessary, to confine the enrolment of students to certain subjects.
- (6) To levy contributions from such colleges and institutions and make grants to them ; and
- (7) To require satisfactory arrangements for tutorial and similar work in such colleges and institutions and to inspect such arrangements from time to time.

There would be no affiliated colleges, but all colleges which are situated within the jurisdiction of the University and are at present affiliated to it will become the constituent colleges of the University. There will be two kinds of constituent colleges which will be covered by the definition of a constituent college and they will be, one a constituent degree college and the other a constituent college. The first one indicates a college which teaches upto at least the first degree courses, and we would recommend that all colleges should ordinarily come up to this level. But in the case of new colleges, which

may be started in future, it may be difficult for them to start work all at once upto the degree course. Normally they will be doing work upto the intermediate classes in the beginning. In such a case where a college does work upto intermediate classes only, the college will be called a constituent college. It should not be inferred from this that we recommend a number of institutions teaching upto the intermediate courses being recognised by the University. We desire that every new college should ultimately be a degree college and that too within as short a time as possible. The third type of unit we have in mind is those institutions which would be doing research work. The Tata Institute of Fundamental Research, the Tata Institute of Cancer Research, the Haffkine Institute, the Tata Institute of Social Sciences are some of the instances in point. Such institutions, wherever they are situated, whether in the city of Bombay or outside, may be recognised. But no institution which is not doing work in advanced studies or research should be admitted to the privileges of the University. Those colleges and institutions in respect of which the University will be exercising powers similar to those mentioned in section 39 (3) of the Poona University Act should be called constituent colleges, and constituent recognized institutions.

63. This in outline is our conception of the future character of the Bombay University. We have indicated the lines on which the relations between the University and its colleges should be determined, and we recommend that all the existing colleges in Bombay should be admitted to the privileges of a constituent college. We give below a list of the colleges now existing in Bombay with their dates of affiliation so that one may have a complete idea of the University and its various component parts, viz., the constituent colleges:—

1. Elphinstone College	...	...	1860
2. Government Law College	...	...	1860
3. Grant Medical College	...	...	1860
4. Wilson College	...	...	1861
5. St. Xavier's College	...	...	1869
6. Sydenham College of Commerce and Economics.	...	...	1914
7. Secondary Teachers' Training College	...	...	1922
8. G. S. Medical College	...	...	1925
9. Institute of Science	...	...	1926
10. Ismail Yusuff College, Andheri	...	...	1930
11. Khalsa College	...	...	1937
12. Ramnarain Ruia College	...	...	1937

13.	Poddar College of Commerce	...	...	1941
14.	Sophia College	...	...	1941
15.	Sir Currimbhai Ibrahim Memorial Dental College.	...	...	1945
16.	Siddarth College	...	...	1946
17.	Mathuradas Meghji Arts College	...	...	1946
18.	Narandas Manihardas Science Institute	...	...	1946
19.	Bombay Veterinary College	...	...	1946
20.	Topiwala National Medical College	...	...	1946
21.	Victoria Jubilee Technical Institute	...	...	1946
22.	Jai Hind College	...	...	1946
23.	R. D. and S. H. National College	...	...	1946

All these will be the constituent colleges of the University in the first instance.



## CHAPTER VI

## ENTRANCE TO THE UNIVERSITY

64. There are several respects in which the present state of affairs in the Bombay University gives cause for concern. There is no doubt that there are serious defects in its administrative and academic machinery, and we shall make an endeavour to suggest ways and means by which these may be removed.

**Overcrowding in Colleges**

65. The gravest of these defects is the overcrowding in the colleges in the city. The supply that is available cannot cope with the demand that is made, and the colleges are suffering from a great strain on account of the crushing weight which they have been called upon to bear. The causes of this phenomenon are not far to seek. It is mainly due to the mad rush for getting a university degree. It is most unfortunate that possession of a university degree is the only passport for getting jobs and promotion in employment; and this has been the mainspring of the desire of the students to take to university education. The Sargent Report laid its finger on the right spot when it pointed out that "Many of these (students) are there not because they have been found fit for higher education or have a thirst for knowledge, but because they found no opportunities for employment on leaving school and their parents gambled on the chance that their sons might discover a successful career after obtaining a university degree."\*

66. This evil is not of recent date, but it has been noticed as far back as 1919 by the Sadler Commission. They remarked that "A degree has such value as a qualification for appointment to a post in Government service that, under the pressure of their poverty, the great majority of the students forget the wider purposes of university training and concentrate their thoughts on the certificates which it confers . . . They are the touch-stone of the young man's career. His prospects in life depend on them. And he knows what sacrifices his parents have made in order that he may win a degree. But though the excessive importance which is now attached to the results of the university examination is natural enough, the effects of it upon the spirit and the tone of university life and studies are lamentable."† They point out that although one of the reasons which brings students to the universities in England is the desire to obtain a qualification which help them in their career,—still what is noticeable in India is the disproportionate degree in which this motive influences the majority

\* Sargent Report—page 23.

† Calcutta University Commission Report, Vol. IV, page

of students throughout their university course. It seems to overshadow all other considerations, and to close the mind to many of the wider interests of university life. The result of this craze for university degrees has had a very disastrous effect on university education. It has lowered the standard of university degrees. There is no doubt that, in respect of its standard of degrees, the Bombay University is second to none among the universities in India, especially because of its efficient conduct of the examinations; there is, however, no denying the fact that in recent times this standard is considerably lowered. The University Education Commission, after appreciating the work done by the Indian universities, came to the conclusion that "the average standard of our degrees still remains on the low side." Teaching also has suffered owing to excessive importance attached to examinations and, in fact, the whole ideal of university education has been affected. Students do not go to the colleges in order to receive the training which they give, and to quench their thirst for knowledge, but because the University insists on keeping terms in a college as a condition to enable the students to appear for its examinations. "Keeping terms" only means getting their presence marked, and it is not thought necessary to be even physically present for the lectures. These results have been deplored by the Sadler Commission and by the witnesses who gave evidence before them. One of them, Mr. Ramchandra Sundar Trivedi, Principal of the Ripon College, Calcutta, "deplores the fact that, by too many of the present generation of students who seek western education, 'knowledge is valued because knowledge brings success in life—often success in a vulgar sense.' . . . He feels constrained to say that the true end of university education, the advancement of learning, has 'receded to a distance and is half-forgotten in the striving for the maintaining of a suitable standard of test of fitness among the clamorous claimants for a degree.'"\*

67. The Sadler Commission described the then extraordinarily rapid increase in the number of college students as "an increase which has resulted in its being the lot of the majority to be herded in large classes, to be treated as a crowd and to be passed on from one stage of instruction to the next almost like material through a machine. . . . And it is clear that the way in which the universities have been used for the purpose of recruiting the State services has had a demoralising effect and has induced among many of the students a spirit of routine, together with excessive anxiety about the results of examinations followed by embitterment and depression in the case of failure."†

\* Calcutta University Commission Report, Vol. IV, p. 20.

† *Ibid.* pp. 15-16.

68. The University Education Commission have noted the fact that there has been a growing pressure for an increase in the number of admissions at the universities, but unfortunately this wide and eager demand for university education is not proportionate to the capacity to profit from such an education. They say:—

“The admission of a large number of students in response to popular demand.....has made it impossible for most colleges and universities to give full education to their inflated undergraduate population. This factor, more than any other, has undoubtedly been responsible for the lowering of our standards. To quote Abraham Flexner ‘bigness is almost necessarily fatal to greatness.’ They point out that ‘one of the harmful results of large numbers and the average low quality of undergraduates in the first degree classes is that the abler and more capable students suffer.... Teachers have to teach down to the level of the average;... consequently, the more promising are kept back by the less intelligent and there is much waste of good material.’\*”

Speaking of the evils arising from the over insistence on passing examinations, the University Education Commission say:—

“They are a means to the giving of a hall-mark of competence which employers, public and private, may recognise as a more or less reliable indication of the possession of certain intellectual and, perhaps, moral qualities and of certain types of knowledge and skill. A university degree is a kind of passport for jobs. With the great economic pressure due to the prevailing poverty in the country, the insistence on a university degree as the minimum requirement even for posts of minor officials and clerks has put a premium on a number of evils which have come to be associated with the examination system. It has subjected teaching to the examination, made it almost impossible to provide true education and to develop wider interests, and has created temptations of cheating, corruption and favouritism. The obsession to secure, as it were, a ticket in the lottery of job-securing has over shadowed the educational purposes which a good examination can serve.”†

We have no doubt that the overcrowding in colleges is mainly due to the great emphasis laid on passing examinations and getting degrees.

69. None would deny the fact of overcrowding in colleges. It cannot be suggested that the large number of students who seek entrance into colleges are fit for university education. As the Chairman of our committee remarked in his recent

\*Report of University Education Commission 1949 Report—pages 100-101.

†Ibid P. 320.

Convocation Address "A considerable number of students who join the university are misfits and should never have entered the portals of the university." The colleges thus have to deal with a large number of students insufficiently prepared for the method and standard of university work. The Sargent Report bears testimony to the fact that "in the absence of any proper selection beyond what is provided by an admittedly easy matriculation examination, the universities have opened their doors to many students whom a more searching test would have debarred from entry," and it states that it is an undeniable fact that there are many students in universities to-day who should not be there. If proof was needed, it points out that "the large number of failures in university examinations is by itself a sufficient indication of the numbers of those admitted to universities who are unfit for university education." The University Education Commission also point out to the large number of failures as an indication of the unfitness of candidates to seek admission in colleges. For Bombay, the failures at the Intermediate examination work out at 44 per cent. for the five years 1944-1948. Add to this the fact that a very large number of those who pass the university examination only succeed in getting a third class. In Bombay, the percentage of third divisioners at the B.A. examination in 1946 was 78, while at the B.Sc. examination in the same year it was 60. This clearly shows that the university entrants are misfits. The University Education Commission remark that the complaint of the university teachers in this respect is largely justified. "University teachers almost unanimously complain of the low academic standard of the average university entrant, and several of them have declared that a large majority of students come to the university so ill-prepared as to make it difficult for them to take advantage of university education."\*

70. It must be remembered that the huge proportion of college classes is not, in fact, a sign of health. Nowhere in Europe such a large number of students who have finished their secondary education seek admission to the universities. In England, on an average, one out of 7 High School students seek admission in a university. Compared to this the proportion in Bombay is very much higher. If we follow the same batch of students through different stages, the figures in Bombay work out as follows: In 1948, when the Bombay University controlled the matriculation examination for the last time, the number of students who appeared for the examination was 11,862 in Greater Bombay. The number of students who appeared for the Intermediate examination both in Arts and Science in 1950 was 5,535. This works out at 1 in 2 matriculation students getting admission to the university. This proportion will be

\* Report of University Education Commission 1949—p. 85.

slightly higher if we include the students who went in for the commerce course. Such a high proportion is not to be found anywhere in Western countries. We should not be understood to mean that the number of university students is very high if it is calculated in relation to the total population of the country. On the contrary, it will be found that India is perhaps the most backward of all the principle nations of the world in university education. It is, however, an undeniable fact that whatever the position in other parts of the State, so far as Greater Bombay is concerned, almost all students who finish their secondary education desire to go straight to the university. As we pointed out above, this is not due to any earnest desire or genuine love for university education, but it is the deplorable result of the excessive value attached to a university degree.

### **Remedies suggested**

71. We are conscious of this malady weakening the university body, and we are convinced that we shall be nowhere within sight of the university ideal of giving real education to its students unless it is remedied. Various remedies have been suggested. First, it has been suggested that the institution of intermediate colleges is a sovereign remedy for many of these ills. Secondly, we are advised that we should hold our own entrance examination and thus weed out the misfits. Alternatively, if this cannot be done, the percentage of marks at the S. S. C. examination should be raised for qualifying a student to get entrance into the University. Thirdly, we have been told that the weeding out process should begin at the F. Y. examination and that the University should retake that examination under its control. Fourthly, we have been asked to insist upon Government to hold its own test for employment in public services, so that those who hanker after degrees with the object of securing jobs may disappear from the university field. Lastly, with the same object, it has been suggested that we should institute External Degrees—an innovation which will result in the reduction of the number of internal students. All these and many other remedies have been suggested to us by various witnesses. It is not as if anyone of these suggested remedies will by itself work the cure, but many of these forces will have to be set in motion if the desired effect of the reduction of university entrants is to be achieved.

### **Intermediate Colleges**

72. First, as to the Intermediate Colleges. It was the Sadler Commission which, for the first time, recommended the institution of Intermediate Colleges in Calcutta with a view to reducing the burden on the universities and to leaving only the

degree courses under the control of the universities. The two methods that are put before us are:—

(1) Two top high school classes should be combined with the first two college classes and a separate Intermediate College should be formed with these four classes.

(2) The two first classes in the colleges should be joined to the two top classes in the high school.

The first method would necessitate the setting up of a Board for Intermediate Colleges in order to manage and control teaching and examinations in such institutions. The University Education Commission also emphasise the need for the institution of such colleges, and deplore the fact that over 30 years have been lost by neglecting to raise the standard of our high schools and Intermediate Colleges, and that the vital importance of Intermediate Colleges in our educational system has not been adequately realised either by the public or by the Governments of the Provinces and the States. They recommend that in each province a large number of well-equipped and well-staffed Intermediate Colleges be established.

73. Before us, Dr. Raghunath P. Paranjape advocated the institution of Intermediate Colleges in Bombay. His full scheme will be found in Appendix VI of the Report of the Maharashtra University Committee, 1942-43. Suffice it to say here that he divided the whole educational course from the infant class to the first degree into four well-marked categories—(i) Elementary (ranging over four or five years); (ii) Middle (ranging over four or five years); (iii) High Secondary (ranging over four years) and (iv) the University (ranging over three years for the first degree). As far as the third division is concerned he advocates that the two higher standards of the high school and the two lower classes in colleges should be merged in a new class of institution to be called "Higher Secondary Schools" Intermediate Colleges" or "Junior Colleges". This scheme of Intermediate Colleges, propounded by the Sadler Commission, emphasised upon by the University Education Commission and advocated by Dr. Raghunath Paranjape, appears to be attractive on paper. A real strong well-staffed four years Intermediate College is certainly desirable if the University is to do its work efficiently. To us, however, it seems that there are insurmountable difficulties in the way. The experiment of Intermediate Colleges was tried in other parts of India. The Government of Uttar Pradesh, Teaching Universities of U. P., Lucknow and Allahabad and the Affiliating University at Agra—all these have Intermediate Colleges. Their experiment, however, does not seem to have succeeded. Their failure has been ascribed by the University Education Commission to the inadequacy of teaching at these colleges. We think we ought to take

a lesson from their experience. There is a dearth of efficient teachers even in the high schools today. For the successful carrying out of the scheme, we shall require a type of teacher ranking between a school-master on the one hand and a university teacher on the other. This type it is very difficult to find. If the two lower classes in the colleges were to be joined to the high schools, then there is a danger that the level of teaching of these classes will be lowered down to that of the high schools. This would be a distinct disadvantage so far as the two college classes are concerned, and the situation instead of in any way improving will deteriorate as this would convert the Intermediate Colleges into glorified schools. We are of the opinion, therefore, that these two classes should remain under the control of the colleges themselves. If a Board for intermediate examination is set up, the University will not have adequate control over the education of the intermediate students. The introduction of the scheme would mean the over-hauling of the whole educational policy of the State, and this is not, in fact, within the province of the University. The recommendations of the University Education Commission have been considered by various universities in India and many of them do not seem to be inclined to accept the same. The view of the Syndicate of the University of Madras is expressed thus:—

"It is the considered decision of this university that the intermediate course should be an integral part of the degree courses in this university, and the main reason why the opposite view is not accepted is the impossibility of our overcrowded schools ever developing into proper Intermediate Colleges."\*

We are not, therefore, in favour of this recommendation.

#### **Raising Percentage of Marks for Entrance.**

74. Secondly, with regard to the raising of the minimum percentage of marks at the S. S. C. examination to be obtained by a candidate who seeks admission to a college, we feel that this measure is not likely to be effective. When an examiner knows that, say, 45 per cent. marks would enable a student to join a college, the psychological effect on him is likely to be where he would otherwise give 35 per cent. he would now be tempted to give 45 per cent. marks. It must also be remembered that the method of marking is more or less artificial when thousands of students appear for an examination. The percentage of marks is not necessarily an indication of the fitness of the student to take to university education. It is very likely to happen that a student who gets a lower percentage may be found to be a better student, intellectually and educationally. We do not, therefore, think that the raising of percentage is going to serve any useful purpose, and will not help keep out the misfits.

\* University of Madras-Summary, p. 42.

## University to hold Entrance Examination

75. It has been strongly urged before us that we should hold our own entrance examination to the University. We might mention in this connection that the matriculation examination was all along being conducted by the Bombay University ever since its inception. Side by side the Government was also conducting a separate examination called the School Final Examination. Ultimately in 1918 these two examinations came to be amalgamated and were entrusted to a joint board of the representatives of the Government and the University for conducting what came to be called the School Leaving Examination. This board continued to function till 1924 and the Government then withdrew from it. The question of the matriculation examination in general was examined by a committee of the Central Advisory Board of Education in consultation with the representatives of the Inter-University Board. The committee submitted its report in 1942 and made the following suggestions :—

- (1) It is desirable on educational, economic and administrative grounds that there should be only one examination at the end of the high school stage and that this examination should be of such a character as to suit those pupils who will enter employment on leaving schools as well as those who intend to proceed to a university.
- (2) An examination with only a limited range of subjects, for instance, languages, classical and modern history, geography, mathematics and science, cannot satisfy the reasonable requirements both of pupils who will proceed to a university and of those who will enter a profession at the end of their school career.
- (3) In regard to the minimum contents of an examination designed with this two-fold purpose, it was considered desirable to prescribe a uniform range of subjects both for the School Leaving and the Matriculation."

The question of relieving the Bombay University of the burden of conducting an examination serving the two-fold purpose was under consideration of the Government, and the Government decided that in the best interests of secondary education and for expanding the programme of technical, industrial and vocational education, it should assume more effective control and direction of secondary education in the province by instituting a separate examination at the end of the secondary course. They felt that the need for some such



action had become all the more urgent as regional universities for the province were in the process of being formed, and if each one of those universities held its own matriculation examination and prescribed its own courses, nothing like a uniform policy for secondary education in the province would be possible. A Secondary School Certificate examination was therefore contemplated to be held and this examination was to be entrusted to a board representing the various interests—the Government, the universities and secondary education. With that end in view a Draft Bill was published in the Government Gazette on 25th March 1948 for the establishment of the Secondary School Certificate Examination Board in the Province of Bombay. It was mentioned in the Statement of Objects and Reasons that such a common examination by the Board would not only confer great benefit on secondary education, high school pupils and their employers in due course, but it would also be of benefit to the universities themselves in that, relieved of the unnecessary burden of conducting a public examination and other duties such as inspection, supervision and recognition of schools etc., the universities would be able to devote themselves unhampered to their special activities in the sphere of higher education, research and scholarship. It was, however, forgotten that the matriculation examination was held by the University as an entrance examination to the University and the Bombay University had a perfect right to lay down the curriculum and the standard of passing to be attained by the students.

76. The Bombay University came to consider the implications of the Bill and recorded its emphatic protest at its being deprived of its right and jurisdiction to hold its own entrance examination. This opposition was, however, of no avail and the Bombay Legislatures passed an Act, being Act 49 of 1948, called the Bombay Secondary School Certificate Act, 1948. A new chapter, being chapter VIII-A, and a new section, being section 28-A, were added to the Bombay University Act, 1928, for specifying the qualification of enrolment whereby it was laid down that no student could be enrolled as a student of the University unless he had passed the old matriculation examination or the Secondary School Certificate examination conducted by the Secondary School Certificate Examination Board in such subjects and with such standards of attainment as may be prescribed by the statutes, or the entrance examination, if any, which may be instituted by the University with the consent of the Provincial Government or any other equivalent examination. This debarred the University from holding its own entrance examination and the activities of the University in this matter are only restricted to the holding of a truncated entrance examination for the

benefit of the students coming from Goa and the territories of the Union of Saurashtra, which also is expected in a short time to go within the fold of the Gujerat University.

77. The present position, therefore, is that this examination is controlled by the S. S. C. Board. In the statement of objects and reasons hereinbefore referred to, it is specifically stated that "The universities will be required to accept the S. S. C. Examination as an adequate test for admission to university courses, though the latter might prescribe certain conditions as to subjects, etc.," These provisions were incorporated in the amendment of the University Act and there is now a statutory bar on the University holding an entrance examination of its own for the purpose of admission to its colleges except under the conditions hereinfore set out. The policy of the Government in regard to this measure has been further indicated in the Statement of Objects and Reasons in the following words:—

"One of the major defects in the present system of secondary education in the province is the unduly dominating influence exercised by the university matriculation examination, both with regard to curriculum and objective. . . . In the absence, however, of any other examination enjoying the same status and general recognition, the matriculation examination has come to be regarded as a passport to a multitude of careers and avocations, with the result that to train pupils for the matriculation examination has become the *summum bonum* of high school education. It seems to be often overlooked that high school education is a stage complete in itself and not merely a preliminary to university education. Only a fraction of the students studying in high schools are in a position to go up to the university and the others have to start life with a high school education. . . . In the best interest of secondary education and for expanding the programme of technical, industrial and vocational education, it is desirable that Government should assume more effective control and direction of secondary education in the province by instituting a separate examination at the end of the secondary course."

78. It is desirable, no doubt, that Government should have the control over the primary and secondary education in the State. But even when the University was holding the matriculation examination, it was the Government which through the Director of Public Instruction and a large inspectorial staff under him that controlled the curriculum as well as the administration of the secondary schools. The Government's present desire to give vocational bias to the secondary education is to be welcomed. It is no doubt the duty of the State to provide opportunities for those who can be trained according to their

different capacities to earn an honest and decent living. But it would have been highly desirable if Government were to hold—as it did hold formerly—a separate examination to test the knowledge and the capacity of those who intend to follow various occupations in life in order to earn their livelihood. We, however, believe, that to measure with the same yard stick the capacity of students, who intend to go in for university education and those who do not, is highly undesirable. It is true that the university matriculation examination had earned a high prestige in the minds of the people and it must have been very difficult for Government to make people realise that the matriculation is not the *summum bonum* of a young student, but that there are many avocations in life which the student should take to and for which the secondary schools were providing ample opportunities. The remedy that was adopted for a solution of this problem was that by taking advantage of the prestige which the matriculation examination had earned for itself, Government intend to encourage people to qualify their children for many avocations suitable to them. This object is not, however, likely to succeed. The main difficulty is that there are no employments for these students waiting for them after a successful termination of the secondary school stage. If Government, in co-operation with private employers, were to guarantee that the students would in fact be employed, this knotty problem would be resolved. A sort of a lower type of public service competitive examination would induce people to give their children vocational education. In such a case the importance of the matriculation examination would considerably disappear, and would divert many misfits from university education. Another reason for the infatuation of the people for the university matriculation examination must not be overlooked. The conduct of the S. S. C. examination by Government has not been quite satisfactory. This has resulted in people losing confidence in this examination. Whatever its shortcomings, there is no doubt that the University's conduct of the matriculation examination was highly efficient and it is this efficiency which gave the matriculation examination the status which it acquired in the past.

79. We do not deny the right of Government to control secondary education, but we feel that we are justified in asserting that it is the right of the University to hold its own entrance examination. As the University Education Commission point out it is the duty of the University to make its admissions very carefully so as to take in only those students who are likely to profit by university education. Government, no doubt, have given representation to the various universities in the State on the S. S. C. Board. There is also no doubt

that Government have made provision for a separate set of subjects for those who would seek admission to the University ; but this is not enough. We feel that the University should have the right to test at least by an examination the fitness of candidates for admission to university courses. One additional fact may be pointed out. In Greater Bombay over which alone the Bombay University is in future going to exercise jurisdiction, as we pointed out before, almost all the students passing the S. S. C. examination go in for university education whatever the position in other parts of the State may be. The University is, therefore, rightly concerned with the education of these students within its own area and the Bombay University, therefore, has perhaps a stronger case to hold its own entrance examination. In the statement of objects, etc. Government point out to the danger of various universities in the State adopting different standards, and prescribing different curricula. To us, it seems, that this is no danger at all. Each university is entitled to decide what pre-university preparation is necessary for admission to its own colleges, and adoption of different standards by a university is not going to cause any harm, for, students studying in schools within the jurisdiction of a particular university will be able to appear for the examination of that university and will be entitled to admission within its portals. The universities in the State will decide questions regarding equivalence and we hope that the universities will follow a very liberal policy in the matter of equivalence of the entrance examination.

80. Government have however succeeded in achieving one object, and that is, relieving the Bombay University of its burden of managing the examination of a huge number of candidates. This energy may now be turned into different and more productive channels. One point, however, seems to have been lost sight of. With its jurisdiction confined to Greater Bombay, this burden is going, in fact, to be reduced. The fact, therefore, of depriving the University of its right to hold its own entrance examination has been causing a good deal of concern to the University. The educational aspect of it is preponderating, and we feel that unless the old matriculation examination is revived, the University will not have the opportunity to decide whom to admit and whom not to admit. The Inter-University Board at their meeting held at Nagpur on 23rd and 24th August 1950 have also resolved that it is the proper function of the universities, if they so desire, to conduct an entrance test for admission to the universities and it would therefore emphasise that the freedom of the universities in conducting such entrance test should not be limited, while the universities might co-operate in any scheme of secondary education that Provincial Governments might think it desirable to institute,

## **F. Y. Examination**

81. Thirdly, before 1914, the F. Y. examination was all along being held by the University. It was a stiff examination and many misfits were weeded out at this examination which students found it difficult to pass. Since 1914, this examination is being held by the various colleges. The complaint that is made is that no uniformity in standard is observed by the colleges in holding this examination and that in some of the colleges the results are over 90 per cent. It is, therefore, suggested to us that the Bombay University should revive the First Year's examination with the object of having a check on the number of students who would be going in for a degree course. We find ourselves unable to accept this view. We think that a student requires a period of two years in order to adapt himself to college methods of learning. In school a student is spoon-fed; his business is to acquire knowledge, to get himself acquainted with knowledge as it is found. The spirit of enquiry is absent. It is the business of the college to encourage this spirit of enquiry. The student is more or less left to himself. He must organise his own studies with occasional help from his teachers. In fact, he must stand on his own legs. This change of attitude towards one's studies cannot be brought about within a short space of time. Two years would, in our opinion, be necessary for this change-over to new methods of studies in education. We are, therefore, of the opinion that only one examination should be held at the end of two years in all the subjects of the two years' course.

## **Government Recruitment Examinations**

82. Fourthly, almost all the witnesses who gave their evidence before us are of the opinion that Government should base its own recruitment, not on university examinations, but on its own examinations held specially for that purpose. We have pointed out above that the main object of a student in joining a college is to qualify himself for a job and this has resulted in overcrowding at the colleges. If a separate examination for Government service is held, a large number of students will be diverted from the university course. In the case of many services, university education is in fact not necessary. It is true, in some, possession of a university degree would not only be highly desirable, but would be the very basis on which people would be recruited to services, for example, the judicial service. It would be idle to suggest that Government should hold a separate examination for candidates applying for a Civil Judge's or a Magistrate's post. In such a case, general education and a professional degree may be

indispensable. But for various other jobs, separate examinations can usefully be held by the various departments of Government. We, therefore, very strongly support the view of the University Education Commission in this matter. They recommend that "A university degree should not be required for government administrative service. Special state examinations for recruitment to the various services should be organised and should be open to whosoever cares to take them. That this may not unduly add to the work of the Service Commissions, a small deposit may be prescribed for the privilege of taking the examination, and candidates satisfying the certain minimum standard of achievement may be entitled to a refund. This would remove one of the chief evils of the educational system."\* We feel that this is one of the most potent remedies for reducing the number of entrants to the University.

83. Fifthly, it has been suggested that we should institute External Degrees and develop an external side to the University as a means of reducing the number of students joining the colleges. This question bristles with difficulties. Opinions of the witnesses before us have been divided and two members of our committee, Dr. V. S. Patankar and Prof. A. R. Wadia, have dissented from the view which we have ultimately taken. A very careful examination of this question is called for and we have therefore thought it necessary to devote a separate chapter to the subject of External Degrees.

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\* Report of University Education Commission 1949, page 341.

## CHAPTER VII

## EXTERNAL DEGREES

84. The question whether we should, in the Bombay University, institute the system of External Degrees and have an external degree section therein, requires very serious consideration as we have already stated. It will be therefore apposite to examine in what manner this question of External Degrees has been solved in other universities. As usual, here also, the University of London affords us a guide in the matter of the institution of external degrees and the establishment of an external degree section in the University.

**External Degrees in London University.**

85. The University of London has an external side. The regulations of the university in this behalf are as follows:—

“Statute 22 defines an ‘External’ student thus:—An ‘External’ student, shall be a matriculated student, not being an ‘Internal’ student, who is registered as preparing for an examination leading to a degree, diploma, or certificate of proficiency of the university, within the purview of the Council for External Students. No student who is registered as an internal student or as an associate student may be registered concurrently as an external student. No student is also permitted to register concurrently for more than one examination except with the permission of the Council for External Students. Registration can be made only for one examination at a time, and when made, is valid only for that particular examination on the date chosen. Registration does not commit the student to enter for the examination at the date chosen, or at all. He may have his registration transferred to a subsequent date without paying any additional fee, provided that application is made not later than one month after the last date of entry. Students who do not transfer by the appropriate date will be deemed to have allowed their registration to lapse. Should they propose subsequently to proceed to an external examination, they will be required to register afresh.”

86. Statute 143 refers to the external examinations and it is in these words:—

“The Senate may prescribe separate intermediate examination and separate examinations for degrees for internal and for external students respectively; or they may, at their discretion, and after consideration of the views of the Academic Council and the Council for External Students, prescribe that any such examination or part of such examination shall be held in common for internal and external students.”

87. Statutes 76 and 77 deal with the composition of the Council for External Students and their duties. Statute 76 runs thus:—

“The Council for External Students shall consist of the Vice-Chancellor, the Principal, the seventeen members of the Senate who are appointed by Convocation, and nine other persons annually appointed by the Senate. The Senate shall, in appointing those nine members, have regard, among other things, to the adequate representation on the Council of the views of public educational institutions at which substantial numbers of students follow courses of study for the external degrees of the university.”

Statute 77 runs thus:—

“It shall be the duty of the Council for External Students to advise the Senate and to exercise such executive powers as the Senate may delegate to it in respect of:—

(i) The establishment of degrees, diplomas and certificates of proficiency for external students;

(ii) The preparation of syllabuses of study for external students and the giving of advice and guidance to such students preparing for a degree, diploma, or certificate of proficiency;

(iii) The regulation, conduct and superintendence of examinations for external students, and the appointment of examiners for such examinations;

(iv) The admission of external students under suitable conditions to university courses of instruction and to university libraries, museums, laboratories or observatories, or to any other university privileges.”

88. Although Statute 22 seems to insist on registration by an “External” student, still students taking intermediate and first medical examinations at overseas centres are not required to register as external students. The registration is intended to give the student two valuable assurances about his studies at home, (a) that they are in accordance with the university regulations, and (b) that they offer reasonable prospects of satisfactory fulfilment.

89. The time for registration is as follows:—

For intermediate examination and for diploma examination, a student is required to register approximately six months before the last date of entry to the examination; for a final examination, the period is approximately 15 months; for Master’s degree, it is approximately one year, while for the Ph.D. degree, candidates are required to submit an



application for approval of their candidature not less than two calendar years before the proposed date of entry to the examination.

90. In general, the position of the external student is that he himself, and not the university, is responsible for arranging his course of study. Students in attendance at courses within the university will in most cases register as "Internal" and not as "External" students. In most cases the syllabuses for external students are the same as for internal students in regard to their place and mode of study. They may make such arrangements as best suit their individual circumstances and requirements. A student should make every effort to obtain competent personal teaching; but if no suitable teaching institution exists in the vicinity, he may often prepare quite satisfactorily by other means such as correspondence courses. In subjects requiring practical laboratory work, it is usually essential to attend a course of instruction, and although some students make use of private laboratories and special vacation arrangements, such preparation cannot conveniently replace a comprehensive course of instruction, pursued under qualified teachers. Although this is so, the Council for External Students are anxious that no external student should prepare for an examination of the University without proper guidance. For this purpose the Senate instituted an advisory service whose primary function is to see that external students know how best to carry out their study. Any student, who wishes to begin a course of study leading to an examination as an external student, may consult the External Registrar with a view to deciding how to relate his proposed study either to his present or proposed occupation, or to some intellectual interest which he wishes to develop on academic lines; for example, as to the degree or diploma course which would be more suitable in the student's individual circumstances, and as to the selection of particular branches of special subjects within the chosen course. Advice may be obtained also as to existing educational facilities in London, in the provinces and overseas, with the help of which the external students may carry out their study. The External Registrar may also supply schemes of study for any examination for which external students are permitted to enter. Such schemes which are drawn up by special advisers normally consist of a reading list with some indication of their relative importance of the books recommended, together with brief notes on methods of study and on the scope of subjects. Advice of this kind may be of special value to students preparing for examinations in unusual or highly specialised subjects for which help is not readily obtainable elsewhere. These schemes of study can be supplied only to the students who have registered to take that

examination. Students are invited to consult the External Registrar either by correspondence or preferably by personal interview in order to discuss their proposed arrangements for study. The examinations of the University for external students are held in London, but many of these are held at Overseas centres. The external students may also use the university library which is constituted to provide (i) reading rooms for study, reference and bibliographical reference; (ii) well-equipped reference collection to promote research work; (iii) a general library from which students can barrow books which they require for their study. The University also arranges for vacation courses in the interest of external students, if sufficient demand arises.

91. The scheme for the external degrees of the London University has been given above in somewhat greater detail in order to give a complete picture of the position of external degrees in the University of London. It may be mentioned that the University of London is the only university of its kind in the United Kingdom to afford this facility for external students. It will, therefore, be interesting to know the history of this extraordinary step which the University of London took.

92. The first Charter of the University, which was sealed on November 28, 1836, contains a recital which paved the way for the institution of external degrees. The recital is to the following effect:—

“We have deemed it to be the duty of our Royal Office, for the advancement of religion and morality, and the promotion of useful knowledge, to hold forth to all classes and denominations of our faithful subjects, without any distinction whatsoever, an encouragement for pursuing a regular and liberal course of education; and considering that many persons do prosecute or complete their studies both in the metropolis and in other parts of our United Kingdom to whom it is expedient that there should be offered facilities, and on whom it is just that there should be conferred such distinctions and rewards as may incline them to preserve in these their laudable pursuits.”

For the purpose of carrying out the above objects a Senate was formed and was authorised, by ascertaining by means of examinations, those persons who had acquired proficiency in Literature, Science and Arts by the pursuit of such course of education, to reward them by academical degrees evidence of their respective attainments and marks of honour, proportioned thereto. For such examination, all persons were admissible as candidates on presenting certificates to the effect that they had followed courses of instruction approved by the University at University college, the King's College, or from any other

institution as then was, or thereafter would be, established for the purpose of education in the metropolis or elsewhere within the United Kingdom.

93. It will thus be seen that the University admitted to its examination students who had gone through a course of study at an approved institution. The list of these approved institutions rapidly expanded. It soon became apparent that many of the affiliated institutions, some of which were hardly colleges, interpreted studentship in a very different way and that some of them competed with one another in relaxing the conditions on which the needful certificate for the University was granted. The sole means possessed by the University whereby the efficiency of the colleges could be tested was the examination of their students; and its sole means of influencing the course and character of teaching was to be found in its scheme and regulations for examination. Thus, affiliation had proved to be an illusory guarantee of the quality of the courses followed by the candidates; and the Charter of 1858, by providing that attendance at approved institutions should not be required for the examinations, formally recognised, what was already evident, that the University could not accept the responsibility for anything beyond the examination of its candidates. The degrees therefore, were from now onwards thrown open to all who presented themselves for examinations, not only from London and the British Isles, but from all parts of the British Empire.

94. This state of affairs continued till 1886, when it was felt that the London University should become a real teaching university with powers to regulate higher education. The proposals for turning the London University into a teaching university were examined by two Royal Commissions, the Selborne Commission in the year 1888, and the Gresham Commission in the year 1891. The Selborne Commission reported that the case for a teaching university was made out and that there should be one university for London, and not two—one, a teaching university for London, and another, a merely affiliating and examining university to cater for the needs of the Empire. A minority of the Commission, however, expressed doubt as to the possibility of combining a teaching with a purely examining university. The Gresham Commission which in fact carried on the Selborne Commission's work came to the conclusion that the teaching and external examinations could be combined into one university without injury to the students, that the Senate should decide whether internal and external examinations should be the same in whole or in part, and lastly, that the final examinations for degrees should require the same standard of knowledge for internal and external students and be identical so far as identity was not inconsistent with their educational interests. Even in this case,

two members, Professor Barry and Professor Sidwick, dissented from the view and expressed their opinion that the combination in one university of the two distinct functions of an examining board and a teaching university was neither possible nor desirable. As a result of the recommendation of this Commission, a separate Council for External Students came to be established. In pursuance of the recommendations of these Commissions the first University of London Act was passed in 1900. In 1905 the University College of London was transferred to the University of London, and similarly, in 1908, the King's College in London was transferred to the University. The result of this was that the students of these two colleges whose teaching functions were under the control of the University came to be called "Internal" students, whereas students from other colleges who were formerly affiliated to the University came to be called "External" students. This created in the University two sides, one the internal and the other the external. A Royal Commission on London University was again appointed in 1910, whose main term of reference related to the reorganisation of the University of London and one of the main grounds for the defective organisation was the then existing relations between the internal and external sides of this University. The report of this Commission is popularly known as the Haldane Report after its chairman. The main trouble was that the equivalence of standards which the Gresham Commission had recommended in the degree examinations for internal and external students had proved impracticable. Statute 122 provided that "unless the Senate, either generally by regulation or as to a particular subject by order, otherwise determine, separate examinations shall be held for internal and external students respectively, but the degrees conferred shall represent as far as possible the same standard of knowledge and attainments." Under this statute separate examinations became the rule rather than an exception. A common examination was arranged in some faculties such as Medicine, Theology and Law. But in other faculties, identity in the nature of the test was found impossible. The Haldane Commission came to the conclusion that any strict equality of standard in the knowledge and attainment of students taking the same degree was impossible, and they thought that any attempt to equate internal and external degrees was hopeless and, in fact, unnecessary. The root cause of this conflict between the internal and the external sides was due to the fact that whereas the internal side believed that training in a university under its own teachers was an essential and by far the most important factor in a university education; the external-side believed that examinations based upon a syllabus afford a guidance by test which was an adequate means of

ascertaining that a candidate had attained a standard of knowledge entitling him to a university degree.

95. The views of the Haldane Commission on external examinations are expressed thus :—

“83. On the external side of the University of London, which continues the system of the old university, the only test imposed is that of examination, and the only condition for securing the education of the student is the lapse of time between the examinations, during which (a student) may apply himself to study on the lines of a prescribed syllabus, with or without instruction. Such examinations are necessarily conducted by examiners who, except by accident, have had nothing to do with the instruction of the candidates, and the questions must be so framed as to be fair to candidates who have been entirely dependent upon private study. What, then, does the examination test? All that is provided is a syllabus, and all that the examinations can profess to test is the knowledge, at the time of the examination, of the subjects prescribed by the syllabus, because the candidate may get his knowledge in any way he likes. He may work hard and well, and he may have the best instruction, but the test of examination affords no sufficient evidence of this. As far as it tests his knowledge or information alone it can obtain evidence only of memory, and not even of lasting memory, because in the case of some subjects at any rate, cramming is the most successful way of preparing for the test, and it is notorious that a good coach can enable a candidate even to dispense with cramming more than fragments of a subject prescribed. . . . No doubt the successful candidates for external examinations have to work hard. We do not suggest that the examinations are easy to pass; the large percentage of failures is sufficient evidence that they are not. But the large number of failures also proves that a wide syllabus of prescribed subjects, with an external examination as the test of the information acquired, inevitably tends to uneducational methods of work, and that far too many of the candidates are only ‘having a shot at it,’ because there is a fair chance of scrapping through a rather indiscriminating test with a minimum amount of knowledge and a turn of good luck. It is not an answer to say, as one witness said, that the intellect is strengthened by overcoming difficulties; that if a man has the resolution and strength of purpose to attain a standard of knowledge by himself, equal to that attained by another man with assistance, the former is the stronger man; that he has mastered great books by the greatest men, he will have come into communication with bigger minds than any who are likely to be his teachers, and that

his teachers can do him good only by assisting him more readily to come into communication with those bigger minds. Even then we think the intellectual cultivation is likely to be one-sided and defective ; but there is a fallacy in the assumption that self-education is achieved by any but the very exceptional man, or is induced by the examination. No doubt the degree is an incentive to work, and there are very few who can dispense with some incentive ; but the external examination does not test the quality of the work. It can be more effectively and more easily prepared for by means that are not really educational. It is in spite of, and not by means of, the so-called principle of guidance by test, if the great majority of the candidates do not belong to the class which Newman describes as 'those earnest but ill-used persons, who are forced to load their minds with a score of subjects against an examination, who have too much on their hands to indulge themselves in thinking or investigation, who devour premises and conclusion together with indiscriminate greediness, who hold whole sciences on faith, and commit demonstrations to memory, and who too often, as might be expected, when their period of education is passed, throw up all that they have learnt in disgust, having gained nothing really by their anxious labour, except perhaps the habit of application'.

"84. Even in the case of a true university where the students have had the opportunity of obtaining a university education, a purely external examination conducted by examiners who have nothing to go upon but the syllabus prescribed for the course of instruction, can afford evidence of nothing more than we have already described. . . because the object is not to test the knowledge of candidates at the time of the examination, but whether students have profited by the opportunity they have had of obtaining a university education. Hardly any one now defends a purely external examination as a proper test of university teaching. The University of Newzealand, one of the last of the universities to retain this form of examination, adopted under the influence of the old University of London, is at present agitating for reform. . . . .

"85. We are convinced that both a detailed syllabus and an external examination are inconsistent with the true interest of university education, injurious to the students, degrading to the teachers and ineffective for the attainment of the ends they are supposed to promote. The insistence on a system of external examination is always based upon want of faith in the teachers. . . . The students have the ordeal of the examination hanging over them and must prepare themselves for it or fail to get the degree.

Thus the degree comes first and the education a bad second. They cannot help thinking of what will pay; they lose theoretic interest in the subjects of study, and with it the freedom, the thought, the reflection, the spirit of enquiry which are the atmosphere of university work. They cannot pursue knowledge both for its own sake and also for the sake of passing the test of an examination. And the teachers' powers are restricted by the syllabus."

96. Having thus condemned external examinations outright in no unmistakable terms, the Haldane Commission felt themselves constrained to retain them because of the practical necessity of recognising work of a lower standard, and they give their reasons in these words:—

"86. We have described in brief the things which, in our opinion, a university must do—the things which it is essential should be done if there is to be a university at all, and also those things which the University of London should do, if it is to serve adequately the needs of the great population at its door. It may be that a place can properly be found for teaching which, although good and useful of its kind, falls short of the high standard we have described, and that such teaching should receive university recognition, though it cannot be accepted as university teaching in the full sense of the term. When an understanding has once been reached of what university teaching really is, and of what it can do for a man, we believe students, no matter how poor they may be, will refuse to be satisfied with anything less good than the best. For the moment, however, this understanding is not general; there is confusion in the public mind between a university education and a university degree. People believe that every-one who has the latter has in some way or other also had the former, and that the examinations that have been passed are a proof of it. This belief is, of course, a mistaken one, but it exists; and so long as it is strongly and sincerely held, it will be expedient for the University to continue to grant recognition to work which may be of a lower standard, or which is not done under conditions which guarantee that the standard is equal to its own. If teaching of this kind is recognised, it must be in such a way that it will not hamper the development of the teaching for which the university is able to assume complete responsibility."\*

Thus the Haldane Commission did not recommend the abolition of degree examinations for external students, but they did however propose that the degree examinations of the University should not be held outside the United Kingdom and that

\*Report of Royal Commission on University Education in London, (1910), pp. 84-87.

external students should not be admitted to the degree examinations in the faculties of Engineering and Medicine.

97. The Young Committee of 1926 expressed the hostility created by the condemnation of external examinations by the Haldane Commission in these terms :—

“It is well known that these recommendations provoked much hostility and in some quarters the Commissioners were credited with the desire to deal a severe blow at the system of examining the students who could not or did not take approved courses of study under the control of the University. In these circumstances, we decided to make known our views and we, therefore, informed the University that we did not wish anyone to spend time and labour in preparing evidence on the general question of the continuance of the system of examination for external students, because in the view of the whole committee, these examinations have in the past served, and will in the future serve, a useful purpose.”

Thus the Young Committee set its seal on the continuance of external examinations.

98. This long history of the external examinations in London indicates the reason why the external examinations have been still continued in the University of London. In the first place, it was intended to cater for the needs originally of the Empire, and latterly of the United Kingdom, the rest of the universities in Britain being only teaching universities. Secondly, it was a sort of a concession made to the mistaken belief of the people that an external degree is a proof of the education which a student has gone through. It must, however, be remembered that all along, right from 1858, the various commissions that were appointed were of the emphatic opinion that an external examination was wrong in principle and educationally unsound. It must also be noted that London is the only British University which has retained this form of examination and we have no doubt that it was the historical accident and the spirit of conservatism, and not any educational principle, which has been responsible for its retention. The Bombay University has no historical precedent to adopt this form of examination. In its case, it is altogether a new experiment, and, from the account that we have given of the external side of the University of London, we feel sure that, had it not been for its past history, the University of London would not have continued the external examination.



## External Degrees in Indian Universities

99. The Sadler Commission examined the question of external degrees in the case of the University of Calcutta. Already the University was granting external degrees, but only to women and teachers. Some of the correspondents were of the opinion that the category of non-collegiate students should be extended to the widest possible limits. Shri Ramananda Chatterjee wrote to the Commission as follows:—

“For poor students and others, examinations should be held for the conferring of external degrees, as in London. I do not ignore all that can be said against such degrees. Nevertheless I consider them essentially necessary in the present educational and pecuniary circumstances of my countrymen. The widest spread of the highest knowledge is at present at least as important for the people of India as the giving of the highest ideal training to a fraction of our students. Any such spread of knowledge to an adequate extent can, for some time to come, be brought about only by some such incentive as the conferring of external degrees. . . . .

If both Government and the people be fully alive to the vital and indispensable need of education, both the spread and the improvement of education can be secured.”\*

Similar suggestions were made by many others. The Commission expressed fullest sympathy with the desire of these gentlemen to spread education throughout the land. They also felt that, looking at the question from a material point of view, it might be to the benefit of a young man who had entered a merchant's office or a Government service to show to his employers not only that he had intellectual interests, but that he had been successful in pursuing them by obtaining university recognition of his attainments. They allowed the then existing privileges to continue, but on the clear understanding that the University held itself responsible only for the certification of the tests and not for the previous training of such students. They expressed themselves against extending the said privileges to all and said, “But it will be an evil day for Bengal if ever university degree, which ought to guarantee the training as well as the passing of an examination test, are granted to all comers. The present moment is in our judgment critical, and if the retrograde step is taken of increasing vested interests in the present examination and teaching system it may possibly prove fatal to the changes necessary to put them on a sound basis throughout Bengal . . . . . What we anticipate is that a purely external system of degrees would lead to the creation of a host of unlicensed and uncontrolled

colleges in which the conditions, both social and educational, would probably be worse than in any of the existing colleges, and the result would thus be not the spread, but the deterioration, of higher education in Bengal. The poor but able students of Bengal deserve every consideration. We are strongly in favour of assisting them by means of scholarships to the means of obtaining a university training. It would be against their interests to lead them, by the conferment of degrees on the results of purely external examinations, to think that they can get by home-study the advantages of real university education, such as we hope will be afforded in the future by the universities of the Presidency."\*

100. So far as the Indian Universities are concerned, some universities have instituted external degrees. The University Education Commission (1949) have summed up the position of external degrees in India in these words:—

"Certain categories of students are allowed to appear at public examinations without attending lectures at recognised institutions. These categories generally include school teachers, others connected with education and some time women. This is justified on the ground that people connected with educational work have sufficient intellectual interest to go through the curriculum on their own, while in many parts of the country, social conditions prevent women from attending co-educational colleges, there being no women's colleges within easily accessible limits. We have received representations urging the extension of this system as there are many young men engaged in various professions who wish to improve their minds and their material prospects by studying at home and taking examinations offered by the universities. It is urged against this that the increase in the number of private candidates will bring down the standards of our degrees. The percentage of failures among private candidates is much higher than among regular students and if private candidates are allowed to be more numerous and equal to the number of regular students (as they are likely to be, if the privileges are widely thrown open), then the examiners must lower their standards, according to the mental equipment of the majority of the candidates."†

101. As mentioned by the University Education Commission, two categories of persons are generally allowed in these universities to have the privilege of appearing at the university examinations as external students, namely, teachers and

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\*Calcutta University Commission Report, Vol. II, page 222.

†Report of University Education Commission, 1949, page 105.

women. If external students are to be allowed to appear for regular university examinations, then we believe that teachers have a first claim on such a privilege. They are educationists in their own small way, and they may be relied upon to understand the importance of university education and may be expected to take to it in the proper spirit. A highly educated teacher is an asset and a necessity for secondary schools; and the teacher should be encouraged to take higher education in the interest of Secondary Education in general. But there is another side to the picture also. A teacher, who is following a course of higher study, is likely to neglect his teaching work in the school. His mind instead of being concentrated on its teaching activities will be divided in two, and this will inevitably be so if promotion in the service is to depend, as it usually does, on his securing higher educational qualifications. The best mode of meeting the situation is in fact for the governing bodies of institutions to depute such teachers to university and make it possible for them to receive university education as internal students. A teacher's conditions of service should always include a condition which will enable him to go on study-leave on full pay or at least on some stipends given by the governing body. We do not think that allowing a teacher to have the privilege to be an unattached student is in the best interest of the teacher himself or in the interest of Secondary Education. Before the Haldane Commission Mr. Acland, who had a wide and intimate knowledge of all kinds of schools and their administration, expressed his strong disapproval of any encouragement being given to teachers in schools to work for external degrees. "I have formed the opinion," he said, "that anything which encourages the teachers, after they have begun their work, to seek for degrees and prepare for them, while they are teaching, is on the whole very undesirable. I think broadly that if we are to have an effective supply of well-taught schools, both secondary and primary, in this country, the teacher ought to have his qualifications before he starts out upon his work and begins teaching. If a degree ought to be one of those qualifications he ought to have that degree before he begins to teach, with this qualification, that if he does not start with a degree, but desires later on to obtain one, my view is that during the period he is working for the degree he ought to cease teaching, and therefore if he is to obtain the degree, he ought to go to a university. . . . a university where at any rate he will do two things which I consider the note of a university properly so-called, he will come into contact with distinguished teachers and he will get a certain amount of social life, which a residential university generally provides." After quoting

these views, the Commission said, "We are in complete agreement with these views, and we think there can be no doubt that in the broader national interests the sooner the demand for external degrees can be reduced to a point at which the degrees themselves can be abolished without hardship the better it will be for our schools and our teachers."\* We think there is a good deal of force in Mr. Acland's opinion and the question of external degrees for teachers is not free from difficulty. We do not see any reason why on principle an exception should be made in the case of teachers.

102. So far as women are concerned, Bombay has no excuse which other universities in the north have for giving such a privilege on the ground of the peculiar social position of women. Presumably, special facilities are given to women because colleges are co-educational institutions. Women in Bombay have not taken unkindly to co-educational institutions. Even assuming that on social grounds and custom women find it difficult to take higher education in co-educational institutions, we have in Bombay not only a separate college for women, but also a separate university for women. These institutions cater for the needs of women and special courses are also available to them in these institutions. We, therefore, see no reason why special facilities by way of external degrees should be given to women.

103. The Aligarh and the Benares Universities have external degrees. They not only allow teachers and women to appear for their examinations as private students, but their doors are open for almost all. The grounds on which these facilities are given are somewhat different. These universities are denominational universities—the former a Muslim and the latter a Hindu university—with jurisdictions not confined to any specific or limited area but spread all over India wherever the Muslims or the Hindus reside. These universities cater for the needs of their own religionists; they are, therefore, in a sense All India Universities, and, therefore, although they are essentially teaching universities, they have opened their doors to all their co-religionists for their convenience. It must also be remembered that they provide facilities for some courses which are not available in any other university in India, for example, Theology at the Aligarh University. They, therefore, found it necessary to admit external students for examinations in these special subjects. Bombay at present at least cannot boast of having such special courses. The excuse, therefore, which these two universities have is absent in the case of the Bombay University.

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\*Royal Commission on University Education in London (1910) p. 178.

104. Recently, the Poona University has instituted external degrees. The two conditions that have been laid down are that a student must register himself two years in advance of the examination for which he intends to appear and that he must produce a certificate that he has been gainfully employed for a period of three months before registration. The experiment is a new one and will be watched with considerable interest. If we have not restricted the admission of external students to those who are "gainfully employed", it is because we feel that there are many difficulties in the way and that such a condition is likely to lead to corruption and production of false certificates. It may also happen that a student who is "gainfully employed" during a particular period may find himself unemployed at the subsequent stages of his university education. A student may pass the Intermediate examination as an external student, but, if he finds himself unemployed for a long period after this, there will be a break in his career as a student. We also feel that the real point in such a scheme is missed. People want to have degrees because degrees are a means of getting employment. This is very often the primary consideration which weighs with a student in going for university education as we have mentioned above. We, therefore, do not recommend that the Bombay University should follow the course which the Poona University has adopted.

### **Poor Students and External Degrees**

105. It has been, suggested to us, however, that the Bombay University should institute external degrees because it will help in the reduction of a considerable number of students seeking admission to its colleges. It is also urged before us that there are a larger number of poor students in the city who are deprived of the advantage of taking higher education for no fault of their own, but because of their sheer poverty. It is on these two grounds that the institution of external degrees is sought to be supported. It is true that poverty is an obstacle in the way of many a young man who desires and who is capable of receiving university education. He is intelligent and academically minded. The problem before him is not merely to pave his way for his university education, but very often, to maintain his family. Such genuine cases of poverty which prevent a really desirous student from joining a college as a full time internal student may be far and few between. But, undoubtedly, such cases do exist and a way has got to be found to provide for them. We, however, think that the award of an external degree is not a proper solution of this vexed question. To offer them external degree is really to give them a stone instead of the bread they ask for. The Sargent

Report took account of this situation and offered the following solution :—

“Closely connected with the selection of the students is the problem of ensuring that the cost of university education does not become prohibitive in the case of poor students of ability. The solution is certainly not to cheapen university education further but to provide students in question the necessary financial assistance out of public funds. Besides a generous system of free places, those who cannot afford to maintain themselves at colleges or universities ought to be given a sufficient allowance to enable them to live free from want and to enjoy the same social amenities as other students. The Board have appointed a committee to investigate the question of the award of scholarships and this committee has accepted the principle that “something more than exemption from fees is necessary to make education accessible to all. The committee has also accepted the desirability of giving maintenance grants to not less than one-third of the total number of students in colleges and universities.”\*

We are in entire agreement with the views expressed by the Sargent Report and are of the opinion that the solution that they have suggested is a proper one to meet the needs of poor students. The only ground on which the case for external degrees is based is to meet the needs of poor students and those who are employed and who want, as many of our witnesses have described, “bread and butter” degrees. So long as Government and private employers consider the possession of a degree as a necessary qualification for employment, this demand is bound to remain. Young men without a degree find it extremely difficult to get even a small job. Even in the case of those who find employment, it is found that their promotion depends on their adding to their academic qualifications. We have already suggested that Government should hold its own examinations to test the fitness of candidates for administrative services; but until Government act upon these recommendations we think it desirable to make some provision for students of this category. At the same time we also believe that if external degrees are instituted for the convenience of such students, the overcrowding in our colleges will be considerably reduced. It is admitted on all hands that this overcrowding in colleges is due to the fact that a large number of students are desirous to have these degrees—not to quench their academic thirst, but because degrees are considered as passports to service, both public and private.

106. Admitting this need, witnesses before us have suggested two ways of meeting it. One set of witnesses is of the opinion

that even for external degrees, instruction in colleges should be insisted upon. Shri S. R. Dongerkery put forth the suggestion that there should be "evening colleges" for external students, that instruction for a couple of hours in a recognised institution should be insisted upon and that the degree course should be extended over a longer period. The intention in making these suggestions was that these students for external degrees should receive some sort of instruction under the guidance of the University. It is maintained that if the Bombay University is going to be purely a teaching university in future, to allow students to appear for the university examinations without any instruction will militate against the very principles on which the future constitution of this University is going to be based. It was argued on the other hand that if instruction is to be insisted upon and the course is to be spread over a longer period, there should, in fact, be no difference between the internal and the external students. This distinction is sought to be made on the ground that these evening students will not be participating in the corporate life of the University which is the essence of its education. Shrimati Amy B. H. J. Rustomji suggested as a solution of the problem that trips should be arranged for these students as an essential part of their extra-curricular activities and these should be supplemented by long vacation tours. The University Education Commission, 1949, had this sort of scheme in mind when they referred to "evening colleges" as an alternative to a purely external degrees in these words:—

"A *via media* has been suggested for the benefit of workers who are keen on improving their qualifications. In the University of London, Birkbeck College has been working for 125 years for the 'internal' students, who by reason of the fact that they are engaged in full time paid employment during the day, are unable to devote more than their leisure hours to study. The hours of work are in the evening from about 5-30 to 9. . . . In the larger cities of our country, we may consider the feasibility of establishing institutions of this type for Arts and Science for full-time workers. These institutions may have to use some of the buildings of the ordinary colleges, but it must be clearly understood that the staff has to be a separate one, as no teacher can possibly work in the evenings in addition to teaching day classes. Not only should the teaching staff be separate but all employees of the evening institutions have to be whole-time, and the college must have an organisation absolutely separate from that of the day institutions. Moreover, it may be necessary to lengthen the duration of the courses for any particular degree at these evening colleges, because the student will not be able to follow up the lectures with much of home work as a whole time student is able to do. Thus, if the ordinary B.A. and B.Ss.

courses are three-year ones for the day students, they should extend to four-years for the evening students.”\*

107. We are much impressed by these proposals which have been made before us, especially because we feel that since the Bombay University is going to be a teaching university in the full and real sense of the term, it ought to insist on some sort of instruction in the case of students who are to obtain their degrees. But the present circumstances of the colleges and of the condition of the employees in the city make it difficult for us to accept them. In a hot country like India, it is not possible for a person, who is employed, to attend college from 5-30 p.m. to 9 p.m., as students in the cool climate of England do at the Birkbeck College. Offices in Bombay work from about 10 a.m. to 6 p.m., and it may not be possible for an employee to attend a college earlier than 7 p.m. He will not, therefore, be able to devote more than an hour or an hour and a half to his college work. It must also be remembered that a large number of employees stay in suburbs for want of accommodation in the city itself, and have got to go a long way to reach their homes. To expect a young lad of about 17 or 18 years of age to work from 10 a.m. to 6 p.m. at his office desk and then to attend a college for a couple of hours further, is, to our mind, sheer cruelty. It will be the easiest way to ruin his health. It may also be remembered that colleges in the city are not in a position to have an entirely separate organisation for the conduct of evening classes. They are finding it difficult to make both ends meet even in their management of administration of day classes. It may not, therefore, be possible for these colleges to conduct evening classes, as the University Education Commission has recommended, if the work is to be done in a satisfactory and proper manner. Our fear is that, if we require attendance in the evening classes for students who want to appear for the university examinations, it will give rise to a number of mushroom institutions. We are, therefore, unable to recommend the starting of evening colleges as a provision for the needs of such a section of the employees. Even if evening colleges are started, we do not think that the students can possibly have any corporate life. We do not think Shrimati Rustomjee's suggestion can usefully be accepted. These employee students will, in many cases, be unable to or unwilling to go in for educational trips. They get only one holiday in a week and they may be inclined either to take rest after six days' hard and strenuous work, both in office and in the evening classes, or they would very probably like to enjoy it in the company of their friends and relations. The temptation to spend it with the family members is great. It may further be noted that these employees have no vacation. They no doubt get privilege leave for one

\* Report of University Education Commission 1949, p. 106 (106).



month or so in a year, although even this is not a universal rule, such as in the case of men working in mills or factories. To add to these difficulties, it may be remembered that all students in an evening college may not be able to secure privilege leave all at one time which would be a necessary condition of their going on an educational trip. For all these reasons, we do not think that the solution offered by these proposals should be accepted by us. Rather, we would throw open the doors of the University to all students who are desirous of getting external degrees.

108. We, therefore, are of the opinion that external degrees should be instituted by the University. Such degrees should be styled "External" as distinguished from the ordinary degrees which are obtainable by students attending colleges and institutions. The necessary condition of appearing at the external degree examination shall be the registration by a candidate two years in advance of the examination for which he intends to appear. The external branch will also comprise the post-graduate degrees in their respective faculties and subjects, and persons obtaining the first degree "External" will be allowed to proceed for further study, subject to the very same condition; those who have thus chosen to register themselves for external degrees should not simultaneously get themselves enrolled as ordinary students of the University. The examinations for external degree candidates shall be in the same curriculum and with the same standard as the ordinary degree candidates, but the results will be separately published and those appearing for the external degree examinations will not be entitled to any scholarships, prizes, etc. If by any chance in the future, our system of examinations for internal degrees is changed and the work done by these students in the college or in the institution is assessed along with the answer papers for awarding the degree to him, then the question of holding a separate examination as such for the external degree candidates may be considered by the university authorities. We are of the opinion that external degrees can and may be instituted in the Arts, Commerce and Law Faculties; but we think, it is for the Bombay University to decide in what faculties such degrees should be instituted after taking into consideration the requirements of examinations in various

faculties. We do not think any specific provision is necessary to be made in this behalf in the Act itself, because it is covered by section 4 (8) as suggested by the Syndicate Committee's Report.

109. The Haldane Commission after reluctantly admitting the necessity of retaining external degrees, expressed that "the best hope of advance lies in the direction of avoiding as far as may be individual hardship and injustice, and at the same time making the better kind of education easier of access. If simultaneously the general education of the people can be improved, then a better understanding of the value of a university training, a keener desire for it on the part of students, and a more genuine demand on the part of educational authorities may be trusted to arise. For this reason, more than any other, we desire to see the University enabled to offer the highest kind of university education at a really moderate cost. When this has been done as part of a national policy which will make all the universities more accessible to poor but capable students, we believe the present demand for external degrees will begin to fall away. Meantime, we think they must continue, and since the University of London was their originator, it should remain responsible for their award."\* We agree.

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\* Report of Royal Commission on University Education in London, 1910, page 172.

## CHAPTER VIII.

### UNIVERSITY TEACHING : POST-GRADUATE AND POST-INTERMEDIATE

110. We have recommended that the future University of Bombay should be essentially a teaching university, and it falls now to consider the reorganisation of the teaching activities of the University. Although the Act of 1904 gave powers to the University to take up teaching activities, no efforts in this direction were made till 1919 when the University School of Economics and Sociology came to be instituted; but even today the gravamen of the charge against the Bombay University is that its teaching side has been hopelessly neglected. The University in the past did not control teaching done in its name. Although feeble efforts were made to organise post-graduate teaching, still teaching was never one of the main functions of the Bombay University. It contented itself by exercising its control over syllabuses and the conduct of examinations. As the Haldane Commission remarked, "it is not possible to organise a great university merely by giving a number of institutions, with different aims and different standards, a formal connection with a central degree-giving body which has practically no control beyond the approval of syllabuses for degree courses, the recognition of individual teachers and the conduct of the degree examinations. We agree with Professor Hill, lately Vice-Chancellor of the University, that 'the power to control teaching is of more importance than the power to test it by granting degrees.'\*" We therefore think it absolutely necessary for the Bombay University to organise, control and expand its teaching activities, so that it may become a truly teaching university carrying out the objects and the ideals of a great university.

#### Examination System

111. Before, however, we deal with the question of the teaching activities of the University we think it advisable to point out the pernicious effect which the university examination system has had on teaching in colleges in general. We entirely agree with the views expressed by the Legal Education Committee (1949) on this question in the following terms :—

"The whole method of teaching and learning, and the relation between the teacher and the taught, are dominated by the examination system in vogue in this country,

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\* Report of the Royal Commission on University Education in London, page 17,

This evil was pointed out by the Indian Universities Commission as early as 1902. They expressed the view that 'it was beyond doubt that the greatest evil from which the system of university education in India suffers is that teaching is subordinated to examination and not examination to teaching.' The Government of India Resolution on Educational Policy of 1904 affirms this view in these words :—'In recent years, they (examinations) have grown on to extravagant dimensions and their influence has been allowed to dominate the whole system of education in India, with the result that instruction is confined within the rigid framework of prescribed courses, that all forms of training which do not admit of being tested by written examination are liable to be neglected, and that teachers and pupils are tempted to concentrate their energy not so much upon genuine study as upon the questions likely to be set by the examiner. The Sadler Commission recorded in 1918 a mass of evidence and examined the question very carefully. More than 80 witnesses examined by them pointed to the examination system as one of the gravest defects in the Bengal system of education ; and many indicated that its domination of teaching was the worst feature of the system. We think that the evil persists even to this day. The teacher, who can give notes most suitably for answering the probable questions in the examination, is considered to be the best. His notes are crammed. Students have come to prefer a lecturer who gives systematic 'notes' and points 'important' questions. Not only this but good teaching results in many cases in the failure of the student so taught to pass the examination. Any good teaching is done at a risk....We are of the opinion that the University must so alter their examination system that training will be at a premium.'\*

The University Education Commission has not been less severe in its criticism of the examination system in India. They point out that "For nearly half a century, examinations, as they have been functioning, have been recognised as one of the worst features of Indian Education. Commissions and Committees have expressed their alarm at their pernicious domination over the whole system of education in India....With most of their criticism we are in agreement and do not wish to dilate on the patent defects and dangers of this system....An unsound examination system continues to dominate instruction to the detriment of a quickly expanding system of education. In our visits to the universities, we heard, from teachers and students alike, the endless tale of how examinations have become the aim and end of education, how all instruction is subordinated to them, how they kill all initiative in the teacher and the student, how capricious, invalid, unreliable and inadequate

\* Legal Education Committee Report, 1949, page 62.

they are, and how they tend to corrupt the moral standard of the university life. We are convinced that if we are to suggest one single reform in university education, it should be that of the examinations."\*

112. It may be pointed out that the evil of the examination system is not a peculiar feature of Indian education, but it has spread all over the world. Dr. Zia-ud-Din Ahmad has added a very instructive note on Examinations to the Memorandum on Items XV of the Agenda placed before the Seventh Meeting of the Central Advisory Board of Education held at Hyderabad-Deccan on 14th and 15th January 1942. He points out in this note that : " In the Fifth World Conference held in Denmark in August 1929, practically unanimous dissatisfaction with the examination system conducted in their respective countries was expressed by the delegates. The overwhelming majority were strongly critical of the prevailing systems ; many representatives feeling that any real educational advance will be difficult if not impossible, until existing examination systems are abolished or reformed."† Dr. Zia-ud-Din Ahmad further points out that : " A peculiar feature of our examinations as developed in this country is that the cramming of printed notes and compendium has become essential for success ; and this fact is officially recognised. A few weeks before the examinations, students are allowed ' preparation leave ', extending from two to six weeks to allow students to sit in their rooms and cram the notes. Some students do not purchase the texts, but they cram the notes and answers of some typical questions. The process of cramming extends even to post-graduate examinations."‡

113. The evil being admitted, it must also be admitted that examinations are necessary and inevitable, but they have unfortunately been misapplied and have become pedantically mechanical in their assessment of results. The entire system needs to be thoroughly examined and its defects removed. ' Let us watch scientifically what is going on ', says Sir Micheal Sadler, ' record what we find and analyse the water that is moving under the buildings of education. It is the water of human life. Scientific enquiry and report is what the present state of affairs requires.' Professor Edgeworth in speaking of competitive examinations has suggested periodical scrutiny and overhauling of the examination system, and he expressed the idea in the following words :—

" What should we think of a company, who, dealing in thousands and millions sterling, grudge the payment of

\* Report of University Education Commission, 1949, — page 327.

† Central Advisory Board of Education, Report of the Seventh Meeting of — page 94.

‡ Ibid. — page 100.

a professional accountant to check the accounts of the Directors? It should be a similarly false economy on the part of educated society, considering the stupendous sum of mental labour involved in the system of competitive examinations, to grudge the expenditure of a little additional effort on a technique, which proposes to bring to book and to test the figures of the examining bodies who are responsible for the direction of that labour."

The Sadler Commission also emphasised the periodical scrutiny and recommended the establishment of Boards of Examiners "which were to serve as the auditors of the examination system, and as the conscience of the universities." These Boards of Examiners were to maintain continuousness upon methods and use of examinations and to ensure that they were not so mechanically conducted as to exercise a harmful influence upon teaching and study.

114. Various reforms have been suggested in the system of examinations. Sir Philip Hartog suggested that answer-books of the candidates who lie on the border line and of those who secure higher standard should be published periodically. The Sadler Commission suggested that the Boards of Examiners should publish typical specimen of complete examination answers. It is not for us to make any suggestions with regard to the reform of the examination system. We understand that the Bombay University has already appointed a committee to go thoroughly into the question of the reform in the examination system and this committee will make its own suggestions in the matter. We, however, do wish to point out that the Bombay University examinations are becoming more and more external in character owing to the necessity of providing tests suitable to a huge number of examinees coming from institutions of different standards and aims. From the purely educational point of view it is important that examinations should follow the course of teaching and not *vice versa*. The object of going to a university is or ought to be to obtain a university education, and the degree which the university grants ought to signify that this end has been attained. It is obvious, therefore, that the test of examinations ought to be designed for the purpose of affording sufficient evidence that that object has been attained which is certified by the degrees. Two things, therefore, must be kept in view in fixing what the test should be; first, examinations should be a fair test, affording sufficient evidence of what they are intended to prove; and secondly, they should not interfere with or injuriously affect, but should, if possible, assist the education which is the real end of the University to give. We do agree with the view expressed by the Haldane Commission that examinations ought not to be

the only test for the degrees. "It is not right that the work of years should be judged by the answers given to examination papers in a few hours. It cannot be fairly tested in this way. However conducted, such examinations are an insufficient and inconclusive test of the attainment of a university education, and when account is taken of individual idiosyncracies and the special qualities which examinations favour, and when allowances are made for the accidents which inevitably attend such limited and occasional tests, it appears to us only fair that due weight should be given to the whole record of the students' work in the university."\*

115. Whatever changes may be effected in future in the method of examination, we feel that the University should have greater powers in the matter of examinations than it has had in the past, especially in order to correct the idiosyncracies of examiners. Dr. Zia-ud-Din Ahmad has quoted in his above mentioned note an example of such idiosyncrasy: "In a university examination some years ago an examiner gave the same marks to all candidates whose names appeared on a particular page of the mark book. Good students whose names happened to be on an unfortunate page obtained very low marks and failed and undeserving candidates obtained first class marks. The Principals of colleges and members of the Senate drew the attention of the university as it was obligatory to pass in that paper. It was pleaded that the university had no power either to alter the marks once given by the examiner or to have the answer books re-examined by a different examiner. The university excluded the examiner from future examinations, but it was a poor consolation to the candidates who failed by the eccentric action of the examiner." Dr. Zia-ud-Din suggested that in such extreme cases powers should be given to the Vice-Chancellor or the President of the Examining Body to get the papers re-examined and the marks revised. Cases of idiosyncracies of examiners, though rare, are still not altogether absent in the Bombay University. We, therefore, feel that the University should have powers to correct such errors occasioned by the eccentric action of examiners by referring such cases to the Board of Examiners.

### **Appointment of Examiners**

116. We also feel that the machinery for the appointment of examiners should be overhauled. Great dissatisfaction has been expressed with the method of appointment of examiners. The Hon'ble Shri K. M. Munshi pointed, in his evidence before us, to the present methods as the greatest evil in our examination system. According to him pressure is brought on

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\* Royal Commission on University Education in London — (1910), page 86.

selectors for the appointment of examiners even for the M.A. examinations. We agree with the Hon'ble Shri K. M. Munshi's views and are of the opinion that the machinery for the appointment of examiners should be revised and should be on the Poona University model. Section 48 of the Poona University Act lays down provisions for the appointment of the Examiners' Committee. It runs as follows :—

- (1) A committee for each faculty shall be formed every year for the purpose of drawing up lists for appointments to university examinerships.
- (2) The members of the committee shall be :
  - (i) The Vice-Chancellor—*ex-officio* Chairman ;
  - (ii) The Dean of the Faculty ;
  - (iii) Two members appointed by the Academic Council ;
  - (iv) Two members appointed by the Executive Council.
- (3) The committee shall draw up the lists from amongst persons included in panels to be prepared by the Boards of Studies. The lists so drawn up shall be submitted for approval to the Academic Council and the Executive Council. The Executive Council shall make the appointments of examiners on the advice of the Academic Council :
 

Provided that no change in the lists shall be suggested or made by the Academic Council or the Executive Council except by passing a special resolution stating the specific grounds on which each change suggested or made is based.
- (4) If any examiner is unable to act for any cause and a fresh appointment cannot be made in time by the Executive Council, the Vice-Chancellor shall appoint another examiner to fill the vacancy and shall report such appointment to the Executive Council."

The words "Executive Council" in the section will be replaced by the word "Syndicate."

A convention will however be established that the examiners should be suggested by the Board of Studies to the committee who shall draw up the lists of examiners from the same as well as the Panels.

117. The Bombay University is going to be a teaching university with the result that the examiners will be mostly drawn from teachers who will be responsible for the teaching of the candidates. This is as it ought to be, if examinations are to reflect teaching. But we feel that the association of external examiners will be in the interest of university education itself



This will enable the University to maintain a high standard of examinations and we, therefore, feel that external examiners should be appointed at the university examinations. In order to facilitate the appointment of such examiners, we are of the opinion that panels of examiners should be invited from such bodies as the All India Medical Council and the Council of Legal Education, when it comes to be instituted in the Bombay State, and that the Syndicate should be at liberty to suggest the names of examiners from such panels to be incorporated in the panel over and above those whose names have been included in the panels by the Board of Studies in their respective faculties. In fact we see no reason why the universities in the State should not exchange their panels of examiners in the various faculties for appointment as examiners.

### Teachers of the University

118. Examination reform is not the only desiderata for the reformation of the teaching activities of the Bombay University. Teachers in various colleges of the University have come in for a lot of criticism at the hands of the public. There is a general belief in the State, almost in the whole country, that the teacher of to-day cannot stand comparison with his predecessor in the days gone by, and this in spite of the fact that teaching methods and teaching aids have considerably improved. The University Education Commission (1949) described the present unsatisfactory position of teachers and teaching in graphic words to the following effect :—

“All those interested in education deplore the deterioration of standards of teaching and of discipline. Many have testified to the great respect which the teachers of the preceding generations commanded and the indifference with which they are treated to-day. Complaints of lack of freshness and enthusiasm abound. Quite a number of teachers are satisfied with repeating stereotyped information, which tends to devitalise teaching and to kill interest. In one of the Indian Administrative Service examinations, one examiner in a Science subject wrote, ‘The answers of many of the candidates were antiquated and obsolete—they were writing in 1948 what they might have written in 1918—they had completely ignored the advance in our knowledge of the subject during the last 30 years. It is likely that their teachers failed to bring the recent advances in our knowledge to the notice of their students. The matter becomes serious when we know that these advances are duly recorded in current modern textbooks.’ This is a serious indictment, but is unfortunately true of far too many.”\*

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\*Report of University Education Commission, 1949, page 70.

119. The causes of this unsatisfactory position of teaching and teachers are not far to seek. One of the saddest features of the teaching profession in India is the low salaries that are paid to the teachers. In consequence, the teacher has to suffer great economic hardship and struggle. The result is that the teacher takes to private tuitions or other remunerative work and has to spend his energy in earning a decent livelihood. Examinerships are sought after and authorities of colleges often seek to compensate their professors for their low salaries by securing for them examinerships at the university examinations. It must be noted that the University had no control over the conditions of service of the teachers in colleges. It was for the first time in 1948 that the Bombay University laid down certain minimum scales of salaries for the various grades of university teachers. It was, however, very difficult for the University to command obedience to its rules and the University's powers to enforce such obedience were themselves challenged. It may also be noted that very often the standard of teaching is judged by examination results. The tendency, therefore, of the various teachers in colleges has been to pass as many students of their college as possible in order to gain prestige and reputation for themselves and their college. The lack of other amenities of life has also had its adverse effects on the teaching of these teachers. Residential accommodation is not provided for; not only that but large number of teachers in colleges go without any separate rooms for them in the colleges to enable them to study and to guide their own students. If the teachers are expected to do research or to carry on advanced studies in their own subjects, we think it highly desirable that provision for separate rooms for teachers should be made available to them.

120. One of the greatest faults found with the teachers is that they have not done much of research work. Looking to the large number of university teachers—the Bombay University Teachers' Association claims that it has 400 members on its roll—a very insignificant number of teachers have produced any research work so far. We cannot over-emphasise the necessity for teachers to do research work. Teachers seem to have forgotten the fact that it is really impossible to direct the studies of others unless one is a student oneself. It is not possible even to try to cultivate in students qualities which the teachers have either never possessed or allowed to rust through disuse. We agree with Bruce Truscot when he said that "Prominent among the various reasons why every university teacher should be a researcher is the effect of research upon himself and his pupils. If our teaching is to be fresh and our graduate school active we must be active ourselves. A lifeless professor means a lifeless school.....". We agree again

with Bruce Truscot when he says that the following splendid and vivid figure of speech whose preservation we owe to the Grants Committee, England, deserves to be engraved upon the wall of every staff common room. "He who learns from one occupied in learning, drinks of a running stream. He who learns from one who has learnt all he is to teach, drinks 'the green mantle of the stagnant pool.'" The sooner, therefore, the teachers learn to do research, the better it is—not only for the teaching of the University but for themselves too. We, however, feel that a proper atmosphere ought to be created and adequate facilities ought to be given to a teacher to enable him to devote himself to research. Every encouragement ought to be given to him to advance the bounds of knowledge. The hours of work that he is required to do in the college ought to be reduced and he must be given enough leisure to devote himself to his own studies. The University Education Commission say that "Teachers cannot normally carry over 15 hours a week for teaching and tutorials combined and yet be productive scholars". They recommend that "18 periods a week including tutorial classes is the maximum that any teacher should be required to do. Those who are in charge of Master's degree classes and have to guide research students should have between 12 to 15 periods". In making this recommendation they followed the Cambridge model where six to ten hours of tutorial work per week besides lecturing, research and administrative duties are not considered to be too heavy a load by the teachers concerned. We, however, think that it may not be wise to burden the teacher even with this much amount of work if the teacher is to be left some appreciable time free to study by himself. Apart from the difference in the economic conditions of the life of a teacher in England and those in India, we think the climatic difference would call for lesser hours of work in India. In the cool climate of England teachers are known to be working for longer hours; that may not be possible in the hot climate of this country. The standard of Cambridge would be difficult to apply to the conditions in India and a teacher here who is called upon to do 18 hours' work per week might not do either teaching or research with any conspicuous success.

121. We also find that there are no proper methods adopted for the selection of teachers. The reputation and the prestige of a university depends upon proper selection of its teachers. The Bombay University had no rules governing the appointment of teachers in colleges. The colleges themselves suffered from lack of any such rules. It was in 1948 that the University for the first time laid down the necessary qualifications for the appointment of teachers and those rules referred only to academic qualifications. The colleges, however, are swayed

by various considerations, political, provincial etc. in the selection of their teachers. We agree with the University Education Commission when it said that, "For university appointments there should be no criterion other than that of merit, remembering that merit includes academic distinctions, teaching ability and leadership in student activities". We, therefore, think it necessary that the University should have complete control over the selection of teachers. For that purpose we divide the teachers into two categories,—one Appointed Teachers and the other Recognised Teachers. An Appointed Teacher is one who is a servant of the University either full time or part time (being employed on the staff of a college or a constituent recognised institution) and for whose appointment and conditions of service the University is responsible. In our opinion the appointments of University Professors etc. should carry with them a uniform and appropriate academic status and financial emoluments. met. if necessary, partly by the University and partly by a college or a recognised institution, as at Oxford or Cambridge. A Recognised Teacher is one who is already on the staff of some college but on whom the University confers the title of a University teacher and who is recognised for the purpose of University teaching in some faculty. For the Recognition of Teachers we recommend a Committee on the lines laid down by section 47 of the Poona University Act. The following will be the constitution of the committee :—

(1) No person shall be recognised as a teacher of the University except on the recommendation of a Committee constituted for the purpose.

(2) The members of the Committee shall be—

(i) The Vice-Chancellor—*ex-officio* Chairman.

(ii) The Pro-Vice-Chancellor,

(iii) The Head of the University Department in the subject, if any.

(iv) A University Professor in the subject, to be nominated by the Vice-Chancellor, and

(v) Three members of the relevant Board of Studies having special knowledge of the subject for which the teacher is to be recognised, to be nominated by the Vice-Chancellor.

For the Appointment of University Teachers we recommend the following Committee of Selection on the lines of section 28 of the present Bombay University Act :

(1) No person shall be appointed a University Professor, Reader or Lecturer except on the recommendation of a Committee of Selection constituted for the purpose.

(2) The members of the Committee shall be :

(a) The Vice-Chancellor—*ex-officio* Chairman,

(b) The Pro-Vice-Chancellor.

(c) Five persons having special knowledge of the subject to be appointed as fellows :—

(i) One who shall be a member of the Faculty in the subjects concerned—by the Academic Council.

(ii) Four who shall not be Fellows, Members of Faculties, University Teachers or Teachers—two to be appointed by the Academic Council and two by the Syndicate.

(d) The Committee shall investigate the merits of the various candidates and such other persons, if any, as the Committee may recommend as duly qualified for the vacant post but who have not applied for it, and shall report to the Syndicate the names, arranged in order of merit, of persons, if any, whom it considers to be suitable for the vacant post.

(e) The Syndicate shall make the final selection out of the persons, if any, so recommended :

Provided that where the Syndicate makes the appointment otherwise than in accordance with the order of merit arranged by the Committee, the Syndicate shall record its reasons for doing so.

With these powers of recognition and appointment of university teachers, we think that the University will have sufficient control over the selection of its teachers, which is bound to raise the standard of teaching in the University.

122. If the standard of university teaching is to be further raised, we draw attention to the necessity of the training of university teachers. Opinion among the educationists is gathering strength that like the secondary school teacher the university teacher also must be trained in the technique of teaching if he has to be a successful teacher. But the very suggestion that university teachers should be trained is so radical that it will take a long time before it meets with any approval from the universities and the university teachers themselves. We, however, agree with the view expressed by the Legal Education Committee, Bombay, in this matter in the following words :

“The need for and the desirability of such a training has long been felt. The University Grants Committee, England, in its report in the year 1936 recognised this need and remarked that ‘young university teachers might be more systematically encouraged to take serious thought as to the best manner of presenting a subject’ and that ‘in this connection careful preparation is essential’. As Bruce Truscot puts it, ‘there is no answer to this question which undergraduates who intend to become school teachers frequently ask, ‘why do we have to spend a year, after taking our degrees, in

obtaining a diploma testifying that we have studied and practised the technique of teaching, whereas, if we are going to take up an equally difficult work of university lecturing and have good degrees to be acceptable from the academic point of view, we could get posts without having had any training whatever." Possession of knowledge and the ability to impart it are two different things, and it must be admitted that they do not very often go hand in hand. Some lecturers have not even enough idea of speaking to make themselves heard. For a beginner, it is difficult to plan his course and time his lectures without being instructed how to do so. The method generally followed is to get through as much as you can in each hour and hope that, by the end of the term of the year, you may have covered the syllabus, omitting chunks of it as soon as you discover that you certainly will not. There is no doubt that many and various are the defects that exist in lecturing on law in our colleges and a good deal of improvement can be made by giving training in reading aloud, the delivery of lecture, teaching of a class and in planning both of a syllabus and of a single lecture. .... We suggest that the senior and experienced professors should help the new-comers in organising their lectures. They may some times attend their lectures and make useful and valuable suggestions. The juniors may occasionally attend the lectures of the seniors to get a practical demonstration in the art of lecturing. Mutual good will between seniors and juniors will render this plan to be usefully followed. Although this may not be any ideal method of training, it would be better than no training at all."\*

We may point out that it was Bruce Truscot who made the bold suggestion of subjecting all would-be university lecturers to a specific course of training. He recommends that: "It would be best to make this, with slight modifications, the normal full year's course for the training of teachers ..... But the minimum requirements of efficiency would probably be met if a short and purely technical course, compressible into the three months of the long vacation were organised centrally and required to be taken by all candidates for lecturships ..... No candidate ought to be accepted for any but a temporary post in a university until he has passed (an examination at the end)." We think that there is a good deal of merit in the suggestions made both by the Legal Education Committee, Bombay, and Bruce Truscot. The Bombay University should take note of these suggestions and make some provision for the training of its teachers. This, in our opinion, will go a long way in making teaching effective and useful.

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\* Report of the Legal Education Committee, (1949), pp. 75-76

## Essentials of University Teaching

123. Before we deal with the question of the reorganisation of postgraduate and post-Intermediate teaching, we think it necessary to draw attention to the essentials of university teaching. The Haldane Report referred to the following description of university teaching given by His Majesty's Inspectors of the Board of Education in their report of 1910 and they agreed in substance in what the Board had to say in the matter:

"We may assume" they say, "that university teaching is teaching suited to adults; that it is scientific, detached, and impartial in character; that it aims not so much at filling the mind of the student with facts or theories as at calling forth his own individuality, and stimulating him to mental effort; that it accustoms him to the critical study of the leading authorities, with, perhaps, occasional references to first-hand sources of information, and that it implants in his mind a standard of thoroughness, and gives him a sense of the difficulty as well as of the value of truth. The student so trained learns to distinguish between what may fairly be called matter of fact, and what is certainly mere matter of opinion, between the white light and the coloured. He becomes accustomed to distinguish issues, and to look at separate questions each on its own merits and without an eye to their bearing on some cherished theory. He learns to state fairly, and even sympathetically, the position of those to whose practical conclusions he is most stoutly opposed. He becomes able to examine a suggested idea, and see what comes of it, before accepting it or rejecting it. Finally, without necessarily becoming an original student, he gains an insight into the conditions under which original research is carried on. He is able to weigh evidence, to follow and criticise argument, and put his own value on authorities."\*

This is the idea which the University and its teachers have to follow.

### Post-Graduate Teaching

124. There is a unanimity of opinion amongst persons who gave their evidence before us that the University should henceforth be directly responsible for the teaching of postgraduate courses. In a certain sense the University has been carrying on postgraduate teaching on its own. After the report of the Sadler Commission, the Bombay University Reforms Committee suggested the taking up by the University of postgraduate

\* Report of the Royal Commission on University Education in London, (1910), page 28.

teaching. They restricted university teaching to postgraduate work and research, except as regards Science for which they thought adequate provision existed elsewhere and for which it was not necessary for the University to undertake the heavy expenditure that would be involved. They therefore suggested the following scheme of postgraduate instruction :

" (1) The University shall provide Postgraduate teaching and study with reference to the courses laid down for the degrees of M.A., M.T., M. Com. and LL.M..

(2) Postgraduate teaching in Bombay with reference to the courses for the degree of M.A., M.T. M.Com. and LL.M. shall, for the present, be conducted only by the University.

(3) Postgraduate teaching in Bombay with reference to the M.Sc., degree may be conducted in the name and under the control of the University at such institutions as the University may recognise and affiliate for that purpose. Such institutions shall include the Royal Institute of Science, Bombay,

...

...

...

(7) The staff for postgraduate teaching in Bombay shall consist of any of the following classes of teachers :

(a) Teachers appointed and paid by the University

(b) Teachers in colleges whose attainments specially qualify them for post-graduate instruction and who undertake at the request of the University to deliver a course of lectures on selected topics ; such teachers shall be appointed by the University for one year on a monthly salary say of Rs. 150. or for the delivery of one term's course of a fixed number of lectures, say Rs. 1,000 for 12 lectures, and six hours devoted to direction of individual students' studies.

(c) Persons who undertake at the request of the University on the recommendation of the Academic Council and for agreed remuneration to deal with special subjects in which they are authorities."\*

On the recommendations of the Reforms Committee the Bombay University Act was revised in 1928 and the Preamble of the Act makes reference to post-graduate teaching in the following words :

" Whereas it is necessary to reconstitute the said University to enable it to provide greater facilities for higher education and to conduct post-graduate teaching and research in all branches of learning, including technology, while continuing to exercise due control over the teaching given by colleges



affiliated to it from time to time, it is hereby enacted as follows :.....”

The said Act also made provision in section 25 for the setting up of a Board of Post-Graduate Studies, the function of the Board being to “control and co-ordinate post-graduate teaching and research in the University Departments and the colleges” and to “recommend to the Syndicate what teachers in the colleges shall be recognised as university teachers for Post-graduate instruction and research.” In pursuance of the recommendations of the committee as well as the power given to the University by the Act of 1928 the University made attempts to assume direct responsibility for post-graduate teaching and research. As a result, some research is being done in the University Departments—the School of Economics and Sociology, and the Department of Chemical Technology. Research in Science is also being carried on in some affiliated colleges notably the Wilson College, the St. Xavier’s College and the Institute of Science. It must, however, be admitted that no proper provision has been made for post-graduate teaching in Arts, Law, etc. Teachers in colleges have been recognised for post-graduate teaching and a sort of co-ordinated scheme for teaching post-graduate courses has been attempted, but the scheme suffers from lack of effective control over it. There is no proper machinery for supervising the work of teachers mainly because these post-graduate teachers are not directly paid by the University as recommended by the University Reforms Committee of 1925. The teachers therefore suffer from lack of incentive and they do not seem to put their heart and soul into the work. It is true that there is a sort of indirect payment to them inasmuch as post-graduate teachers are given less of teaching work in the under-graduate classes in the colleges. But so long as the University does not pay them directly any remuneration, its control over them cannot at all be effective. We therefore feel that the University must now seriously undertake direct responsibility for post-graduate teaching and research. It must make a determined effort to centralise all such teaching in one place. With so many colleges in Bombay it is quite possible for the University to centralise the teaching work in different subjects. For instance, it might ask the Wilson College to do the entire post-graduate teaching in Sanskrit and concentrate teaching in Marathi in the Ramnarain Ruia College. We have no doubt that post-graduate students in different subjects can usefully be centred in different colleges in order that post-graduate teaching should be real and effective. But we do feel that the University should organise post-graduate teaching as far as possible in its own institutions and for that purpose persuade Government to transfer its colleges to the control of the University. Later on we shall deal with this question of the transfer of Government colleges in

greater detail. Suffice it to say here that the University must have its own institutions where teaching under the direct control of the University can be carried on at least at the post-graduate stage. Lack of supervision has been one of the main defects in post-graduate teaching as it is carried on today. We therefore recommend the setting up of Boards of University Teaching to supervise and coordinate the work of all university teaching with the help of the Deans of the respective Faculties. We recommend that there should be two Boards of University Teaching, one for the Faculties of Arts, Law and Commerce and the other for the faculties of Science, Technology and Medicine.

Each Board shall consist of—

- (a) The Pro-Vice Chancellor—Ex-officio Chairman.
- (b) The Deans of the Faculties in the subjects for which the Board is constituted.
- (c) Heads of the University Departments in the said subjects.
- (d) Principals of constituent degree colleges and heads of constituent recognised institutions in the said subjects.

We also recommend that the Principals of the constituent colleges who are members of one Board should have a right to nominate the Head of the Department comprised in the other Board to represent them on the Board.

125. In order to help research and post-graduate work, we think it necessary to co-ordinate the facilities afforded by the various libraries in the city. Post-graduate students should have access to all public libraries in Bombay as well as to all college libraries. It will not be difficult to introduce a sort of a loan system in these various libraries and we do recommend that such a scheme should be set up for the benefit of research workers. The Bombay University Library should undertake this work of coordinating library facilities in the city and for this purpose a Union Catalogue should be prepared. The University Library does not develop its facilities in certain subjects, such as Law, Economics and Science. There is therefore a greater need of coordinating facilities afforded by the various colleges in the city. This will encourage research and post-graduate reading, and we think that such facilities are necessary for the proper reading and studies at the post-graduate level.

126. It has been suggested to us that some sort of coordination should be effected in the matter of research in the various universities in the State. It is urged that this will avoid duplication and save unnecessary expenditure. It is therefore suggested that a university's research should be confined to

particular faculties for which the university affords greatest facilities. But we do not think that any hard and fast rule in this respect is necessary. Universities are autonomous bodies and they are free to develop their own resources. We, however, think that, until all the universities are fully developed, coordination between the universities will be the best means of promoting research in the State. We, however, feel that this coordination can be brought about by the Joint Board of the Vice-Chancellors of the Statutory Universities in the State; and we have no doubt that good will on the part of the universities will help in bringing about coordination of the post-graduate work and the avoidance of wasteful expenditure.

### **Post-Intermediate Teaching.**

127. We have given our anxious thought to the question of post-intermediate teaching. If the University is to assume direct control over post-graduate teaching and be responsible for it, we do believe that it must control post-intermediate teaching also. Any divorce between post-graduate and post-intermediate teaching is bound to be harmful. Even the Bombay University Reforms Committee, when it suggested that the University should control only post-graduate teaching and research, was aware of the necessity of the University controlling in fact all university teaching, both post-graduate and under-graduate. They say: "In arriving at this decision the Committee was aware of the undesirability of separating in watertight compartments the undergraduate and the post-graduate teaching and of the force of the contention of the Royal Commission on the University of London (paragraphs 69-71) that the association of the two is in the best interest of both student and teacher. 'It is only by coming into contact with the junior students that a teacher can direct their minds to his own conception of his subject and train them in his own methods and hence obtain the double advantage of selecting the best men for research and getting the best work out of them. Again it is the personal influence of the man doing original work in his subject which inspires belief in it, awakens enthusiasm, gains disciples.' So with regard to both the university professor and the college teacher it is necessary that each should have post-graduate students working under him.' 'He must be doing original work himself and he often obtains material assistance from the co-operation of advanced students. Their very difficulties are full of suggestion and their faith and enthusiasm are a perennial source of refreshment and strength.' Again, it is also a great disadvantage to the undergraduate students of the University that post-graduate students should be removed to separate institutions. They ought to be in constant contact with those who are not too far beyond them, but

stimulate and encourage them by the familiar presence of an attainable ideal’”\* Having recognised the desirability of co-ordinating post-graduate and under-graduate teaching, they however did not recommend that the University should undertake post-intermediate teaching, in the hope that complete isolation of graduate and under-graduate will not be created by the scheme of post-graduate study which they recommended. We agree with the view expressed in this connection by the Haldane Commission and we feel that post-graduate teaching will be more effective in proportion to the control which the University will exercise over post-intermediate teaching.

128. It must also be remembered that the Bombay University is going to be in future a teaching university, and it will not be discharging its true functions if it did not undertake post-intermediate teaching also. Teaching is the essence of university work and no university can afford to leave it to affiliated or constituent colleges without a complete control over it. The experiment of leaving it to the colleges to do the teaching work has, in our opinion, failed as exhibited by the low standard of teaching, of which the University Education Commission (1949) complains so bitterly. The University cannot henceforward remain content with merely laying down syllabuses and conducting examinations. As Dr. M. R. Jayakar remarked, in his Note on the Bombay University developing into a full teaching university for the city of Bombay, in the Bombay University Reforms Committee Report “The experiment has, in my opinion, been sufficiently tried in the past, of leaving matters of education in the hands of private institutions, with a minimum control exercised by the University, and personally, I hold the view that a good deal of the difficulty which the educational problem presents is due to this fact.”\* We also do not think it desirable to leave the coordination of teaching to the voluntary action of the different colleges. These colleges have different aims and aspirations and different standard of efficiency; co-ordination among them is not likely to be effective. Even the teachers may not like to take part in such a voluntary coordinated scheme of teaching inasmuch as they may not like to share their credit with others. We have seen how co-ordination of post-graduate teaching done on voluntary basis has failed and it is not wise to try the experiment in the case of post-intermediate teaching. We think the University, therefore, must be entrusted with the task of carrying out post-intermediate teaching if the University is to be a teaching university and if the post-graduate teaching is really to be effective. This view was expressed so early as 1925 by Dr. M. R.

\* Bombay University Reforms Committee Report — (1925) pp. 66-67.

\*Ibid.—page 60.

Jayakar in his Note referred to above. He did not then agree with the majority view entrusting the University with post-graduate teaching only, but he advocated the view that undergraduate teaching should also be the responsibility of the University. We adopt the argument which Dr. Jayakar then put forth in the following passage of his Note which we quote *in extenso* :

“The Committee is now practically agreed on recommending that, for post-graduate studies, all teaching should be concentrated in the hands of the University. Nay, the majority has gone further, and, in order to meet the wishes of some of the members, has recommended that, even for B. A. (Honours), the lectures may be coordinated with a view to save time and secure unity and efficiency of effort. I desire to go further and apply the same principle to all undergraduate studies eventually, when the necessary atmosphere and understanding are created. It is said that the colleges view this proposal with disfavour, but so do they the proposal about concentrating them in the Fort area and taking over all post-graduate studies. The Wilson College, in particular, raised the strongest protest against this proposal of the Committee. But, notwithstanding the same, the Committee has decided, and rightly, in my opinion, that concentration should take place. There is no question of colleges merging their identity, individuality and special interest in the University. The colleges may remain separate units, if they desire to do so, and may take up tutorial and residential work—the work of direct intimate supervision and guidance over their students, which in an undergraduate’s career, is as important as teaching. It is no objection to say that the two largest colleges in Bombay are missionary colleges, and I think it is stating the case for these missionary colleges somewhat unfairly to say that they would not be, owing to their missionary character, willing to fall into line with the policy of the University, if it were agreed upon.

“In paragraph 80 of Chapter VI of the Report, reference is made to the figures in connection with B. A. (Honours) groups, and they make it perfectly clear that, even at the present day, the University will be able to take up exclusive teaching in the Honours courses without any difficulty. As the majority observe in the said paragraph :—‘From these figures it would seem that in all B. A. (Honours) groups, instruction of a general nature on a limited subject could be given in a term’s course by lectures by a single lecturer to the students of all the colleges—provided that the colleges be near enough and the time-tables of the colleges be suitably adjusted. It would be easy to draw up a scheme of lecture-courses to include

all the instruction necessary and distribute the courses between the colleges. .... Of certain Honours subjects, the teaching could well be restricted to certain colleges, for instance, Persian, Latin, French, Portuguese, Avesta, Pehlvi, Arabic, Hebrew, Mathematics, Philosophy ..... There does not seem to be any obstacle in the size of the classes to the University undertaking Honours teaching.' Having said so much in favour of an argument which supports my view, the majority go on to reject it on the ground that the colleges would be opposed to the idea of concentration in the Fort and coordination of lectures for the post-graduate and Honours studies. If, notwithstanding their objection, such a concentration and mingling of courses can be forced upon the colleges against their will, I cannot see why the colleges should be found more refractory, if an entire and well-considered scheme of university teaching is launched into existence. It is said that such a course would take away the best pupils from the colleges and they would be deprived of all incentive to work. But the effects of this alleged evil are, in my opinion, considerably exaggerated when we remember that, under our proposals, the Pass and the Honours courses are no more regarded as superior and inferior as hitherto, but as amounting to special and general courses of training only. Besides, the best pupils will, under my suggestion, remain attached to their colleges for all purposes except teaching. They will reside, and will receive tutorial instruction at their colleges, will maintain their connection with it, and the colleges in no way will be deprived of their association, excepting that, for purposes of instruction, they will attend a class taught and controlled by a university professor. The argument, that this undertaking will throw on the University a heavy burden of expenditure, is, in my opinion, not very satisfactory; first, because any rational and far-reaching scheme of reform is bound to cost heavy expenditure, which the University and the Government must be prepared to meet, and, secondly, because the colleges themselves may, under some arrangement, be called upon to pay for the instruction of its students who are educated by the University. There is no question of burdening the professorial staff with a heavy amount of teaching, because, as soon as such functions are taken over by the University, there will be a corresponding reduction in the staff of the colleges, and that staff will be set free to take up the university education work, if found competent. I may go further and mention that nearly all the arguments advanced in paragraph 81, Chapter VII, of the Report with regard to the co-ordination of the B. A. (Honours) classes by the University, apply with equal force to my proposal. I feel no doubt that, if the University ventures upon this undertaking with faith and courage, it will succeed notwithstanding many difficulties

which seem so great at present. I am not suggesting an immediate or a revolutionary reversal of present-day conditions. All that I am seeking for is that the University should recognise this as the ideal and should gradually work towards it as opportunities permit, beginning with post-graduate and Honours courses, and gradually creating conditions, under which it will be easy to take up all under-graduate courses, or as many of them as possible, under its own training, supervision and guidance. My scheme does not necessarily involve the obliteration of existing colleges, but only the transmutation of their present work into something which is equally useful and important in university training."\*

We think that, with the jurisdiction of the Bombay University confined to greater Bombay, the time has now come to put Dr. M. R. Jayakar's suggestion into practice. The opportunity has come and if it is allowed to be lost, it may be lost for a long time to come.

129. The objections to the University's taking up post-intermediate teaching have been put forth in the replies of Father J. Dühr which have been substantially adopted by Father Balaguer, Principal of the St. Xavier's College, Bombay. Similar objections have been raised by Principal Dr. Kellock of the Wilson College. There is no doubt that this opposition to the University's taking over post-intermediate teaching is shared by some other colleges also. We, therefore, quote the objections raised by Father Dühr. In answer to Question 19(a) of the Questionnaire, "Are you in favour of the Bombay University assuming direct and entire responsibility for the teaching of all post-intermediate courses?", he replies "Emphatically Not." In answer to Question 10(c) "Are you in favour of the University assuming direct responsibility for teaching only certain post-intermediate courses, while arranging for and organising inter-collegiate schemes of lectures for the rest of the first degree courses after the intermediate?", he replies "No." And he states his reasons as follows :

"My reasons are.....(1) thereby all existing colleges are changed into Intermediate Colleges and become glorified schools; (2) there is no scope for their teachers except to go out of their college as soon as a post is available in graduate teaching; (3) mere numbers in the Bombay University will make this scheme a huge failure; (4) the distances between the various colleges and the difficulties of transportation of either students or professors are making even the present working of the M. A. lectures difficult.—even within Bombay. What, if the Greater Bombay is to be included? (5) There will be no contact between students and professors; (6)

\* Report of Bombay University Reforms Committee, (1925) page 63 to 70.

Discipline will be uncontrollable ; (7) No suitable time-tables could be devised; (8) You set up a hybrid system; it will not work unless the present colleges are clearly reduced to Intermediate Colleges and a Unitary University is set up for degree courses."

In reply to the question, "Have you any alternate scheme to suggest for improving the post-intermediate teaching?", he replies, "I deny that post-intermediate teaching has been a failure in the Bombay University so far. Teaching will be improved where it is deficient by the ordinary criteria of results, by effective inspection, even by temporary non-recognition in particular subjects."

130. Many of these objections will find their refutation in the Note of Dr. Jayakar which we have quoted above. To us it seems that these objections are not based upon any principles of university teaching and organisation, but they are more or less due to the fear that this scheme of university teaching is impracticable. The impracticability of the scheme is attributed by those who oppose it to the vast numbers of students whose teaching the University will have to undertake. It must be remembered that this scheme does not affect the first two classes in the colleges where the numbers are large. We have to deal with only the post-intermediate classes and the numbers here being distributed over a large number of subjects, in which the University gives option, are not frightening at all. In Appendix IV, we give a table showing the number of students in the Junior and Senior B.A. Classes according to subjects. It will be found that this distribution of students over the subjects compares very favourably with a similar table given by the Maharashtra University Committee in Appendix VII to its Report. It seems to us that except in the economics group, no other subject has such a large number of students as to make direct teaching by the University in any way unmanageable. It must also be remembered that whereas the figures quoted by the Maharashtra University Committee have reference to three Arts colleges, we have in Greater Bombay about 11 Arts colleges. The resources, therefore, available in Bombay are far greater. It must also be noted that this number is very likely to be reduced in future. If our recommendations made in Chapter VI of the Report are carried into effect, they will certainly reduce the number of students coming up to the post-intermediate stage. With regard to the Science subjects, there appears to be a large number of students in Chemistry and Physics. Here also coordination of lectures, which are fewer than the practicals, will not be so difficult. There are many colleges in Bombay teaching Science courses. Laboratory facilities for these students are already available and it is not as if coordination of lectures is beyond the pale of possibility. The other



branches of Science will, in our opinion, present no difficulty. The fears, therefore, of large numbers are more imaginary than real.

131. There is not much substance in the objection based on the difficulty of transport. In the first place, in the subjects where the number of students is small, enrolment of students for those subjects can be confined to certain colleges where facilities for the teaching of these subjects are readily available. Secondly, there is no reason why the University should not create two or three centres in Greater Bombay for effectively organising its teaching activities. The North and the South appear to us to be suitable centres for such work. It has been suggested that the Arts teaching should be concentrated as far as possible in the South and Science should go over to the North. It has even been suggested that for this purpose colleges may be shifted from the North to the South and *vice versa*. For example, the Government Law College is the only college in the Law Faculty. Without any inconvenience, therefore, it may be shifted to Jogeshwari in the buildings of the present Ismail Yusuf College and the latter college may be housed in the present building of the Government Law College. Both are Government Colleges and it may not be difficult to effect such a change. It may also be remembered that what is contemplated under the scheme is not the movement of students from one college to another for their lectures, but it is the teachers who will be moving from one centre to another and that too not too frequently. We do not think it impossible to frame suitable time-tables and avoid a good deal of travelling even by the teachers themselves. With a will to do things these difficulties of transport are not insurmountable.

132. One wonders why it will be difficult to keep discipline among the students. The students will be attached to their respective colleges; they will be doing their tutorials and other activities in the colleges themselves. Even for general lectures they may not have to move from their colleges; they will remain entirely under the disciplinary jurisdiction of the teachers of their respective colleges. The teachers will not have to lose their contact with their students. We are, therefore, of the opinion that it will not at all be difficult to keep discipline among the students.

133. Our scheme will not turn all existing colleges into Intermediate Colleges or "glorified schools." As Dr. Jayakar remarked, these colleges will be doing "the work of direct and intimate supervision and guidance over their students which in an under-graduate's career is as important as teaching." It may also be noticed that the teachers will be teaching not only the first two years' classes, but will also be carrying out the

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130. Many of these objections will find their refutation in the Note of Dr. Jayakar which we have quoted above. To us it seems that these objections are not based upon any principles of university teaching and organisation, but they are more or less due to the fear that this scheme of university teaching is impracticable. The impracticability of the scheme is attributed by those who oppose it to the vast numbers of students whose teaching the University will have to undertake. It must be remembered that this scheme does not affect the first two classes in the colleges where the numbers are large. We have to deal with only the post-intermediate classes and the numbers here being distributed over a large number of subjects, in which the University gives option, are not frightening at all. In Appendix IV, we give a table showing the number of students in the Junior and Senior B.A. Classes according to subjects. It will be found that this distribution of students over the subjects compares very favourably with a similar table given by the Maharashtra University Committee in Appendix VII to its Report. It seems to us that except in the economics group, no other subject has such a large number of students as to make direct teaching by the University in any way unmanageable. It must also be remembered that whereas the figures quoted by the Maharashtra University Committee have reference to three Arts colleges, we have in Greater Bombay about 11 Arts colleges. The resources, therefore, available in Bombay are far greater. It must also be noted that this number is very likely to be reduced in future. If our recommendations made in Chapter VI of the Report are carried into effect, they will certainly reduce the number of students coming up to the post-intermediate stage. With regard to the Science subjects, there appears to be a large number of students in Chemistry and Physics. Here also coordination of lectures, which are fewer than the practicals, will not be so difficult. There are many colleges in Bombay teaching Science courses. Laboratory facilities for these students are already available and it is not as if coordination of lectures is beyond the pale of possibility. The other

branches of Science will, in our opinion, present no difficulty. The fears, therefore, of large numbers are more imaginary than real.

131. There is not much substance in the objection based on the difficulty of transport. In the first place, in the subjects where the number of students is small, enrolment of students for those subjects can be confined to certain colleges where facilities for the teaching of these subjects are readily available. Secondly, there is no reason why the University should not create two or three centres in Greater Bombay for effectively organising its teaching activities. The North and the South appear to us to be suitable centres for such work. It has been suggested that the Arts teaching should be concentrated as far as possible in the South and Science should go over to the North. It has even been suggested that for this purpose colleges may be shifted from the North to the South and *vice versa*. For example, the Government Law College is the only college in the Law Faculty. Without any inconvenience, therefore, it may be shifted to Jogeshwari in the buildings of the present Ismail Yusuf College and the latter college may be housed in the present building of the Government Law College. Both are Government Colleges and it may not be difficult to effect such a change. It may also be remembered that what is contemplated under the scheme is not the movement of students from one college to another for their lectures, but it is the teachers who will be moving from one centre to another and that too not too frequently. We do not think it impossible to frame suitable time-tables and avoid a good deal of travelling even by the teachers themselves. With a will to do things these difficulties of transport are not insurmountable.

132. One wonders why it will be difficult to keep discipline among the students. The students will be attached to their respective colleges; they will be doing their tutorials and other activities in the colleges themselves. Even for general lectures they may not have to move from their colleges; they will remain entirely under the disciplinary jurisdiction of the teachers of their respective colleges. The teachers will not have to lose their contact with their students. We are, therefore, of the opinion that it will not at all be difficult to keep discipline among the students.

133. Our scheme will not turn all existing colleges into Intermediate Colleges or "glorified schools." As Dr. Jayakar remarked, these colleges will be doing "the work of direct and intimate supervision and guidance over their students which in an under-graduate's career is as important as teaching." It may also be noticed that the teachers will be teaching not only the first two years' classes, but will also be carrying out the

university teaching of the post-intermediate courses. We also expect the teachers to do research work and every encouragement to do advanced studies and research will be given to them so that they may come to occupy their proper place in the hierarchy of teachers.

134. It is, lastly, said that a similar experiment that is being tried in Poona has been a failure. We think it is too early to judge of the Poona University's experiment. It is only two years since the Poona University undertook direct responsibility for the teaching of post-intermediate courses. Dr. D. D. Karve from amongst us and witnesses who hail from Poona have a different opinion of this scheme, as it is sought to be followed in Poona. They believe that even in its present form it is an improvement over separate and independent teaching by each college and that in course of time minor difficulties will be removed and that the scheme will be a successful one in the long run.

135. The opposition to the University's new project is, we think, due to the attitude of the colleges towards the University. The history of the past relationship of these colleges with the University has created in them a feeling that their interests are opposed to those of the University. What they really fear is that they will lose all their control over their institutions and the prestige which they have been enjoying. They, however, forget that it is the Heads of these colleges who in future will be shaping the policies of the University and exercising control through the University. Their interests will be the same as the interest of the University, and there is no ground for any conflict of interests amongst them in university matters. What is, therefore, required is the necessary change in the attitude of the colleges towards the University. We have no doubt that in course of time this opposition will die out and the real significance of this scheme will soon come to the realised and appreciated.

136. We propose to follow the model of Oxford and Cambridge in the matter of the organisation of university work. The following is in brief the description of the nature of the present organisation at Cambridge:

"The Colleges are self-governing corporate bodies distinct from the University, owning and managing their separate property, the corporators being the Head and Fellows. Their powers are, however, limited by their statutes, which cannot be altered by them without notice to the University and approval by the Privy Council. The functions of the Colleges in regard to students are to provide lodging, corporate life, and personal tuition while the function of the University is to provide public instruction by means of

lectures and demonstrations, examinations leading to degrees and facilities for research. The affairs of the colleges are, however, closely interwoven with those of the University. Most of the Fellows of Colleges are University Officers, indeed the statutes require that a certain proportion of the Fellowships of each College shall be held by University Officers. And each College is required by statute to contribute a certain fraction of its income to the funds of the University, the scale of contribution being graduated according to College revenues".\*

137. This is the model which is sought to be followed by the Poona University for the organisation of its teaching activities and we recommend that the Bombay University's efforts in this direction should be on similar lines. The post-intermediate lectures will be done by teachers appointed or recognised by the University. Most of these teachers will be drawn from the existing staffs of the various constituent Colleges. We have already recommended committees for selection of these teachers. The staff released by the scheme will be available to do tutorial work. There will be a necessary reduction in the number of general lectures and the amount of tutorial work will necessarily increase. In regard to the financial adjustment between the colleges and the University we propose that the University should be invested with powers analogous to those laid down in section 39 (3) of the Poona University Act, (1949). Particulars of these financial adjustments will be determined by the University when the scheme is taken up. We have already recommended the institution of Boards of University Teaching in order to supervise the work of post-intermediate and post-graduate teaching. The powers and duties of the Boards shall be:

(1) to make recommendations to the Syndicate regarding the conduct of instruction, teaching and training beyond the stage of the Intermediate Examination and of all post-graduate instruction, teaching and training imparted by the teachers of the University ;

(2) to organise and co-ordinate the post-Intermediate instruction, teaching and training, and post-graduate instruction, teaching and training ;

(3) to recommend to the Syndicate, the detailed requirements of teachers in respective subjects for teaching on behalf of the University ;

(4) Subject to the Act, Statutes, Ordinances and Regulations, to control and co-ordinate post-graduate teaching and research in the University Departments, constituent recognized institution and degree colleges ;

\* The Yearbook of the Universities of the Commonwealth ; 1949-50. Page 82.

(5) to determine the programme, indicating the nature and extent of the work that the respective teachers recognized for teaching on behalf of the University shall be called upon to perform ;

(6) to co-ordinate and regulate the facilities provided, and to make recommendations to the Syndicate regarding the expenditure to be incurred by Constituent Degree Colleges and Constituent Recognized Institutions in connection with libraries, laboratories and other equipment for teaching and research ;

(7) to recommend to the Syndicate the amount of grant which shall be made to each of the Constituent Degree Colleges and Constituent Recognized Institution by the University each year ;

(8) to recommend to the Syndicate the subjects for which each of the Constituent Degree Colleges and Constituent Recognized Institutions shall enroll students.

We recommend that the university should be empowered to assume direct responsibility for post-intermediate teaching on the lines laid down in section 40 of the Poona University Act.

138. It has been suggested to us that the Bombay University should not venture to launch its scheme of post-intermediate teaching all at once, but it should proceed cautiously and by stages. As to in what manner and in what stages this should be done will have to be left to the discretion of the authorities of the Bombay University including the Boards of University Teaching. In order to accelerate the process, we are of the opinion that the degree courses should be divided into General and Honours courses, the General course being of two years' duration and the Honours course being of three years' duration after the intermediate stage. We are further of the opinion that even though post-intermediate teaching be undertaken by the University, it will be more convenient to take up direct responsibility for the conduct of the teaching of the Honours courses, relegating the General courses to the system of co-ordination between the various colleges under the supervision and control of the University. But the undertaking of post-intermediate teaching in both the modes contemplated above should be the direct responsibility of the University and such direct responsibility being thrown on the University, it will be

for the university to determine in what manner and in what stages it will undertake the same.

### **Pre-Intermediate Teaching**

139. With regard to the teaching in the first two years, that is, at the pre-intermediate stage, we adopt the scheme outlined in paragraph 100 of the Report of the Maharashtra University Committee and approve of the views expressed therein. That paragraph runs thus :

#### *“Teaching in the First Two Years.*

100. We propose that teaching up to the Intermediate standard, wherever it is conducted, should be left to the constituent units themselves. We have already indicated that the number of students in the first two college classes in the Arts and Science colleges is ordinarily large enough to be separately handled. Further, teaching during these two years does not constitute so much an integral part of University teaching as a link between it and secondary education. Students at this stage require to be taught in a manner essentially different from University students. It would be better, therefore, to leave these stages of teaching to be conducted by the colleges themselves. It is certainly not intended that the University should have no control over the activities of the colleges in this respect. The control exercised by the University over the first two years' activities in the constituent units would, however, be similar to that exercised at present by the University of Bombay over its affiliated colleges. While this would be the nature of the control, we expect that it would be exercised more continuously and in greater detail. It is, perhaps, no exaggeration to say that the students in these two years are less carefully looked after than those at any other stage of our educational system. They come straight from schools where they are accustomed to be taught in comparatively small classes and according to methods which involve a certain amount of direct supervision over their studies. In the colleges they find themselves herded together in large classes, formally lectured to in the mass and with little direction or help in their studies. They are, in all these respects, worse off than even the more mature students of the graduate classes. The Royal Commission on Oxford and Cambridge Universities (p. 38) measured the extent of the increase of teaching by recognized college authorities in those Universities by the fact of the diminution of private coaching. In a similar manner, it would be possible to measure the ineffectiveness of the teaching in our colleges, especially in the first two years, by the amount of private

coaching that exists and by the wide use of notes and such other undesirable aids to examination studies. Unless radical reform was brought about in this state of affairs, increased efficiency at later stages might not be possible. The financial and other resources that would be released by bringing about a university organization in Poona would, we expect, be utilised by the colleges for this reform. A decrease in formal lecturing, and a very considerable increase in the amount of tutorial help available to the students are the obvious directions of this reform. The University should exercise adequate powers of general control over the work of the first two years, enabling it to bring about the desired change.”\*

This is the way in which, we propose, that the Bombay University should reorganise its teaching activities. We are conscious of the fact that paper schemes, however attractive, are not likely to succeed unless there is an earnest desire to put them into practice. We hope that, with a very narrow jurisdiction and a new ideal, there will be less jealousy and a closer cooperation between the University and its constituent colleges and that with faith and courage they will boldly face the difficulties in the way and give the scheme which we have proposed a fair trial.

### **Transfer of Government Colleges to the University**

140. We feel that, if the scheme is to be a success, the University must have its own institutions to carry on its teaching activities. The University at present has only a few departments of its own and the colleges that are affiliated are independent institutions. If, however, the Bombay University is to be a teaching university, it must needs have more institutions than at present under its management and control. The London University felt the same need at the beginning of this century, when it was reconstituted into a teaching university. The Haldane Commission remarked that “The Acts which incorporated University and King’s Colleges were the result of a belief, on the part of those who desired to see a great university in London, that no university in any real sense of the term is possible unless it is itself directly responsible for the teaching of its students from the time they enter the University. The effect of these Acts of incorporation is to give the University complete educational and financial control over all the teaching of a university standard in both colleges and in all faculties in which teaching is provided other than the faculty of Theology. All the funds applicable to these purposes were transferred under the authority of the Acts of the University. The incorpora-

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\* Report of the Maharashtra University Committee, page. 31



tion of University and King's Colleges in effect produced the nucleus of a single teaching university, to which many financial independent colleges and institutions were federated." We think that the Bombay University is in a similar position now. We are, therefore, of the opinion that all Government colleges in Greater Bombay should gradually be transferred to the University. Whatever the position and the need in the past for these colleges being controlled by Government, the position after independance has materially altered. With a Government of our own, the aims of Government and the University in educational matters are and ought to be the same. As the University Education Commission remarks "Now it will be one and the same Government which both subsidises the universities and provides funds for the colleges in question. There is no possible reason for keeping the two institutions apart, in separate compartments, and the strongest of educational reasons for uniting them in one and the same. They should become constituent colleges of their universities, and the kind of guarantee of higher standards, compared to many of the private colleges, which could be ensured to a Government college by its access to public funds, should from now on be given by the fact that it is a constituent part of the university. It is in fact, in present and future national conditions, a topsyturvy idea that the Government should aim at guaranteeing that conditions in one component of a university should be superior to the conditions of service and standards in the university itself."\* Thus our plea for the transfer of Government colleges is fully supported by the University Education Commission.

141. In a sense, all colleges, both private and Government, should, in the interest of education, be under the management of the University itself. If the ground for the transfer of Government colleges to the University is that they are supported by public funds, that ground equally applies to private colleges also. Private colleges are built on the students' fees and public charity. We however do not propose that the private colleges should become the institutions of the University. It has to be admitted that these colleges have in the past been the incentive for public donations. It cannot also be denied that some of them have been built up as a result of the disinterested and strenuous efforts of some of their members. It is true that, if philanthropic men have promotion of education as the object of their bounty, then public charity should flow to the University as the highest seat of learning; but so long as the preference of donors in favour of colleges remains unaltered, we do not think it advisable to deprive university education of the financial support which it gets from the public through the colleges. If we recommend the transfer of Government colleges only, it is

\* Report of University Education Commission 1949 — page 417.

because we feel that such a transfer is easy as both the University and these colleges are dependent upon the same sources of revenue. Hence we recommend that all Government colleges should be transferred by Government to the University, as recommended by the University Education Commission.

142. We are aware of the fact that there is lot of opposition from Principals of Government colleges and Government professors. They contend that these colleges are far better managed than the private colleges. The teaching in these colleges is of a distinctly higher standard. The teaching staff of these colleges is much better qualified and better paid. The discipline among the students and teachers is far more strict. They have always obeyed and carried out the directions of the University and have always shown willingness to cooperate with the University. These colleges have an identity of their own ; the Elphinstone College is one of the first four colleges to be affiliated to the Bombay University. They, therefore, do not see any reason why the University should ask for a transfer of their control to itself. What is wrong with them and how is the University going to be benefited by the intended transfer ? They, on the contrary, express the view that if any colleges deserve to be brought under the management of the University, it is the private colleges. It is true that the conditions in some of these private colleges are not what they should be. The University Education Commission has expressed its dissatisfaction with the working of these colleges in the following words :

“The great increase in the number of these colleges affiliated to a single university, and the very poor conditions under which many of the new colleges have been set up, have helped to bring about the deterioration of university standards in general to which almost all our university witnesses have referred. In the matter of standards, the strength of a university is all too likely to be the strength of the weakest link in its chain. As one witness put it, the influx of affiliated colleges has ‘mufassalized’ standards throughout the universities.”\*

They, therefore, say that we should let well alone.

143. Those who argue thus, however, miss the real point. Admitting that the Government colleges are very well managed, good Government can never be a substitute for self-Government. The educational policy and the needs of these institutions are at present being judged by Government through its Education Department. We are strongly of the opinion that the University is the proper body to judge of these things. The University,

therefore, must have these colleges as its own institutions; so that their educational policy can be shaped by the University itself. The University will also be the proper forum to judge of the needs of these colleges. One illustration will suffice. The service system prevalent in Government institutions has been a very serious obstacle in the proper working of these colleges. The frequent transfers of professors have been a very great drawback in this system. The University Education Commission expressed its strong disapproval of this system thus :

“The Service System gave no adequate stimulus for a man to work for promotion by specially distinguished teaching or by original research; in other words, it was too ‘safe’ a job once a man was established in the service. Its other great drawback was that a man doing good work in a college was liable at any moment to be pulled out, either to another college or to purely administrative work; nobody, therefore, in this service could feel himself committed to an academic career.”†

The evil of transfer has increased with the rise of regional universities. Formerly, if a professor was transferred from one college to another outside Bombay, he at least remained working in an institution affiliated to the Bombay University. But now a transfer from one college to another means a transfer from one university to another with different ideals and aims. The evil is worse when a professor is transferred to the administrative service of the Education Department. Such transfers have not been few and far between; on the contrary, owing to higher scales of salary on the administrative side, many university men have been drawn to it with the result that it has been a regular drain on and a distinct loss to university education. If the University were to get these colleges under its management, this evil would cease and, with increase in stability, professors can safely chalk out an academic career for themselves.

144. There are people who oppose such a transfer of these colleges on sentimental grounds, especially in the case of the Elphinstone College. Even a man like Sir Vithal Chandavarkar, a staunch Elphinstonian, could not bring himself to bear the idea of such a transfer and he is not a solitary exception. We appreciate this sentiment; but it must be borne in mind that the college will retain both its name and its individuality. A change in the management of the institution should not kill the affection which the alumni of the college feel for it. The unfortunate position in this country is that in the affections of the students the college occupies the first place and the university second. In fact, it should be the other way round. In England a student

† *Ibid.*, page 418.

prides himself on being a Cambridge or an Oxford graduate. The loyalty to the college occupies the next place, and a very important one. We realise that with an attachment lasting over 100 years and from one generation to another, people will find it extremely difficult to adjust themselves to new circumstances. If, however, it is in the interest of the college—and we think it is—that the college should come under the management of the University, the very affection which the Elphinstonians feel for their college ought to persuade them to accept, and, in fact call for, such a transfer. We are sorry we have not been able to win the support of Shri R. P. Patwardhan, a former Principal of the Elphinstone College, and a member of our Committee, to this proposal. He has dissented from our view.

145. Shri P. M. Lad, when he was asked his opinion on the question of the transfer of Government colleges to the University replied that the University will have to first create confidence in the public mind “that the University is the only agency which can run these institutions well” and that it is only when such confidence is absolutely created that the public who are ultimately the masters of Government can be persuaded to entrust the management of these colleges to the University. We appreciate this objection. If proof of the capacity of the University to manage things well were needed, that proof has already been given by the University by its management of its own Departments, especially the Department of Chemical Technology, which has now assumed an All-India status. Even otherwise, we feel that those who argue thus have taken a leaf out of the book of British diplomacy, which refused to hand over the Government of the country to Indians on the ground that they had not proved their fitness to govern themselves. How can the University give proof of able management unless these colleges are entrusted to its control? It would be arguing in a vicious circle to say that the University cannot be entrusted with the management of these institutions until it proves its capacity to do so, when the proper means of testing the capacity is to throw the responsibility on the shoulders of the University, weigh it in the balance and see if it is found wanting. We have no doubt that the Bombay University is in a position to manage these institutions efficiently so as to be able to win the confidence of the public.

146. We, therefore, recommend that the Elphinstone College and the Institute of Science should be handed over to the University. In this, we have also the support of the University Education Commission. We also recommend that in course of time all Government colleges should come under the control of the University. The Bombay University Reforms Committee, 1924-25, had already recommended the transfer of the Government Law College to the University. The University

Education Commission endorsed this recommendation especially "under present circumstances, when the University is attempting to reform Law Studies." The University Education Commission also made the same recommendation in the case of the Sydenham College of Commerce and Economics, Bombay. On the same principle the rest of the Government colleges in Greater Bombay should be transferred to the management of the University in course of time.

147. In making this recommendation we are conscious of the financial difficulties involved in the proposal. While, therefore, making the above suggestions, we also recommend that a grant commensurate with the actual expenditure which the Government incur at present in running these institutions and will have also to incur for the future development of these institutions should be given by the Government to the University, as without the same the handing over of these institutions to the University would be onerous gifts. With its depleted financial resources the University will not be able to shoulder the responsibility. In recommending that Government should make an annual grant to the University as mentioned above, we are in fact asking Government to follow the policy laid down by the Indian Education Commission of 1882, who carefully considered the question of the withdrawal of Government from Higher Education. The Commission felt that such a withdrawal and transfer of Government institutions, both collegiate and secondary, to other bodies would necessitate Government financial help and they recommended the giving of such help. They stated, "But it is more difficult to maintain in full efficiency an institution that has long had State resources to support it than one which has been gradually developed in the hands of managers, on whom their circumstances have always enforced economy. This difficulty should not be allowed to be a hindrance to the transfer. Even if the efficient maintenance of the institution should require the bestowal for a term of years of a grant as large as the present net outlay of the State, and even if there be thus for a considerable period no actual saving to public funds, the transfer should still be made on other grounds."\*

148. Two precautions the Bombay University will have to take when it assumes the responsibility for the running of these colleges. The staff of these colleges will have to be assured of their existing rights, if their willing and whole-hearted co-operation is to be enlisted. It is not desirable that they should lose the advantages of salary and tenure which they have had as servants of Government Departments. The University

\* Report of the Indian Education Commission of 1882, p. 465.

Education Commission recommended two following safeguards:—

“First, the rights of salary and tenure at present held by individuals must be fully maintained; this does not, of course, mean any right to automatic promotion in the university service. But secondly and still more important, the conditions of members of staff of constituent colleges must be made no less attractive than has previously been the case with the staffs of Government colleges.”\*

We agree. The next precaution to be taken by the University is not to give any occasion for other constituent colleges to feel that they are being treated differently from the colleges and departments managed by the University itself. This feeling is not peculiar to the Bombay colleges alone. Even in London such a feeling was entertained by the unincorporated schools of the London University. The Haldane Commission remark:—

“The Schools which remain unincorporated have been inclined to believe that the impartiality of the central supervisory body has been impaired. This leads to a good deal of jealousy and hinders the harmonious working of the University. The representatives of the unincorporated Schools have the impression that the incorporated colleges obtain undue consideration; and the impression is enhanced by the fact that these incorporated colleges are by far the largest and the most important institutions in the University.”†

We hope that the Bombay University by its action and conduct will dispel any such doubts that may exist in the minds of the other colleges. In granting privileges and exercising strict supervision and control over institutions, the University should take care to see that no distinction is made between private colleges and University institutions. We do not intend to convey that such a distinction is at present being made, but the University must be above suspicion in this behalf.

149. With direct responsibility for post-graduate studies and research, and with the reorganisation of post-intermediate and pre-intermediate teaching as we have recommended, we have no doubt that the Bombay University will soon become a real teaching university.

\* Report of University Education Commission — 1949 pp. 417-418.

† Report of The Royal Commission on University Education in London — (1910) p. 27.

## CHAPTER IX

### CONSTITUTION OF THE UNIVERSITY

150. In considering the question of the constitution of the future University of Bombay, we are glad that we have no clean slate on which to write out a new and an ideal constitution. We shall in this respect be carrying on the work begun by the Bombay University Reforms Committee in 1925 under the able guidance of the late Sir Chimanlal Setalvad. The University has a past extending over almost a hundred years. The University has had the experience of working the present constitution for over twenty years. Its defects have been noticed by men who have worked the constitution. In response to Government request, the Syndicate, as we have mentioned in Chapter II, appointed a Committee to revise the constitution of the University in the light of its experience and in view of the changed circumstances of university education in the State. We have been considerably assisted by the recommendations of this Committee which had received the approval of all interests in the City which the Senate is composed of. Our recommendations will be primarily based upon the recommendations of this Committee. We propose to suggest the minimum changes required to give effect to our recommendations, especially with regard to its character as a teaching university. Our proposals regarding the reorganisation of the teaching activities of the Bombay University have more or less been on the lines of the Poona University. We had, therefore, the example of the Poona University to give us guidance in this matter, and we have borrowed many of the new provisions which have found their place in the Poona University Act. We have drawn help also from the Acts of the two other Regional Universities in the State, namely, the Gujarat and the Karnatak Universities. By paragraph 4 of the Government Resolution appointing us, the Government directed that "in making its recommendations, the Committee shall take into account the recommendations in Chapter XIII of the Report of the University Education Commission." We have given careful consideration to these recommendations also and derived a good deal of help from them. Our labours have thus been considerably lessened by these various models which we have had before us, and by the experience of the working of the present Bombay University Act. We are conscious of the fact that no paper constitution can ever succeed without able men to work it up. But Bombay has produced able men who have successfully and fruitfully

worked a worse constitution than we propose. Sir Thomas Raleigh speaking on the University Bill in the Imperial Legislative Council in 1904, paid a compliment to public men in the State of Bombay. He said, "The Western Presidency has enjoyed the advantage of being led in educational matters by men not only of great ability but of great wisdom." And the Bombay University Reforms Committee remarked that Sir Thomas Raleigh had put his finger on a very important point in this matter. "It is that far more than an elaborate written constitution is the need of a University for men of great ability and great wisdom to fulfil its high duties to the community and to the State. This is a truth which has to be borne in mind in proposals to change the constitution of the University. Are the reforms proposed likely, in effect, to enlist an increasing number of men of great ability and great wisdom in the service of the University? If they are not, they are of no use however cunningly devised and completely symmetrical they may seem on paper."\* Our proposals may enlarge the aim and extend the responsibilities of the University. We may provide the machinery needful to fulfil the one and discharge the other; but we are painfully aware that the human agency by which it has to be worked cannot be easily or rapidly changed. We, however, do not take a sceptical view of the matter and we believe that the Bombay University with a past of which it can legitimately be proud, will, in future, produce men of ability and wisdom to so work out the constitution as to fulfil its aim.

### **Elections**

151. One of the greatest defects in the present constitution of the Bombay University is that the elections to its bodies are too many and too frequent. Before the present Bombay University Act was passed in 1928, people were denied their share in the government of the University as only 20 out of a 100 were elected to the Senate. The Bombay University Reforms Committee rightly thought that the people of the State ought to govern at least in educational matters, and in order to associate the people of the State with the University, a large measure of election was introduced in the constitution of the University. This, however, resulted in the formation of cliques and in the growth of power-politics in the government of the University. It kept out of the University many academic men who should have found a rightful place on the University bodies. In the wrangle for power and privileges, educational ideals came to be forgotten and independence of outlook became very rare. A place on the University body was pressed into service to achieve selfish ends. The University Education Commission rightly remarked :—

\* The Bombay University Reforms Committee Report (1925), p. 147.



"Democratic elections to university bodies have not been productive of unmixed good and criticisms against the formation of the Senate, the Faculties and other academic bodies through such methods of elections have been made by people with considerable experience of the affairs of the University".\*

Frequency of elections has also been a very great burden on the University's staff. All witnesses who gave their evidence before us are unanimously of the opinion that elections ought to be reduced. We, therefore, propose that elections should be reduced to the minimum possible by abolishing the rule of retirement by rotation and election involving waste of time, energy and money, defeating the very principles of proportional representation which the University has adopted for its election. The Hon'ble Shri K. M. Munshi in his evidence before us stated that elections should be eliminated as far as possible, that proportional representation had driven people ultimately to rely upon economic pressure on voters, particularly professors, in order to get votes and that unless elections are eliminated there was not going to be any sufficient representation of academic interests. The Hon'ble Shri Munshi had given expression to the same view in his evidence before the Legal Education Committee (1949), in the following words:—

"Once you get to elections, the standard of representatives tends to become different. I would rather have persons nominated or selected in some other ways. Democratic elections to the Boards conducting education have been more often than not disastrous to this country".†

This is a hard indictment, but unfortunately it is true. Even the Gujarat University Committee laid down as a basic principle that "the number of elections should, as far as possible, be reduced or they be narrowed to smaller and homogenous constituencies". We, therefore, recommend that all members of the Senate should hold office for five years and all members of the Syndicate and the Academic Council for three, fresh elections being held at the end of their tenure of five and three years respectively. It was suggested to us that we should give up our method of election by proportional representation by a single transferrable vote and adopt the principle of distributive voting. This, however, has not found favour with us. The principle of proportional representation is scientifically correct and gives opportunity even to minorities to have their representation on University bodies, except perhaps where there is a single-seat constituency. The University at least should not abandon a scientifically correct method of election. Thus all elections to the Senate and the Syndicate should, except elections

\* Report of University Education Commission, 1919 p. 497.

† The Legal Education Committee (1949) Report, p. 48.

to fill causal vacancies, be held at the same time. This would necessarily bring about a reduction in the number of elections, and it will also lead to a more satisfactory working of the system of proportional representation and ensure a representation of all important groups.

### **Relations between Government and the University**

152. With regard to the relations between the University and the Government, we feel that Government should have a proper representation on the Senate. In the first place, Government would be making grants to the University and it is but fair that it should have adequate power to see that the funds so provided by itself are being judiciously spent. It must also be admitted that Government represents the general public as well as the tax-payers. We have, therefore, given to Government sufficient representation on the Senate of the University. We have retained almost all the powers which Government enjoys under the present constitution of the University. It must also be borne in mind that the Governor of the State is the Chancellor of the University. We have also retained the power of inspection of the University to the Chancellor which is given to him under section 5 of the present Act. We think that these powers are sufficient for Government to exercise due and salutary control over the working of the University. But we do suggest that the Chancellor in matters pertaining to the University should act on the advice not of his Ministers but of the Vice-Chancellor. It is the latter who is conversant both with the policy of the University and the working of the University. He is in a far better position than the Ministers to advise the Chancellor on University matters. It must further be remembered that we have recommended that, in the case of the Bombay University, the Vice-Chancellor should be an honorary one and should be nominated by the Chancellor. The Vice-Chancellor, therefore, will be, in addition to the special advantages which he will have because of his close connection with the working of the University, a man of the Chancellor's choice in a certain sense. The Right Hon'ble Dr. M. R. Jayakar, in his evidence before us, was emphatic on this point and it must be noted that he too is the Vice-Chancellor of the Poona University. He said, "My relations with the Chancellor are good. I should better tell you as a warning that on all academic matters, the sole adviser of the Chancellor should be the Vice-Chancellor. The Chancellor has no right to consult the law officers or the Ministry of the Government. I have taken that view very strongly. As a Governor, he may consult his Ministry, but as a Chancellor, he must rely on the advice of the Vice-Chancellor. The Vice-Chancellor does suggest that A, B, C should be nominated on the Senate. The Chancellor

also asks the Vice-Chancellor to send his recommendations, if there are no recommendations made by the Vice-Chancellor. As a Chancellor he can set aside the recommendations made by the Vice-Chancellor. I know that out of some of the recommendations made by the Vice-Chancellor, four had been set aside. I did not know any means to find out the reasons for it. I know that he does consult the Vice-Chancellor and ask him to send his recommendations and the Vice-Chancellor does send his own recommendations. I should think that the Governor as Chancellor should consult the Vice-Chancellor only and not his Ministry. I should like to state that on academic matters the advice of the Vice-Chancellor should be taken by the Chancellor". Following this advice of both a politician and an educationist, we are strongly of the opinion that the Chancellor should always act on the advice of the Vice-Chancellor and not of his Ministry.

153. The University Education Commission recommended that the Governor-General or the President of the Republic should be made the Visitor for Universities in India. This was one of the ways in which the Commission recommended that the Government should exercise control over the Universities. This recommendation followed the recommendation of the Sadler Commission which it made in Chapter 50 of its Report, and this recommendation of the Sadler Commission was examined by the Bombay University Reforms Committee in Chapter XVI of its Report. They said, "We notice that the Government of India does not endorse the quinquennial visitation which the Calcutta University Commission suggested and that it even mentions possible deviations from the visitation procedure. We think that such visitation is not a necessity and that there is no need to include as an officer of the University of Bombay a visitor who is to be the Governor-General. A quinquennial visitation would be a costly and a very troublesome interruption of a University's normal course of work..... but it seems to us that for the purpose of the Government of India's enquiry all that is necessary is a periodical or special report from the local Government on the progress of University education. We have therefore omitted the Visitor from the list of officers".\* We have provided sufficiently for Government control over the affairs of the University. Assuming, without admitting, that there are many grievous short-comings in our University as it exists today and that a good many reforms must be made ; still, as the University Education Commission remarks, "We do not believe that more control from outside is the way to achieve reform. On the contrary a great many of the present evils arise from the fact that most of our universities have no real autonomy whatever, and have proved incapable of resisting

\* The Bombay University Reforms Committee: (1925) Report, p. 151.

pressure from outside. Universities should be sensitive to enlightened public opinion; they should *never* let themselves be bullied or bribed into actions that they know to be educationally unsound or, worse still, motivated by nepotism, faction and corruption. The right public policy is to give a university the best possible constitution, securing, among other things, of the inclusion of wisely chosen external members of its governing body, and then to leave it free from interference".\* With this general statement we agree, and we have, therefore, provided for not an inadequate control of Government over the University administration.

154. We think we have given Government sufficient powers to see that the University carries on its work properly; but apart from these powers, we think that the University should enjoy complete autonomy in all matters connected with its activities, including the final power of affiliating and disaffiliating colleges which, under the present Act, is vested in the State Government. We endorse the view of the Bombay University Reforms Committee on this question. "The Act of 1904 made affiliation the act of Government, the power of the Senate and Syndicate in that behalf being made only recommendatory. This change was made because it was urged that the universities had been lenient in the matter of affiliation with the result that some inefficient and weak colleges had come into existence. It was at the time strenuously contended that this did not apply to the University of Bombay, which, it was claimed, had been very sparing and discriminating in the exercise of its function of affiliation. This was admitted, but it was considered inexpedient to differentiate the case of Bombay in the general Act. The record of the University of Bombay with regard to the proper grant of affiliation has been maintained. Now that a special Act for Bombay is to be enacted, the previous position should be restored. We are of the view that the power of affiliation, if left finally in the Senate, will be exercised with greater responsibility than under the present system, where the responsibility of the Senate is only one of recommendation and the act of affiliation is that of an outside authority".\* We would like to go a step further and maintain that it is the University and not the Government which is the competent authority to decide whether the conditions of affiliation laid down by the Act have been properly fulfilled or not. The University has experience of the working of colleges, their equipment and their staff. Vis-a-vis the University, Government cannot claim to be a better judge in educational matters. The harmful effects of the deprivation of this power of the University are obvious. A college can flout the opinion and the authority

\* Report of University Education Commission, (1949) p 405

† The Bombay University Reforms Committee (1926) Report p. 152.

of the University if it can secure affiliation from Government inspite of the University's recommendation to the contrary. We, therefore, think it highly desirable and necessary that the final power of affiliation and disaffiliation should be vested in the University. As the University Education Commission pointed out, it is in the interest of education that the University should be left free from as much outside interference as possible. The Universities in the U. K. are autonomous and suffer no interference from the Government of the country. When we have provided proper safeguards in the hands of Government and seen to it that the opinions of its spokesman will receive due weight in view of the fact that Government provides and will continue to provide a substantial proportion of funds necessary for the development of University education, is it too much to ask that the University should be left to itself in the management of its own affairs ?

### Vice-Chancellor

155. With regard to the post of the Vice-Chancellor, we have considered the question very carefully and we have come to the conclusion that so far as the Bombay University is concerned, we should not break from the old tradition of having an honorary nominated Vice-Chancellor. The University Education Commission recommended that the Vice-Chancellor's post should be a paid one, and the reasons they gave are as follows :—

“Originally the Vice-Chancellorship of an Indian University was regarded as an honorary post to be filled by a prominent man in his leisure time. If he had academic interest, so much the better ; but sometimes he had not. A Vice-Chancellor coming in from outside and holding office for two or three years could not become intimately acquainted with the details of administration or with the personnel of the university. While the universities were solely or mainly ‘affiliating’ this conception of the Vice-Chancellor's office was quite natural, and in fact there was not enough work to justify a full-time appointment. But now the position has changed. There are numerous unitary teaching universities and most of the ‘affiliating’ universities have added teaching and research to their functions, in some instances on a very large and complex scale. Elsewhere we have strongly urged that the purely affiliating university is ineffective and obsolete in conception and should be abolished. It is not surprising therefore that the overwhelming mass of opinion offered to us recommends that all universities should in future have full-time, paid Vice-Chancellors. With that opinion we concur”.\*

\* Report of University Education Commission, 1949 page 191.

156. The Maharashtra University Committee also considered the case for a stipendiary Vice-Chancellor. It was suggested to them that the Vice-Chancellor should be a stipendiary officer of the University and should devote his whole time to its affairs. Some of the members of the Committee felt that, though such honorary work might have been necessary in the pioneering stage of higher education, it was but proper now to remunerate every man adequately for the work he does. Judges, Bishops, Cabinet Ministers and high officers of Government or of business houses are not the less devoted to their work nor do they command the less respect among their co-workers because they are paid for their services. Members who made the suggestion were swayed by the heavy amount of work which the Vice-Chancellor of their future university would be called upon to do. They also urged that in all new universities of India and even in some of the older ones like the Punjab, the Vice-Chancellor is a full-time stipendiary officer. The Maharashtra University Committee, however, being divided in their opinion on this point were unable to make any definite recommendations. We, however, point out that the present Vice-Chancellor is an honorary one, and similarly, the Vice-Chancellor of the Gujarat University is also an honorary one.

157. We wish to point out that we have made provision for lessening this administrative burden on the shoulders of the Vice-Chancellor by recommending the appointment of a Pro-Vice-Chancellor who will be conversant with academic details and the staff of the University. He will be a full-time paid officer and will be carrying out those duties which the Senate may assign to him. The strongest plank therefore under the suggestion for the appointment of a full-time paid Vice-Chancellor has been removed, and we see no reason why we should break from the past. The Bombay University has a glorious tradition of honorary Vice-Chancellors. In spite of an enormous increase in the work of the Vice-Chancellor during the last fifteen years, it was found possible to obtain the services of distinguished men engaged in education, business or other spheres to take up for a period this honorary office. When a similar suggestion was made to the Bombay University Reforms Committee in 1924, they rejected it in these words :—

“We have recognised that there is a strong sentiment in favour of the retention of the honorary post of Vice-Chancellor. It is a post that has been occupied by a succession of able and distinguished men who have maintained the dignity and exalted the influence of the University. Though the work of the Vice-Chancellor has now so grown that it demands more than can be asked of an honorary officer, yet an honorary officer selected from those who command most respect for their scholarship, ability, high character and influence is still

necessary for the inspiration and determination of University policy and the infusion of lofty aims and vocational enthusiasm in teachers and students".\*

We do think that an honorary Vice-Chancellor is still necessary for the reasons which the Bombay University Reforms Committee stated. It must also be borne in mind that for the post of the Vice-Chancellor of a university like the Bombay University, we do really require a man to act as a sort of a liaison officer between Government, the University and the public; this duty, we think, can be more satisfactorily carried out by an honorary Vice-Chancellor. It cannot be disputed that the general respect which the Vice-Chancellor commands is likely to be much greater in the case of an honorary officer than of one who receives a salary. In the opinion of the University Education Commission, the following are mentioned as some of the duties and the qualifications of the Vice-Chancellor :—

"He must command their (of the staff and students of the University) confidence both by adequate academic reputation and by strength of personality. He must know his University well enough to be able to foster its points of strength and to foresee possible points of weakness before they become acute. He must be the 'keeper of the university's conscience', both setting the highest standard by example and dealing promptly and firmly with indiscipline or malpractice of any kind. All this he must do and it can be done as constitutional ruler; he has not, and should not have, autocratic power. Besides this, he must be the chief liaison between his university and the public; he must keep the university alive to the duties which it owes to the public which it serves, and he must win support for the university and understanding of its needs not merely from potential benefactors but from the general public and its elected representatives. Last, he must have the strength of character to resist unflinchingly the many forms of pressure to relax the standards of all sorts, which are being applied to university to-day. That is a full-time task and it needs an exceptional man to undertake it".†

We are convinced no paid officer can command the respect and can be free from all unhealthy influences which are likely to work upon him. It is only an honorary Vice-Chancellor of eminence and a position in public life that can occupy such a position and do his duty unflinchingly without fear or favour and will be able to guide the ship of the University through fair weather and foul. We, therefore, recommend that so far as the Bombay University is concerned, the Vice-Chancellor should be an honorary one, holding office for a term of two years.

\* The Bombay University Reforms Committee (1925) Report, page 155.

† Report of University Education Commission, 1949, page 422.

158. We do not recommend, however, that the post of the honorary Vice-Chancellor should be an elected one, but he should be nominated by the Chancellor. Election will bring in its wake a lot of evils as it has done in the case of other posts which we think it better to avoid in the case of the post of the Vice-Chancellor. The University Education Commission has drawn attention to this evil in its Report in the following words :—

Open canvassing and voting for rival candidates may have been tolerable while the post was not much more than a compliment which the university could bestow, though even so it was undignified and led to the formation of factions. But as a means of securing a man of character and reputation for an arduous and highly skilled service it is, to put it bluntly, disastrous folly. So far as we know no other country chooses the heads of its universities by such methods. The deplorable effects on a university when the appointment of its chief officer becomes a prolonged intrigue for power have led many of our witnesses to urge that the task of choosing the Vice-Chancellor should be taken out of the universities' hands and given to an external body like the Public Service Commission. In the State universities, as it is, the Vice-Chancellor is externally appointed".

They rejected, however, the idea of the selection of a Vice-Chancellor by nomination on the grounds thus stated :—

"After careful consideration, we reject this idea, feeling in the first place, that a Vice-Chancellor for whose appointment the university is responsible will find it easier to gain respect and confidence of his colleagues, and, secondly, that it is really a part of the university's duties to learn how to choose its own Vice-Chancellor wisely and that therefore to deprive it of this duty would be a counsel of despair".\*

We have, however, our own misgivings. At a stage when the Bombay University is entering into a new phase in its career, we think it advisable to leave the selection of the Vice-Chancellor to the Chancellor. Normally it is only a man who is, not only eminent in public affairs, but who is also conversant with the university work, that has been selected in the past, and such a man will not find it difficult to gain confidence of his colleagues. But the effects of the bitter taste of election is still sticking to the mouth of the University; and we think it wise not to try another experiment as the University Education Commission wants the universities to try. We think that the whole purpose which the University Education Commission had in mind will be served by resorting to nomination in the case of the Vice-Chancellor.



### **Pro-Vice-Chancellor**

159. In order, however, to relieve the burden of the increasing work of the University from the shoulders of the Vice-Chancellor, we recommend that a Pro-Vice-Chancellor should be appointed. He should be appointed by the Syndicate on the recommendation of a Selection Committee composed of the following :—

- (1) The Vice-Chancellor (Ex-Officio Chairman) ;
- (2) Two members to be appointed by the Syndicate, neither of whom shall be connected with the authorities of the University or be a University teacher ;
- (3) Two persons to be appointed by the Academic Council, of whom one shall not be connected with any authority of the University or be a University teacher.

The candidates to be considered by this Committee shall be determined in the same manner as in the case of other appointments. We have already suggested such a machinery for the appointment of university professors. The report of this Committee, constituted as above, will be considered by the Syndicate, but the latter will not be at liberty to depart from the order of merit which the Committee would set, provided that where the Syndicate proposes to make the appointment otherwise than in accordance with the order of merit arranged by the Committee, it shall require a majority of three-fourths members present. The emoluments and conditions of service of this post shall be determined by the Senate. Although, it will be the Senate which will determine the emoluments of this post, we do recommend that the salary to be fixed for the post should be sufficiently high to command the respect of persons over whom the Pro-Vice-Chancellor is to exercise his authority.

### **Other Authorities of the University**

160. With regard to the other authorities of the University, generally speaking, academic functions have been assigned, as in the past, to bodies almost exclusively made up of teachers and educational experts, as for instance, the Academic Council. Non-academic functions connected with the representative character of the University, especially in its relation to the community in general, have been assigned to the Senate which has a greater non-academic element in its composition. The body in which the executive powers and functions of the University will predominantly reside, viz. the Syndicate, has been composed of academic and non-academic elements with a satisfactory balance between the two. Such an arrangement with the reduction of elections to a minimum is bound to procure for the University an atmosphere fitted for harmonious working and co-operation. So far as the academic part of the University is concerned, the structure, we think, should begin with

the Boards of Studies, and out of these will rise the various Faculties and then the Academic Council.

### **Powers of the University**

161. Under the Acts of the various Regional Universities in the state, the powers of the University have been put in exhaustive detail in the Act. We are, however, of the opinion that the wide terms in which Section 4 of the present Act is worded includes and comprises all such powers. A detailed enumeration, in our opinion, is not necessary and very often, it defeats its own purpose. We are of the opinion that just a general scope of the University's powers which is embodied in Section 4 of the University's present Act will serve a useful purpose. If, however, it is thought necessary that these powers of the University should be specifically enumerated in the Act, we recommend the following powers :—

Subject to such conditions as may be prescribed by or under the provisions of the Bombay University Act and in particular, without prejudice to the generality of the provision under Section 4 of the present Bombay University Act, the University may :—

(1) provide for instruction, teaching and training in such branches of learning and courses of study, including those leading to graduate and post-graduate degrees, as it may think fit, and make provision for research and for the advancement and dissemination of knowledge, and take over all teaching and research ;

(2) make such provision as will enable colleges and recognized institutions to undertake specialisation of studies and organize common laboratories, libraries, museums and other equipment for teaching and research ;

(3) establish, maintain and manage departments, institutes and colleges of teaching and research or specialized studies and erect, equip and maintain University laboratories and museums ;

(4) institute professorships, readerships, lectureships and any other posts of teachers required by the University ;

(5) appoint or recognize persons as professors, readers or lecturers, or otherwise as teachers of the University ;

(6) lay down courses of instruction for various examinations, whether leading to degrees or otherwise ;

(7) guide the teaching in colleges or recognized institutions ;

(8) institute degrees, titles, diplomas and other academic distinctions and lay down conditions to be complied with by candidates for the same ;

(9) hold examinations and confer degrees, titles, diplomas and other academic distinctions on persons who :—

(a) have pursued approved courses of study in the University or in a recognized institute or a college, unless exempted therefrom in the manner prescribed by the Statutes, Ordinances and Regulations, and have passed the examinations prescribed by the University; or,

(b) have carried on research under conditions prescribed by the Ordinances and Regulations;

(10) confer honorary degrees, titles or other academic distinctions in the manner laid down by the Statutes;

(11) grant such degrees, or diplomas to, and provide such lectures, instruction and training for persons not being enrolled students of the University, as the University may determine by Statutes, Ordinances and Regulations;

(12) admit educational institutions to the privileges of the University, and withdraw such privileges;

(13) inspect colleges and constituent recognized institutions and take measures by issuing instructions and otherwise ensure that proper standards of instruction, teaching or training are maintained in them, and ensure proper conditions of employment for members of their staff and payment of adequate salaries, and other emoluments and, in case of disregard of such instructions, recommend modifications of the conditions of affiliation or recognition, or take such other steps as it deems proper;

(14) control and co-ordinate the activities of, and give financial aid to, colleges and constituent recognized institutions;

(15) hold and manage endowments and institute and award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes;

(16) make special provision for the spread of University education among classes and communities which are educationally backward;

(17) make special provision for disseminating knowledge and promoting arts and culture;

(18) fix, demand and receive such fees and other charges as may be prescribed by the Ordinances;

(19) establish, maintain and manage halls of residence and hostels;

(20) recognize hostels not maintained by the University, inspect such hostels and withdraw recognition therefrom;

(21) supervise and control the residence, conduct and discipline of the students of the University and make arrangements for promoting their health and general welfare;

(22) co-ordinate, supervise and control the conduct of post-intermediate teaching and post-graduate research work and teaching in colleges and the constituent recognized institutions by the University ;

(23) to diffuse the benefits of University education and training among persons not following full-time courses of study in the University, or in a recognized institution, or a college and among the general public by means of extra-mural teaching, vacation courses, evening lectures and other University extension activities ;

(24) encourage the production of popular literature on scientific and cultural subjects ;

(25) establish—

- (a) a Publication Department,
- (b) a Printing Press,
- (c) an Information Bureau, and
- (d) an Employment Bureau ;

(26) make provision for—

- (a) extra-mural teaching and University Extension activities,
- (b) physical training,
- (c) students' unions,
- (d) sports and athletic clubs,
- (e) students' welfare ;

(27) provide for instruction for candidates preparing for competitive examinations for the recruitment of officers for the Indian Administrative Service and other services of the Union or the State Governments, recruitment to which is made by means of such examinations ;

(28) co-operate with other Universities and authorities in such manner and for such purposes as the University may determine ;

(29) enter into any agreement with the Government or with a private management for assuming the management of any institution and for taking over its properties and liabilities or for any other purpose not repugnant to the provisions of the Bombay University Act ;

(30) do all such acts and things whether incidental to the powers aforesaid or not as may be requisite in order to further the objects of the University, and generally to cultivate and promote arts, science, technology and other branches of learning and culture.

### **The Senate**

162. We have made ample provision for the representation of Government and the public on the Senate. All those Government Officers, whose advice, we think, will be useful in university matters, have found ex-officio representation on the

Senate. In order to associate public opinion with the working of the University, we have given representation to both capital and labour. In a commercial city like Bombay, we think it desirable that such representation should be given to these classes. Government and the capitalists employ a great number of men in the City, and their association with the working of the University will be helpful in giving facilities to the University in securing employment for its graduates and also in giving advice to the University as to their needs and requirements in the matter of employment. Having, therefore, given them adequate representation, we do not think it necessary to give representation to the Public Service Commission which the University Education Commission has recommended. After all, the Public Service Commission does the work of selection; and, at the most, it may come to know the shortcomings of these graduates in the matter of employment. But it is the great employers who would be able to tell the University the type of employees they need. This, we think, cannot be done by the Public Service Commission. The representation that was formerly given to the various District Municipalities and the Local Boards will necessarily cease with the limiting of the jurisdiction of the University to Greater Bombay. We have, however, retained the representation given under the present Bombay University Act to the Bombay Municipal Corporation. With the University ceasing to hold its own Matriculation Examination, the representation given to the Head Masters of Schools has been reduced. In fact, the University has lost all direct control over Secondary Education. But we think it necessary that Secondary Education should be represented on the Senate so that the University will remain in touch with the institutions imparting Secondary Education and *vice versa*. We have, therefore, given representation to the Chairman of the Secondary School Certificate Examination Board and have reduced the seats in the constituency of the Head Masters from 5 to 2. This constituency shall consist of the Head Masters of Schools in Greater Bombay. We have reduced the representation given to the local legislatures, and, in our opinion, two seats for the Legislative Assembly and one seat for the Legislative Council of the State would suffice for representation of the Legislature. The University Education Commission is of the opinion that it is through the nominees of the Chancellor and not through direct appointment by the local legislatures that the element of public opinion should be brought to bear upon the University. But we think it useful to give direct representation to the legislatures on the University Senate. After all, it is these legislatures which will pass Acts and give legislative sanctions. Their representatives ought to be conversant with University matters. The University Librarian does not find a place on

the Senate under the present Act. But we are of the opinion that his presence is going to be very useful in the future set-up of the Bombay University. For the purposes of research, we will not only have to develop the University Library, but we will have to co-ordinate all the library facilities in the City ; and this important task will have to be shouldered by the University Librarian. The libraries must play an increasingly vital role in university education and we, therefore, feel it necessary to raise the status of the University Librarian and give him a seat on the Senate.

163. The question of the representation to the Registered Graduates causes us some difficulty. In the past, the State of Bombay had only one University, and its graduates were spread over the whole State. The Regional Universities on their emergence had to rely upon these graduates for this constituency and, therefore, some of the graduates of the Bombay University came to have representation on various Regional Universities with, of course, the privilege of representation being granted to those residing within the area of each of the Regional Universities. An opinion was expressed before us that a graduate should not be allowed to vote in the Registered Graduates' Constituency of more than one University, and that he should be called upon once for all to make a choice as to whether he would vote in this constituency of the Bombay University or in that of any of the Regional Universities in the State. Fear was expressed that graduates owing allegiance to Regional Universities will get a share in the Government of the Bombay University, with the result that the City graduates may not have a proper representation, which, in fact, they should have, in the government of their own University. There is some force in this contention. It is quite possible for mofussil graduates to capture all the seats in the Registered Graduates' Constituency leaving out all the City graduates. But we think, on principle, it is not desirable to deprive them of this right. We, therefore, do not restrict the right of voting to the graduates of the Bombay University who reside within the limits of Greater Bombay, nor do we propose to compel them to choose their University for exercising their vote. The evil will be reduced to a minimum when we recommend that the University should abolish its voting system by post and that every graduate of the University who is residing out of Greater Bombay area shall have to come to cast his vote in Bombay. This will ensure that a graduate is serious about exercising his vote and takes interest in the affairs of the University. This will obviate also the malpractices adopted in elections of agents going round about and collecting votes, which evil is inherent in the system of voting by post. The abolition of that system will result in purifying the election method, and we think that

the above-mentioned objections will be met if voting is required to be done in the City itself. It may also be remembered that giving of this right to the past graduates of the Bombay University is only a temporary phase. The Regional Universities will soon have their own graduates and the number of the graduates of the Bombay University voting in the constituencies of the Regional Universities will, in course of time, diminish almost to a vanishing point. We, therefore, do not think it necessary nor desirable to deprive these Registered Graduates of their right to vote.

164. It was suggested to us that we should not give the power of the purse to the Senate but should entrust the Syndicate, as under the Poona and the Karnatak Universities' Acts, with the power of passing the Annual Budgets. We do not think this desirable. The Senate is composed of not only academicians but also of men experienced in many and varied walks of life. It is safe, we think, to place the power of the purse in the hands of administrators, businessmen and also academicians who, all together, will be a body experienced both in financial and academic matters. The academicians in their enthusiasm to bring about a reform may suggest projects, the practicability of which may be doubtful, and it is the non-academic men whose advice in such cases would be very useful in the management and the distribution of University funds limited as they are. We, therefore, do not propose to follow the example of the Poona and Karnatak Universities in this matter.

165. The following are the constitution, the powers and the duties of the Senate :—

#### A. Constitution.

The Fellows of the Bombay University shall be :—

##### I. *Ex-Officio*

- (A) (i) The Chancellor,  
 (ii) The Vice-Chancellor,  
 (iii) The Pro-Vice-Chancellor,  
 (iv) The Ex-Vice-Chancellors of the University,  
 (v) The Heads of University Departments,  
 (vi) The Registrar,  
 (vii) The University Librarian.
- (B) (i) The Chief Justice of Bombay,  
 (ii) The Minister of Education, Bombay,  
 (iii) The Vice-Chancellors of other Statutory Universities in the State of Bombay,

- (iv) The Director of Public Instruction, Bombay, or a Deputy Director of Public Instruction designated by the State Government,
- (v) The Surgeon-General with the Government of Bombay,
- (vi) The Director of Animal Husbandry and Veterinary Science, Bombay State,
- (vii) A Chief Engineer with the Government, designated by the State Government,
- (viii) The Joint Director of Technical Education, Bombay State,
- (ix) The Chairman of the S. S. C. Examination Board, Bombay State.

- (C) (i) The Deans of Faculties,  
 (ii) The Principals of Colleges,  
 (iii) The Heads of Constituent Recognized Institutions,  
 (iv) Members of the Academic Council who are elected to the Syndicate by the Academic Council and who are not already Fellows.

## II. Ordinary.

(A) Elected as prescribed below :—

- (i) Two persons elected by the Head Masters from among themselves,
- (ii) Twenty representatives of the Registered Graduates of the University to be elected faculty-wise as follows :—
  - (a) By Registered Graduates in Arts (from among themselves) ... 5
  - (b) By Registered Graduates in Science (from among themselves) ... 5
  - (c) By Registered Graduates in Technology (from among themselves) ... 3
  - (d) By Registered Graduates in Medicine (from among themselves) ... 3
  - (e) By Registered Graduates in Commerce (from among themselves) ... 2
  - (f) By Registered Graduates in Law (from among themselves) ... 2



(iii) Twenty representatives of the Teachers elected faculty-wise as follows :—

(a) By Teachers in Arts (from among themselves)	...	...	5
(b) By Teachers in Science (from among themselves)	...	...	5
(c) By Teachers in Technology (from among themselves)	...	...	3
(d) By Teachers in Medicine (from among themselves)	...	...	4
(e) By Teachers in Commerce (from among themselves)	...	...	2
(f) By Teachers in Law (from among themselves)	...	...	1
			20

Provided that for the purpose of the election of Ordinary Fellows, a person entitled to stand as a candidate or to vote in more than one constituency mentioned under (A) (ii) and (A) (iii) shall, before such date as may be appointed by the Statute, elect the constituency from which he desires to stand as a candidate or to vote at the election and shall not be entitled to stand or vote in more than one constituency.

(iv) A. One representative each of the following Public Associations :—

- (a) The Municipal Corporation of the City of Bombay,
- (b) The Indian Merchants' Chamber,
- (c) The Bombay Chamber of Commerce,
- (d) The Bombay Millowners' Association.

B. Two representatives elected by the Registered Trade Unions in the University area, designated by Statute, from among their members,

(v) (a) Two representatives elected by the members of the Bombay Legislative Assembly, from among themselves, of whom one shall be the representative of the University on the Assembly if he is not already a member of the Senate ;

(b) One representative elected by the members of the Bombay Legislative Council, from among themselves.

Provided that —

- (1) every person elected under any of the entries (i), (iii) and (iv) shall hold the office of a Fellow only so long as he occupies the office or comes under the designation which entitled him to be so elected ; and

- (2) the Fellows representing the Bombay Legislative Assembly and the Bombay Legislative Council shall hold office for the duration of the Legislative Assembly and the Legislative Council electing them and thereafter up to the date on which new Fellows are elected by the next Assembly or the Council ;
- (3) the Councillor of the Municipal Corporation of the city of Bombay elected by the Fellows shall not be eligible to be elected as a Fellow of the said body.
- (B) Fifteen persons nominated by the Chancellor ;
- (C) Donors to, or for the purpose of, the University of money or property to the value of not less than one lakh of rupees, if willing to serve, to be Fellows for life ;
- (D) One nominee of each of the bodies giving a donation to, or for the purposes of, the University of money or property to the value of not less than one lakh of rupees : Provided that the right of making any such nomination and the tenure of such nominee shall not extend beyond a period of twenty years from the date of the acceptance by the University of any such donation.

*Explanation.*—The value of any property offered as a donation to the University shall mean the market value of such property on the date of acceptance of the donation by the Senate.

### *B. Powers and Duties of the Senate.*

1. The Senate shall exercise the following powers and perform the following duties, namely :—

(1) to make provision for instruction, teaching and training in such branches of learning and courses of study, as it may think fit, for research and for the advancement and dissemination of knowledge ;

(2) to make such provision as will enable colleges and constituent recognized institutions to undertake specialisation of studies and to organize and make provision for common laboratories, libraries, museums and other equipment for teaching and research ;

(3) to establish and maintain colleges, departments, hostels and institutes of research and specialized studies ;

(4) to institute and maintain professorships, readerships, lectureships and any other posts of teachers required by the University ;

(5) to institute and maintain fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;

(6) to institute and confer degrees, titles, diplomas and other academic distinctions ;

(7) to confer, on the recommendation of the Syndicate, honorary degrees, titles or other academic distinctions ;

(8) to make, amend or repeal Statutes and accept, reject, or refer back, but not amend, draft Statutes submitted by the Syndicate ;

(9) to consider the annual financial estimates placed before it by the Syndicate and pass it with such modification as the Senate may deem fit ;

(10) to consider and cancel or refer back, but not amend Ordinances and Regulations ;

(11) to consider and pass resolutions on the annual reports, annual accounts, and financial estimates ;

(12) to elect office-bearers and authorities as provided in the Act and the Statutes ;

(13) to make grants from the Funds of the University for the purposes of the National Cadet Corps ;

(14) to make provisions for the physical training of students ;

(15) to accept donations and endowments, and if the interests of the University so require, give up any donation or endowment it has accepted ;

(16) to delegate any of its powers to such authority or authorities as it may deem fit ;

(17) to lay down scales of salaries and conditions of Employment of members of the staff in colleges and constituent recognized institutions, and to ensure the observance of the same ;

(18) to exercise such other powers and perform such other duties as may be conferred or imposed upon it by or under this Act as may be necessary or desirable for furthering the objects of the University.

II. The powers and duties under (1) to (6) mentioned above shall not be exercised except upon recommendations made by the Syndicate and the Academic Council.

### **Syndicate**

166. The Syndicate is the executive body of the University and as such it is bound to wield considerable powers, and the right choice of members is very important. We have recommended that the academic and the non-academic elements in its composition should be evenly divided with a balance slightly inclined towards the academic side. This body will be more businesslike and more impartial. Its strength, therefore,

will be 18 members. We have given this body the final authority in the matter of appointment of examiners. We have already dealt with the composition of the Committee for Selection of Examiners in Chapter VIII of the Report. It will be seen that, although it is the Syndicate which finally makes the appointment of Examiners, still we do recommend, as under the Poona University Act, a very salutary check on the powers of the Syndicate in this matter. The Syndicate shall make no change in the list submitted by the Academic Council, except by passing a special resolution stating the specific grounds on which each change suggested or made is based. We also think it desirable that it is the Syndicate which should be vested with residuary powers. As the Maharashtra University Committee Report puts it, "We think that by reason of its compact and well-knit character and also of the presence of non-academic elements in it, it would be in a position to exercise these powers more satisfactorily and harmoniously than a body composed of diversified elements like the Court\*".

167. It was suggested to us that we should put a bar on the employees of the University becoming eligible for election to the Syndicate. This suggestion of such a bar is the outcome of the affiliating conception of a university. The suggestion has been very vehemently opposed by Shri C. N. Vakil, Professor and Director of the University Department of Economics and Sociology, Bombay, who gave evidence before us. We agree with the view of Shri Vakil and do not see any need of putting such a bar. We think it desirable, on the contrary, that the doors of the Syndicate be left open for professors of standing whose advice and experience will be very useful in the administration of the University's affairs. As the University Education Commission put it, "To deprive professors of any share in the executive policy of their university is to make an illegal gap between academic and executive affairs, which cannot in fact be so divorced from each other†". However, the Senate, in electing to the Syndicate five members from among the Fellows, shall not elect persons who are engaged in the profession of teaching. The University Education Commission also recommended that the employees of the University must not be eligible for election in this category. This recommendation is made with the intention of giving adequate representation to the non-academic men in the executive body of the University.

168. The following shall be the composition of the Syndicate :—

(i) The Vice-Chancellor,

\* The Maharashtra University Committee Report, page 53.

† Report of University Education Commission, 1949 page 426.

- (ii) The Pro-Vice-Chancellor,
- (iii) The Director of Public Instruction, Bombay State, or the Deputy Director of Public Instruction who has been designated a Fellow of the Senate by the State Government,
- (iv) Ten persons elected by the Academic Council from among its members to represent the different Faculties as prescribed by the Statutes,
- (v) Five persons elected by the Senate from among the Fellows who are not engaged in the profession of teaching.

### **Powers and Duties of the Syndicate**

169. I. Subject to such conditions as may be prescribed by or under the provisions of the Bombay University Act, the Syndicate shall have the following powers and perform the following duties, namely :—

(1) to hold, control and administer the property and funds of the University ;

(2) to enter into, vary, carry out and cancel contracts on behalf of the University in the exercise or performance of the powers and duties assigned to it by the Act and the Statutes ;

(3) to determine the form, provide for the custody and regulate the use, of the common seal of the University ;

(4) to administer funds placed at the disposal of the University for specific purposes ;

(5) to frame the annual financial estimates of the University and to submit them to the Senate ;

(6) subject to the powers of the Senate to pass the budget, at any time during an official year, (a) to reduce the amount of the budget grant, (b) to sanction the transfer of any amount within a budget grant from one minor head to another or from a subordinate head under one minor head to a subordinate head under another minor head, or (c) to sanction the transfer of any amount exceeding rupees five thousand within a minor head from one subordinate head to another or from one primary unit to another ;

(7) to make provision for buildings, premises, furniture, apparatus and other means needed for carrying on the work of the University ;

(8) to accept on behalf of the University bequests, donations and transfers of any movable or immovable property to the University ;

(9) to transfer any movable or immovable property on behalf of the University ;

(10) to manage and regulate the finances, accounts and investments of the University ;

(11) to institute—

- (a) a Publication Department,
- (b) a Printing Press ;
- (c) an Information Bureau, and
- (d) an Employment Bureau,

(12) to make provision for—

- (a) extra-mural teaching and University Extension lectures,
- (b) physical training,
- (c) students' unions,
- (d) sports and athletic clubs,
- (e) students' welfare ;

(13) to manage colleges, departments, institutes of research or specialized studies, laboratories, libraries, museums and hostels maintained by the University ;

(14) to recognize hostels and to provide housing accommodation for University Teachers ;

(15) to arrange for and direct the inspection of colleges, constituent recognized institutions and hostels, and to issue instructions for maintaining their efficiency and for ensuring proper conditions of employment for members of their staff, and payment of adequate salaries, and, in case of disregard of such instructions, to recommend modification of the conditions of affiliation or recognition, or take such other steps as it deems proper ;

(16) to call for reports, returns and other information from colleges, constituent recognized institutions or hostels ;

(17) to supervise and control the admission, residence, conduct and discipline of the students of the University and to make arrangements for promoting their health and general welfare ;

(18) to recommend to the Senate the conferment of honorary degrees, titles and academic distinctions in the manner prescribed by the Statutes ;

(19) to award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;

(20) to appoint on the recommendation of a Committee of Selection, if any, as required by the Bombay University Act or Statutes, the officers (other than the Chancellor and the Vice-Chancellor), University Professors, University Teachers and servants of the University, to define their duties and the conditions of their service, and to provide for the filling of temporary vacancies in their posts ;

(21) to recognize a member of the staff of a college or constituent recognized institution as a teacher of the University and withdraw such recognition ;

(22) to appoint examiners, to fix their remuneration and to arrange for the conduct of, and for publishing the results of, the University examinations and other tests ;

(23) to fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(24) to make, amend and cancel Ordinances ;

(25) to accept, reject or refer back Regulations framed by the Academic Council ;

(26) to exercise such other powers and perform such other duties as may be conferred or imposed on it by the Bombay University Act, Statutes, Ordinances and Regulations ;

(27) to exercise all powers of the University not otherwise provided for in the Bombay University Act or Statutes and all other powers which are requisite to give effect to the provisions of the Bombay University Act or Statutes ;

(28) to delegate any of its powers to the Vice-Chancellor, the Pro-Vice-Chancellor, the Registrar or such other officer of the University, or a committee appointed by it, as it may deem fit.

II. The Syndicate shall make a report to the Senate about all acceptances or transfers of property referred to in entry (7) above mentioned.

III. The Syndicate shall not transfer any immovable property without the previous sanction of the Senate ;

IV. The Syndicate may by Ordinances appoint committees to carry out its administrative work, and define their constitution, functions and tenure.

### **Academic Council**

170. With regard to the Academic Council, as we said in Chapter II of the Report, this body found statutory recognition for the first time in the constitution of the Bombay University in the Act of 1928. This body is the apex of the academic structure of the University. Before the University Education Commission, a few witnesses suggested that the Academic Council was an unnecessary body. The Commission did not agree with this view and pointed out two functions of this body which are of great value and importance. “ (1) It is the only body that can co-ordinate between the Faculties ; and there is a growing trend towards courses, at any rate at the undergraduate level, in which more than one Faculty will be concerned.

It may be true that the Science teachers hardly even intervene when Arts business is before the Academic Council or *vice versa*... But it is essential for the ultimate unity and coherence of the university that they should be present and should have the right to intervene. (2) With an Executive composed as we have recommended there should be a two-way traffic of ideas and information between it and the Academic Council. This will be good for both bodies ; it should help the Academic Council to be practical and not utopian, and it should remind the Executive that neither finance nor politics but education is their true objective."\* We agree and we think that the Academic Council is really a federation of Faculties. We have no doubt that the Academic Council should be supreme in academic matters and the Syndicate should intervene only in rare cases on grounds which demand its intervention. The difficulty of distinguishing between academic and non-academic matters was brought to our notice, and it was suggested to us that the Vice-Chancellor should have the power to decide such questions. We do realise this difficulty. In the University's educational matters, there is bound to be overlapping between academic and non-academic matters. Whenever the Academic Council suggest an educational reform, the question of finance is intimately connected with it. Admitting, therefore, that this difficulty does exist, we think it better to entrust to the Syndicate the power of taking a decision whenever such a conflict arises. The status quo in this respect, therefore, will continue.

171. The following shall be the constitution of the Academic Council :—

- (i) The Pro-Vice-Chancellor (Ex-officio Chairman) ;
- (ii) The Deans of Faculties ;
- (iii) The Heads of the University Departments and All University Professors ;
- (iv) The Principals of Constituent Degree colleges and the Heads of Constituent Recognized Institutions ;
- (v) Chairman of each Board of Studies ;
- (vi) Five persons to be elected by the Senate from among the Fellows ;
- (vii) Not more than five persons whom the Syndicate may nominate on account of their expert knowledge.

### **Powers and Duties of the Academic Council**

172. I. The Academic Council shall have the control and general regulation of, and be responsible for, the maintenance



of the standards of teaching and examinations within the University.

II. Without prejudice to the generality of the foregoing provision, the Academic Council shall exercise the following powers and perform the following duties, namely :—

(1) to make Regulations in consultation with the Boards of Studies concerned for laying down courses of study ;

(2) to make proposals for allocating subjects to the Faculties ;

(3) to make proposals for the establishment of departments, institutes of research and specialized studies, libraries, laboratories and museums ;

(4) to make proposals for the institution of professorships, readerships, lectureships and any other posts of teachers required by the University and for prescribing the duties and fixing the emoluments of such posts ;

(5) to make proposals for the institution of fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes and to make Regulations for their award ;

(6) to make Regulations regarding the examinations of the University and the conditions on which the students shall be admitted to such examinations ;

(7) to make Regulations prescribing equivalence of examinations ;

(8) to make Regulations prescribing the manner for granting exemptions from approved courses of studies in the University or in colleges or constituent recognized institutions for qualifying for degrees, titles, diplomas and other academic distinctions ;

(9) to exercise such other powers and perform such other duties as may be conferred or imposed on it by the Bombay University Act, Statutes, Ordinances and Regulations ; and

(10) generally to advise the University on all academic matters.

### **Faculties.**

173. With regard to the Faculties, we recommend that the membership of a faculty should depend upon special qualification and should not merely follow from the membership of the Senate. In the past, every member of the Senate in virtue of his being a member of the Senate was assigned to some Faculty or the other, without reference to any special qualifications. Hence the necessity of making this recommendation. The Senate may, however, assign to the appropriate Faculty or Faculties any member of the Senate who is properly qualified, but who is not

a member of the Faculty under the provisions of the Bombay University Act.

174. The following shall be the constitution of the Faculties :—  
Each Faculty shall consist of—

(i) Members of the Boards of Studies for the subjects comprised in the Faculty ;

(ii) Members of the Academic Council who are not members of the Faculty or of the Boards of Studies already and are assigned to that Faculty by the Academic Council.

The University shall define the powers and the duties of the Faculties by Statutes.

### **Boards of Studies**

175. With regard to the Boards of Studies, the following shall be their constitution, powers and duties :—

I. Each Board shall consist of—

(i) University Professors and Readers in the subject for which the Board is constituted ;

(ii) Heads of Departments who are recognized by the University for post-graduate instruction or research in the said subjects in constituent degree colleges and constituent recognized institutions ;

(iii) Persons who shall not be teachers of the University, to be co-opted by the Board, not exceeding such number as may be prescribed by the Statutes.

II. The Chairman shall be nominated by the Vice-Chancellor from among the members of the Board of Studies. He shall be a University Professor, or if there is no such University Professor on the Board, then a recognized Teacher.

III. The powers and the duties of the Board of Studies shall be as prescribed by the Statutes.

### **Boards of University Teaching**

176. We recommend that the present Board of Post-Graduate Studies should be replaced by two Boards of University Teaching for organizing, co-ordinating and controlling instruction, teaching and training up to the Degree classes and Post-Graduate training and research, one for the subjects in the Faculty of Arts, Law and Commerce, and the other for the subjects in the Faculties of Science, Technology and Medicine. The constitution, powers and duties of these boards have already been given in Chapter VIII of the Report.

## Other Boards

177. We also recommend that the University should establish a Board of Extra-Mural Studies, a Board of Students' Welfare and such other Boards as may be prescribed by the Statutes. The constitution, the powers and duties of such Boards shall be as prescribed by the Ordinances. We also recommend that the constitution, the powers and duties of other bodies as may be declared by the Statutes to be the authorities of the University shall be by Statutes.

## Treasurer

178. It was suggested to us that a Treasurer should be appointed for the administration of the University's finances. We do not see any advantage in creating such an office for the University. The Syndicate has already under the present Statutes the control over the administration of the University's finances and the duties of the Treasurer can be carried out by the Registrar of the University.

## Statutory Committees

179. We have already recommended Statutory Committees for the appointment of Examiners, for the appointment and recognition of the University Teachers and also the Selection Committee for the appointment of the Pro-Vice-Chancellor. We do not see any need for recommending Statutory Committees for the selection of text-books and for the inspection of the University Departments and constituent colleges. The Syndicate has the power to appoint committees whenever an occasion arises.

## Miscellaneous

180. Finally, we recommend that the following should be added as Clause (i) to Section 39 (1) of the present Bombay University Act :—

“(i) that the college will supply a need in the locality having regard to the type of education intended to be provided by the college, the existing provision for students by other colleges of the same type in the neighbourhood, and the suitability of the locality in which the college is to be established”.

We also recommend that sub-section (2) of Section 39 be amended by the addition of the following provision :—

“Provided that the Syndicate shall be at liberty to refuse to appoint a Local Enquiry Committee if they are satisfied on *prima facie* considerations, such as unsuitability of the locality where the college is to be situated, inadequate preparation for

the starting of the college in time from the commencement of the academic year and the like, that the application should not be entertained, provided always that no decision refusing the appointment of a Local Enquiry Committee shall be arrived at unless two-thirds of the total members of the Syndicate vote in favour of such a decision”.

We also recommend that Clause (b) of Section 39(1) be amended as follows :—

“that the qualifications of the teaching staff, scales of salaries prescribed for them and the conditions governing their tenure of office are such as to make due provision for the courses of instruction to be undertaken by the College”.

We also recommend that, at the end of section 39(1), after the addition of sub-section (i) as previously recommended, the following shall be added :—

“The application shall further contain an assurance that after the college is affiliated, any transference of management and all changes in the teaching staff and all other changes which result in any of the aforesaid requirements not being fulfilled or continued to be fulfilled shall be forthwith reported to the Syndicate.”

181. With a constitution as we have recommended, we hope that many of the drawbacks in the present constitution will be removed and that the University will be able to carry on satisfactorily the new functions which it is now called upon to undertake.

## CHAPTER X

### EXTRA-CURRICULAR AND EXTRA-MURAL ACTIVITIES

182. We propose to deal in this chapter with some of the extra-curricular and extra-mural activities of the University, particularly religious education, military education, physical education and social education.

#### Religious Education

183. The question of religious education is receiving the attention of the universities in India since the recommendations of the University Education Commission. This subject was fully discussed by the Central Advisory Board of Education at their Twelfth Meeting held at Mysore in January 1946. After fully considering all aspects of the question, the Board resolved that "while they recognise the fundamental importance of spiritual and moral instruction in the building of character, the provision for such teaching, except in so far as it can be provided in the normal course of secular instruction, should be the responsibility of the Home and the Community to which the pupil belongs." We entirely agree. We do not think any useful purpose will be served by moral instruction given in a formal way and administered in hourly doses in collegiate institutions. Moral or ethical education cannot be the subject of lessons for lectures. Character has got to be built up through daily habits. It is not a thing which can be taught through either lectures or even books. When recommendations similar to those of the University Education Commission were made by the Indian Education Commission of 1882, the late Mr. Justice K. T. Telang did not agree with the majority view and expressed his dissent in the following words :—

"I am still strongly of the opinion that the proposed measures will be impotent for good and may result in mischief ..... I cordially accept the dictum of Mr. Mathew Arnold that conduct is three-fourths of life, and a man who works for conduct works for more than a man who works for intelligence. And therefore I should be quite willing to join, as indeed I have joined, in any recommendation encouraging such 'work for conduct'. But I cannot perceive that 'lectures on the duties of a man and a citizen' at a college constitute such 'work' at all. In a primary school, lessons on the duties of a man would probably be useful ; in a secondary school, they would probably be innocuous ;

but in a collegiate institution they would probably be neither useful nor innocuous. At the earliest stage of a student's life, ignorance of what is right is probably an important force, and then to correct that ignorance moral lessons are a perfectly appropriate agency,..... When the student has advanced to a secondary school, much of the ignorance above referred to has presumably given place to knowledge. But still the habit of analysis and criticism is in a very rudimentary condition, and such lessons will, in all probability, do little harm, but if collegiate education is to subserve one of its most important purposes and is to cultivate the intelligence so as to enable it to weigh arguments and form independent judgments, then these moral lessons present an entirely different aspect. At this stage it is entirely unnecessary to instruct the intelligence, while it is of great use to discipline the will and to cultivate the feelings. The proposed lectures will, I fear, have little or no effect in this latter direction; while in some individual cases their effect in the former direction, being meant to operate not on the intellect but on conduct, may be reverse of that which is desired ..... That sense of moral responsibility in man which impressed Kant with the same awe as the starry heavens, can receive no strengthening from lectures on the duties of a man, any more than the awe which the starry heavens inspire can be produced by lectures on the rings of Saturn or the phases of the moon. Such strengthening must come from the emotions and the will being worked upon by the histories of great movements, the lives of great men, and the songs of great poets. It must come from the training of the will and the emotions by the actual details of academic life, by the elevating contact with good professors and fellow-students, by the constant engagement of the attention on the ennobling pursuits of literature, science, and philosophy; by the necessity, so often felt, 'to scorn delights and live laborious days' and, even in our very modern State Colleges of this country, though on a very humble scale, by 'that mass of continuous traditions always powerful and generally noble,' of which Mr. Gladstone spoke so eloquently in his inaugural address to the University of Edinburgh. That is the only course of moral education in which I have any faith. That is the only course which alone, in my opinion, can be efficacious. Lectures on the duties of a man can at the best only lead to the 'cold decrees of the brain.' They have little or no efficacy in cooling down the 'hot temper which leaps over' those decrees. These views might be easily supported by a mass of authority, but I will only refer here to that of one ..... who has said in his recent work on Teaching, its ends and means that 'moral training is gained

not so much by formal inculcation of duty, as by practice in well doing throughout the common engagements of life.' \*\*  
 We see no reason to dissent from the views of the late Mr. Justice Telang.

### Military Education

184. The question of compulsory military training came up for discussion before the Bombay University on more occasions than one. The resolutions on this question were ruled out of order as defence is a central subject, and does not fall within the powers of the University. Therefore, as the legal position stands today, military education is a subject on which the University cannot take a decision. A military boy feels that he is no longer an individual but a member of a community having traditions. This organisation of community life enables him to realise the meaning and responsibilities of citizenship by the fact of his being in a sort of a State in miniature. We want in a university student, not merely a capacity for contemplation, but a capacity for action which will break down the barriers of class, and bring home to him the realisation of the realities of life and the value of team work, co-operation, self-control, courage, endurance, initiative and enterprise. Military education will give him training in responsibility and leadership. Even mere military deportment will give him an advantage in his future career. We want a race of students in whom one set of natural powers are not developed at the expense of others, and whose adjustment to life is harmonious and reasonable. An unfit man is a national liability, a fit man is an asset. The value of military education even in peaceful pursuits has been recognised by the University Education Commission in the following words:—

“Apart from any emergency that might arise, the Cadet Corps training is also very useful in preparing for peaceful pursuits. It inculcates discipline in an impressive way in that it teaches self-control and poise, the co-operative spirit, the ability to give and take orders, and above all, a sense of responsibility and formation of character. There are many by-products, among which are the ingraining of habits of bodily hygiene and standards of sanitation.”†

It is the business of the University to train students for peaceful pursuits. These pursuits will be followed in the proper spirit, if military education is given to all the university students. The institution of the National Cadet Corps is a step in the right direction. One of the aims of the Corps is “the development of leadership, character, comradeship and the ideal of service.”

\*Report of Indian Education Commission, 1882, pp. 610 to 612.

†Report of University Education Commission, 1949 page 365.

Provision, however, for recruitment in the N. C. C. is very meagre. It is only a small number of students in Greater Bombay who receive training in the N. C. C. This number is very insignificant considering that we have annually over 5,000 students who join our colleges in Greater Bombay. Provision for more platoons must, therefore, be made. The State Government must find money to provide training in Cadet Corps for as many students in colleges as possible. There is a growing need of Indian officers in the military, and the complaint very often made against our young men is that they are not ready to come forward to serve in defence of their country. Government, therefore, must provide greater facilities for students who wish to join the N. C. C.

### **Physical Education**

185. The need for physical education can never be over-emphasised. Physical education may take three forms, viz., (1) Military education, (2) Body building, (3) Organisation of games and sports. We have already dealt with military education. The present arrangements for physical education are, to say the least, inadequate. The University Education Commission point out the deficiency in these words:—

“To summarise the deficiencies of Physical Education, in general, we may say there is lack of interest both on the part of the students and the authorities, insufficient trained personnel, dearth of play-grounds and equipment, poverty of students, absence of organisation, poor types of programmes, small variety of games, conflict with academic work, and inconvenience of time.”\*

We may point out that the difficulty of time with regard to students not residing in hostels is very great. A student usually does not take any lunch during college hours. He usually attends his college from 10 a.m. to 4 p.m. He, therefore, has to return home at 4 p.m. for some sort of necessary meals; and then it is difficult for him to come back and take either physical exercise or play any games. This is a genuine difficulty. One of the ways in which this difficulty can be removed is to organise physical education centre-wise in the respective residential areas of the students. For instance, a large number of students reside in Girgaum. In a central place in that area, facilities may be provided for students to take physical education in gymnasium or to play games. In any case some way must be found out to overcome deterring factors if proper physical education is to be imparted as a part of university education. We also feel that a large number of gymnasiums should be provided by the University with the help of the colleges. No college should be

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\*Report of University Education Commission, 1949 page 366.



without a gymnasium. Gymnasiums will develop body-building through exercises for muscular development. But purely gymnastic physical education is not enough. It must be coupled with a proper organisation of games and sports. Here the facilities provided to students are also inadequate. The University does hold competitions and inter-collegiate tournaments. These no doubt encourage the students to take interest in extra-curricular activities, but there is a dearth of playgrounds and a lack of proper organisation and provision for facilities in these respects. Even hostel students are without facilities. If a university student is to be a useful citizen, University must undertake to provide these facilities. We are of the opinion that physical training should be made compulsory. It is only compulsion that works in this country. We must try to make our young men and women take an intelligent and increasing personal interest in their physical welfare. Gymnasium works, games, swimming, hiking and of course major sports such as foot-ball, cricket, tennis, hockey, etc., should also be made available in accordance with the capacity and interest of the students. For the proper organisation of physical education we are of the opinion that it is necessary for the Bombay University to appoint a Director of Physical Education. We agree with the opinion of the University Education Commission in this respect. "Very little improvement can be accomplished without more expert leadership in the realm of physical training and games. The prestige and importance of this work are not established here. The professional status and pay of physical education personnel should be recognized as on a par with academic instruction."\* We do, therefore, recommend that the university should appoint a properly qualified Director of Physical Education who should have the status and pay of other heads of departments.

### Social Service

186. India having adopted the ideal of a democratic state, the Bombay University must now pay attention to social service by the students. No democracy is going to succeed unless there is an all-round development of the people in the country, most of whom live in villages. The University Education Commission mention the following activities to be undertaken by students:

"After their period of intensive preparation, these youngsters who are volunteers go into Rural Camps usually from three to six months and engage in a multitude of services to the villagers. Here are the types of service that they are expected to render. On the educational side they engage

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\*Report of University Education Commission, 1949 page 356.

largely in teaching adults to read and write, and in developing the crafts and basic education; on the agricultural side, they touch almost every field of agriculture, ploughing, planting, compost-making, irrigation, preparing seed-beds, transplanting, harvesting and on through all elemental processes; on the social side, they mingle with the villagers in informal gatherings, indulge in native music, dancing, swimming and games; on the side of health, they teach methods of sanitation and do practical work along this line."\*

Although it may be difficult for students of Bombay to take an active part in agriculture, they can render useful service in all the other fields mentioned by the Commission. Adult education is the crying need of the day. It is not possible for all men to go to the University to receive education; but it is the University which must send out its students to make the adults literate. This is the only way to make democracy successful; but over and above this, this is the surest way of making the residents of this city take interest in the work of the University. We, however, believe that this service must be voluntary. Unless students enjoy social service, the consequences will not be satisfactory, both to the citizens and to the students themselves. But the University can encourage them by giving certificates to such students who have satisfactorily done social service, and all things being equal an employer should prefer the holder of such a certificate to any other student who does not. We believe that once a student is persuaded by some means to undertake teaching of adults or any other form of social service, he will come to realise the importance of this work so far as the country as a whole is concerned. We have the example of medicos who were persuaded to give medical relief to villagers from a taluka centre and these medical volunteers, having once seen with their own eyes the miserable condition of the villagers and the need of medical help, stuck to their work and would not be tempted to come back to the cities by the allurements of better material prospects. We realise the initial difficulties of making our young men and women take interest in social service, but once this hurdle is crossed we believe there will be no dearth of volunteers in the field of social work.

## Hostels

187. The Bombay University is going to be a teaching federal university. The need for hostels is therefore very great. Larger residential accommodation will, in our opinion, solve many of the problems that confront the University. It will afford facilities for corporate life which is the breath of university education. Stephen Leacock humorously but rightly points out

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\*Report of University Education, Commission 1949 page 137.

that the student at Oxford gets his education in the smoking room. It is a trite saying that university education is no education if it is divorced from corporate life. But it is necessary to emphasise it. Colleges must be persuaded to make arrangements for larger residential accommodation. Although conditions as they exist today in Bombay may not make it possible to provide hostel accommodation for all university students, we think that if proper efforts are made the University will be able to compel its students to spend at least one year of their university career in a college hostel ; and this in itself will go a long way to improve the quality of university students.

### **University Union of Students**

188. The Bombay University must also have a university union of students. That is the best method of organising the corporate activities of the students. The primary object of such a union would be to foster and stimulate the debating powers of its members. But it can expand its activities so as to embrace all the phases of the general social life of the students. This union ought to be the main link in the corporate activities of the university students. It should be a federation of all the subsidiary associations of the various colleges in the city. In the past educationists kept themselves aloof from students' movements, with the result that students' organisations developed on wrong lines and were dominated by political parties. It is high time that educationists should realise their responsibilities in the matter and come forward to guide the students so that their movements will be directed into proper channels.

### **Dean of Students**

189. The University Education Commission recommends the institution in every university of an officer called the Dean of Students. In the United States the universities have established such deanships. Their work has been described by the University Education Commission in the following words :—

“ In the heart of every campus is an office, that of the Dean of Students, which works full-time upon the problem of helping the students to plan their lives. It is concerned with how or where students live ; it assists the needy student in finding work if he requires financial aid, or recommends him for a scholarship or a loan if he is worthy ; it knows about his habits ; it discovers whether he is failing at any important point such as health, morality, or class-work, and moves to assist him ; it sees that he gets a fair opportunity to enjoy the social and recreational life ; in short, the office of Dean of Students is a place constantly on the alert to promote student

life, academic, social, moral and material, and prepares to give advice on every subject ranging from where to buy pencils upto matrimonial perplexities."\*

We agree that such a Dean of Students will render very useful service to the university students and will bring about closer relations between the university and the students. As the University Education Commission recommend, such a Dean should be helped by an Advisory Board of Students' Welfare. We do not propose any particular composition of such a Board. The presence of some members such as the Director of Physical Education, the Dean of Medical Education, etc., is obviously necessary; but it is for the University to take its own decision in the matter. We leave it at emphasising the need of such a Board.

190. The extra-curricular and extra-mural activities of the university ought to be expanding day after day. They are replete with questions and problems, with only a few important of which we have dealt in this chapter.

## CHAPTER XI

### INTER-UNIVERSITIES RELATIONS IN THE STATE

191. We have given an account in chapter III of the rise of Regional Universities in the State. Only a couple of years ago, we had a single university in the State ; we have now six universities statutorily established. The emergence of these universities has given rise to problems of the relations between these various universities *inter se*. The very fact that six universities are established in one State in close proximity to one another such as Bombay and Poona is bound to create a large number of problems of details which need solution, Government and the people are very much interested in the solution of these problems, as migration of the people from one part of the State to another will in future mean migration of students from the jurisdiction of one university to that of another. It is, therefore, highly desirable that there should be some sort of arrangement for co-operation between these universities in the work of university education which was formerly under the control of one university only.

192. With the establishment of Regional Universities in the State as an accomplished fact, the need for planning for university education is urgent and imperative. As stated in Chapter II, the Indian universities have all along followed the model of British universities. Even in Great Britain, planning has in the past been conspicuous by its absence. We, therefore, need not be disheartened by lack of planning in university education in the State. In Great Britain, the universities have developed on their own lines, and their growth has been sporadic. It was only after the second world War that the British people realised the need for planning in university education. The result was the appointment of two Committees which were entrusted with the work of planning in two different aspects of university education. The Barlow Report, May 1946, produced a ten-year plan for the development and expansion of scientific man-power through the universities. Almost simultaneously, the Clapham Report planned the teaching of Social Sciences. It pointed out the urgent need for helping and encouraging research work in the fields of social and economic sciences. The lead, therefore, of Great Britain which we have been following in university education for the last hundred years should also encourage us now to follow the example of Great Britain in our Post-War Reconstruction of university

education. The problems in India are probably the same as in Great Britain except for the fact that we are lagging behind Great Britain in the matter of research and scholarship. This perhaps has been due to the poverty of the Indian people. The need, therefore, of economising these meagre resources from which we suffer cannot be overemphasised. And this has to be done by a proper distribution of the resources of each university among the different subjects, which perhaps means the specialisation they must undertake in order to avoid wasteful duplication. The remarks of Shri S. R. Dongerkery in this connection are, therefore, very pertinent, especially in view of the fact that the universities in the State of Bombay are assuming teaching functions to a large extent. "It goes without saying", states Shri Dongerkery, "that the cost of maintaining a residential and teaching university is very much higher than that of maintaining a purely affiliating one. This cost may be appreciably reduced by restricting the scope of the university to special branches of learning and science instead of attempting to enclose a very wide field. By proper co-ordination and collaboration, a more solid contribution can be made to the life and progress of the nation as a whole, while avoiding overlapping and wasteful duplication of efforts. As suggested in another place 'one group of universities could specialise in Engineering and Mining, a second in Agriculture and Forestry, a third in Chemistry and Chemical Technology, a fourth in physics and Radiology, a fifth in Biological and Medical study, a sixth in Oriental languages and Philosophy and so on.' The adoption of such a plan would give the country what it needs in the shape of university education at the lowest possible cost. It, however, implies the closest co-operation between the several universities, the Provincial Government and the Central Government. Such co-operation should not be difficult to achieve if full and proper use is made of bodies like the Inter University Board, the Central Advisory Board of Education, the University Grants Committee and the various national institutes of research and national Laboratories."\*

193. The methods of co-operation and co-ordination which Shri S. R. Dongerkery has suggested for the country as a whole can be more usefully and effectively followed by the universities in a single state like Bombay. The need for co-operation and the dangers lurking in the way have been pointed out as far back as 1919 by the Calcutta University Commission. They deplore the fact that there has been no university conferences, no conferences of teachers of history or science or the like, on a sufficiently wide scale. In order to carry out its function of co-ordination more effectively they advised the Government of

\* "University and National Life" by S. R. Dongerkery, page 15.

India to carry much further the useful practice which it had initiated of holding educational conferences of various types. This, they say, "might help to facilitate the interchange of students (within reasonable limits), and still more of teachers between the various universities. It might, above all, help to avoid overlapping and the waste which is apt to result from it, by encouraging universities, while making adequate provision for the general education which it is the duty of all to afford, to specialise in various kinds of works and by making it easy for students to resort to those universities in which the kind of work they needed was specially cultivated".† Having thus pointed out the urgent need and utility of co-operation between the universities, the duty of bringing which they then imposed on the Central Government, they pointed out two dangers which ought to be avoided, especially in the field of Technology. "But two tendencies are now perceptible, each of which is apt to be dangerous. On the one hand, every province and every university is tempted to think that it ought to undertake to provide training in all the subjects needed; that is the natural result of the tradition which treats the universities as watertight compartments, each complete in itself. But while such a policy may be legitimate enough in the ordinary grades of technical training, in some more highly specialised subjects, where the aim is to produce a small but essential number of highly trained experts, great care must be taken to avoid the waste and inefficiency which may arise from overlapping; waste, because the provision of this kind of training is extremely costly, and ought not to be needlessly reduplicated; inefficiency, because India, like other countries, cannot find sufficiently well-qualified staffs for more than a few institutions of this kind. On the other hand there is a tendency to advocate the complete centralisation of work of this kind under the control of departments of the central government, and to sever it entirely from the universities...But to sever higher technical training altogether from university work must be had for both. To avoid these two-fold dangers, a co-relating agency for all India, working in close touch with the universities, is necessary; and such an agency the Government of India can alone supply".\* Having pointed out the dangers the Calcutta University Commission note that there is need for a departure from the notion that every university should deal on the same full scale with all the subjects and that the universities should specialise.

194. We, therefore, feel that there is urgent need for co-operation of the various universities in the State to avoid

†The Calcutta University Commission (1917-1919), Report Volume v page 240.  
\*ibid page 240.

wasteful duplication and to economise the slender resources of both the universities and the State. This is the only way in which higher education ought to be organised in the interest of the State as a whole. The need for providing for a machinery to bring about the co-ordination of the efforts of the State universities is, therefore, very great. It was suggested to us that a separate body altogether should be created by legislation to bring about such co-ordination. This desire to have a statutory body springs from the fear that the universities will not willingly co-operate in the work and hence there should be an outside agency with sufficient legal authority to force the hands of recalcitrant universities. We are of the opinion that these fears are not well founded. In the first place self-interest is a sufficient inducement to universities to co-operate in this work. No university in the State is so rich as to reject the hand of co-operation offered to it in the interest of higher education. Secondly, the interests of these universities are so closely connected and links that bind them are in fact so strong that it will be difficult for any university to carry on its work successfully without the co-operation of the others. The geographical proximity of these universities coupled with the fact that all of them are working in one State and under one Government will, we have no doubt, afford a sufficient impetus to them to co-operate. The needs of these universities are almost identical; their resources are almost equally meagre; their aspirations are common. They have to provide for the needs of one State. We have, therefore, no doubt that co-operation need not be forced down their throats by an independent legal authority. Over and above this, it may be pointed out that these universities have in no unmistakable terms expressed their willingness to co-operate and to have a joint planning in university education. The closer the regional university to the city of Bombay, the greater the desire evinced by it to co-operate with the University of Bombay in providing for the needs of the state as a whole.

195. The Report of the Maharashtra University Committee speaks of collaboration with the University of Bombay in the following words :—

“A clear-cut division of work between the Universities of Bombay and Poona, within the existing faculties or the major branches of study, is neither practicable nor desirable. But we are of the opinion that all future projects which relate to the establishment of specialised departments or extensions into hitherto unexplored fields should be matters of consultation between the two Universities. Whether the University of Bombay continues to serve a large area or becomes a city University, the physical proximity of the two centres and the close relations that have subsisted between



them make it imperative that the two Universities should always work in close collaboration. We have already indicated the need for the exchange of information and ideas and for an understanding regarding specialisation in the working of the libraries at the two centres. It would be possible to bring this about even in an informal manner.\*

196. The Gujarat University Committee expressed similar feelings in the following words :—

“We expect that the Gujarat University will maintain the closest association with other Universities. Although colleges in Gujarat will separate from the University of Bombay, a number of ties will still continue and there will be many common problems in which the Gujarat University will benefit by its association with the University of Bombay..... We want the Gujarat University to have equally close association with other universities also, as it will have to see that, whatever its plans are, they do not conflict with the larger interests of the country, and that, it takes advantage of the experiments and advancement by others.” ‡

197. The Karnatak University Committee recognises the need of such co-operation and the desirability of doing so. It says :—

“Although every university naturally claims at being self-sufficient, such self-sufficiency is not attainable and, in some cases, hardly desirable. There are advantages in interdependence as there are in corporate life; and such interdependence, at this particular moment of our history, must make both for economy and for unity. There arises, therefore, the need for co-operation with other universities in the measure and degree dictated by the nature and location of those universities. This co-operation would naturally be closest with the University of Mysore..... This co-operation would be both possible and necessary, though on a more limited scale, with the neighbouring universities of Bombay, Poona and Andhra, and in a descending scale with the other universities of India.” †

198. With such willingness and the desire to co-operate in self-interests, we do not see any need for a statutory body for the purpose, and we propose to follow the suggestion made by the Maharashtra University Committee in the following words :—

“In view, however, of the great necessity of securing co-ordination and avoiding duplication of efforts, particularly in

\* The Maharashtra University Committee Report, page 74.

‡ The Gujarat University Committee Report, page 32.

† The Karnatak University Committee Report, page 39.

highly specialised and costly departments like the department of Chemical Technology, we are of opinion that a Joint Board of the two Universities should be set up for considering such questions. Such a Board might consist of the Vice-Chancellors of the two Universities and four members nominated by the Syndicate of each University, two members to represent the academic side and two the non-academic side. We expect this Board to meet frequently and to discuss all questions of co-ordination of effort between the two Universities. As a corollary we recommend that specialised departments existing in only one of the Universities of the Province, such as Chemical Technology in Bombay, should be kept open to students of other universities in the Province. The analogy of such departments with the provincial Colleges of Agricultural and Engineering is close and we suggest treatment of this problem on lines indicated by us in regard to those two Colleges. We hope that the two Universities will work in close co-operation in other directions also. We have already recommended that on the Boards of Studies in the proposed University, members of the corresponding Boards of the Bombay University should be co-opted. We expect also an interchange of examiners and special provision for the migration of students from one University to the other. We suggest that the proposed Joint Board should consider questions of expansion, as also those relating to admission and migration of students."\*

We have quoted the above passage at length because it indicates what, in the opinion of the Maharashtra University Committee, should be the machinery and the scope for co-operation as well as the matter in respect of which co-operation is needed.

199. We may mention that already there exists a Joint Board of the Vice-Chancellors of the Statutory Universities in the State of Bombay. The history of the creation of this body is as follows. A conference of Vice-Chancellors of the universities in the State had been convened by the Hon'ble Shri B. G. Kher on November 1, 1949, in order to discuss measures to secure liaison and co-ordination of activities of the universities in the State of Bombay. As a result of this conference a letter was received by the Vice-Chancellor of the University of Bombay from the Secretary to the Government of Bombay, Education Department, dated March 3, 1950 inquiring as to what steps had been taken in the matter of setting up of a Joint Board of the Universities in the State. Thereupon, a resolution was passed by the Syndicate of the University of Bombay asking the Vice-Chancellor to convene a conference of all Vice-Chancellors of the Regional Universities in the State of Bombay to consider

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\* The Maharashtra University Committee Report, page 74.

the question of setting up of a Joint Board for the purpose of liaison and co-ordination of the activities of the Regional Universities. In pursuance of this resolution, the Vice-Chancellor called an informal conference of Vice-Chancellors of the Statutory universities of the State, on April 20, 1950. All the Vice-Chancellors of the six universities attended this conference. It was decided at this conference that the proposed Joint Board would be purely an advisory and recommendatory Board and that its decisions should be in the form of recommendations.

200. The following is the constitution and functions of the Board as agreed upon at this conference :—

#### A. Constitution.

1. There shall be a Joint Board of all the Statutory Universities in the State of Bombay which will be styled, "The Joint Board of the Vice-Chancellors of the Statutory Universities in the State of Bombay".

2. The members of the Joint Board shall be the Vice-Chancellors of the University of Bombay, the University of Poona, the Karnatak University, the Maharaja Sayajirao University of Baroda, the Gujarat University, the Shrimati Nathibai Damodar Thackersey Women's University and of other Universities that may hereafter be established by law in the State of Bombay.

3. The Joint Board shall meet ordinarily once a year at such place and time as may be agreed upon between the members. A Special Meeting of the Board may be called at any other time agreed upon between the members to discuss special or urgent items requiring consideration.

4. If any Vice-Chancellor is unable to be present at a meeting, he may be represented by the Pro-Vice-Chancellor, if any, or by a deputy appointed by the Vice-Chancellor.

5. Three members shall form a quorum.

6. One month's clear notice shall be given before any meeting is called. In respect of the propositions discussed, the views of both the majority and the minority in the event of there being a difference of opinion amongst the members shall be recorded.

7. The Chairman of the Joint Board shall preside over the meetings of the Board. In his or her absence, however, the Joint Board shall elect its own Chairman to preside over the meeting.

8. The Chairmanship of the Joint Board shall rotate among the Vice-Chancellors in order of seniority amongst the Universities, each Chairman holding office for one year from the date he or she enters upon the office of Chairman. The Vice-Chancellor of the University of Bombay shall be Chairman of the Joint Board in the first instance.

9. The Registrar of the University, the Vice-Chancellor of which is the Chairman for any year shall be requested to act as Secretary of the Joint Board and shall keep its minutes.

10. In cases where the Joint Board is of opinion that the presence of the Minister of Education is necessary, he may be invited to attend a meeting of the Joint Board.

#### B. *Functions.*

The Joint Board shall deal with all subjects of common interest to all the universities of the State of Bombay. Without prejudice to the generality of the foregoing powers, the Joint Board shall consider and make recommendations in respect of the following questions in particulars :—

1. The co-ordination of the activities of the several universities with a view to avoiding needless duplication or waste of effort ;

2. Schemes of expansion, including the opening of new departments ;

3. The equivalence of examinations and maintenance of academic standards ;

4. The migration of students and exchange of students and teaching staff ;

5. The fixing of subjects and standards of admission to the Universities of candidates passing the S. S. C. Examination or any other examination which is deemed equivalent to the entrance examination ;

6. The admission of students to departments or institutions of a specialised character ;

7. The number and duration of academic terms, vacations and holidays ;

8. The appointments of Examiners ;

9. Inter-University events including sports and physical training of students ;

10. The National Cadet Corps, the Air Training Unit and other activities of a like nature ;

11. Co-ordination of the work of the University libraries and laboratories ;

12. Grants from the State and the Union Governments ;

13. The making of joint representations to the Inter-University Board, other academic and professional bodies and the State and Union Governments ;

14. Collaboration for the purpose of students-welfare work ; and,

15. Co-ordination of extra-curricular activities in the various Universities.

201. We approve of the constitution and the functions of the Joint Board which this conference has decided upon. We are of the opinion that the machinery of a Joint Board of the

Vice-Chancellor is sufficient to decide all problems arising out of the emergence of the various universities in the State. It was suggested to us that, instead of the Board consisting of the Vice-Chancellors only of the universities, there should be further representation given to the various universities on this body, in order to make it a truly representative body of the universities. We do not accept this suggestion. In the first place, the Vice-Chancellors of the Regional Universities will in course of time be elected ones. Even otherwise, we do expect that the future Vice-Chancellors of the universities will be persons enjoying the confidence of their respective universities. Some have doubted the efficacy of such a recommendatory body in the matter of bringing about fruitful co-ordination. Their doubts have been strengthened by the inability of the Inter-University Board in co-ordinating the efforts of the Indian universities. The University Education Commission observed that, "The Board has acted as an advisory body but its influence has not been as potent as it might have been. The universities have not always been inclined to follow the advice given by the collective voice of the Vice-Chancellors which, in effect, the Board has become. The Board has, however, acted as a forum for the discussion of university problems."\* We, however, entertain no such fears. In the first place, co-operation to be effective must be willing and not forced. Rules, Regulations, Acts are not going to produce the desired effect. Secondly, we feel that it is in the interest of the State universities to co-operate and we have no doubt that persuasion and precedents are the most effective methods of bringing about such co-operation; and this is more so in the case of universities whose interests are common and which are connected together by the ties of geographical proximity. Thirdly, we think that for a long time to come, men who will be occupying posts of the Vice-Chancellors of the several universities in the State will be owing allegiance to their *alma-mater*, the Bombay University. It will, therefore, not be difficult for these *alumni* of the Bombay University to co-operate in the matter of university education of the State.

202. The scope of the functions of this body is a large one, and it will be discussing and dealing with a very large number of subjects in which joint action may be deemed to be desirable. It may not be possible for the Vice-Chancellors alone to deal with each and every subject. In matters of equivalence of examinations, migration of students and the like, some additional help may be found necessary. Such a difficulty was visualised by the University Education Commission in their recommendation with regard to the constitution and functions

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\* Report of University Education Commission, 1949 page 29.

of the University Grants Committee. A small committee, in their opinion, cannot cover all fields of study, and it is precisely for this reason that they recommended the setting up of subject panels whose expert knowledge would be at the disposal of the committee. We are of the opinion that such help may be taken by the Joint Board which we have recommended whenever an occasion arises.

203. The need for setting up of a University Grants Committee has been recognised all over the world. The University Education Commission point out that "In a democratic country, the decision of how much public money can be spent on universities can be made, and ought to be made, only by the Government; it is a political decision and a part of their yearly budgetary proposals. But once that decision is made, the detailed allocation of the money must be left to an expert body, not merely non-political, but as rigidly protected from political or personal lobbying and pressure as the constitution of the country can make them.....The experience of other countries has proved the need for this separation between the political body which determines policy and sets financial limits for its execution, and the expert body which alone has the necessary knowledge of detail to carry out the policy wisely, fairly and economically."\* In pursuance of the policy which the University Education Commission has laid down for adoption by the Central Government, we recommend that the same policy should be followed by the State Government within the sphere of the State, and we recommend that a University Grants Committee be set up on similar lines.

204. The desirability of the exchange of university teachers has been admitted on all hands. This will tend to broaden the outlook of the universities and remove the dangers of inbreeding. It will enlarge the intellectual horizon of the university teachers and widen their sympathy. The Ministry of Education of the Government of India has been encouraging such exchanges since the attainment of Independence, but very little advantage of it has been taken by the universities. We therefore, suggest that the universities in the State should chalk out a regular plan of exchange of university teachers. We would recommend the advice which Shri S. R. Dongerkery has given in this matter in the following words :—

"As a matter of academic routine, universities should establish a system of mutual exchanges of teachers who will spend at least one term in the inviting university. The deputing university should pay the salary of its own teacher who is deputed under its plan, so as to avoid complications about

\* The University Education Commission Report, page 403.

pension, provident fund or leave rules, and about inequalities in the scales of pay existing in different universities. In addition to the circulation of academic talent, such a practice would bring about valuable contacts between the teacher of one university and the teachers and students of another university, which would enable them to understand one another's problems better".\*

205. We also recommend that a very broad and liberal policy should be followed by the universities in the State in the matter of migration of students and equivalence of examinations. It must be borne in mind that geographical consideration requires such a broad policy. Parents are transferred from one place to another more frequently within the limits of a single State. This is obviously so in the case of Government employees. But this is also equally true in the case of employees of private bodies banks, commercial firms, industrial houses which have their branches spread all over the State and whose employees are liable to be transferred from one place to another. It will, therefore, be very harsh on the people and the students if very strict regulations are made in recognising the equivalence of degrees and even of terms. It is no doubt for the universities to frame their own rules in these matters, but we do point out the need of liberalising these rules in order to facilitate migration from one place to another in the State. We suggest that the machinery of the Joint Board should be utilised by the various universities in order to bring about a uniformity in this matter and that they should accept the decision of the Joint Board whenever a conflict arises. There need not be a uniformity in courses which the universities may adopt for their own degrees, but if there is a uniformity in the major and principal subjects, there should be no difficulty, not only in the matter of equivalence of examinations, but also in the matter of even recognition of terms. We desire that the universities should not work in watertight compartments, but should liberalise their rules as to facilitate easy migration of students from one place to another. We cannot over-emphasise the need for such a broad policy being adopted by the universities in the State in the interest of the State as a whole.

206. We realise that in the matter of co-ordination of the work of the universities in the State and the solution of Inter-University problems, our recommendations are based on hope and good will of these universities. But we are sure that good sense and self-interest will create the cementing force that is needed for bringing about the desired co-operation between them; to do otherwise would be to listen to the counsel of despair.

## CHAPTER XII

### SUMMARY OF RECOMMENDATIONS

207. Our main recommendations may be summarised as follows :

#### A. Chapter IV—

(i) The Bombay University should explore and press into service the natural resources which the City has, and utilise the special facilities it has, to make provision for the study of special subjects such as, Industrial organisation, foreign languages, labour, banking, commerce, technical education, public administration, medical and scientific research, mercantile law, public and private international law, constitutional law etc.

(ii) The medium of instruction in the Bombay University should be English for a period of 15 years to be replaced by Hindi in the Devanagari Script by a process of gradual evolution according to the directions of the Indian Constitution in that behalf. Hindi and English should be taught as compulsory subjects in the schools up to the S.S.C. Examination stage. English should occupy a prominent place next only to Hindi so as to enable students to acquire sufficient proficiency in that language to be able to carry on advanced study and research.

#### B. Chapter V—

(i) The jurisdiction of the Bombay University should be confined to the area of the Greater Bombay and it should have no power to affiliate any college situate outside the said area.

(ii) The Bombay University should be a Federal University on the lines of Oxford and Cambridge.

(iii) The Bombay University should have three types of institutions viz. (a) University Departments, (b) Constituent Colleges, (c) Institutions situate within or without the University area and recognised only for the purpose of advanced study and research.

(iv) All the existing and affiliated Colleges in Greater Bombay should be recognised as Constituent Colleges.

(v) In respect of constituent colleges and constituent recognised institutions, the Bombay University should have the powers mentioned in Section 51(3) of the Draft Bill.



**C. Chapter VI—**

(i) The Intermediate Courses should form part of the Degree Courses in the University, and there should be no separate agency of the Intermediate Colleges set up to control the same.

(ii) The Universities in the State should hold their own entrance examination.

(iii) The Bombay University should not take over the present F. Y. examinations, but there should be one University examination at the end of the first two years of the present Degree Courses in all the subjects of the said two years' course.

(iv) The Government should hold their own examinations for the purpose of recruitment to their services.

**D. Chapter VII—**

(i) The Bombay University should institute External Degrees for both Graduate and Post-Graduate courses, which should be open to all students under certain conditions.

(ii) The External Degrees should be distinguished from the degrees awarded to Internal students and the results of examinations for these should be separately published, although the curriculum and the standard of examination for both should be the same. Candidates for External Degree examinations should not be eligible for University Scholarships, Prizes, etc.

(iii) The requisite condition for appearing for the External Degree examinations should be registration by candidates two years in advance of the examination for which they intend to appear.

(iv) Students registering themselves for external Degree examinations should not be allowed to be simultaneously enrolled as Internal students.

**E. Chapter VIII—**

(i) The University should so design its examinations that they may afford sufficient evidence of the instruction, training and education which the students have received in the University.

(ii) For the appointment of External Examiners, panels of examiners should be exchanged between the Universities in the State of Bombay; and panels of examiners should be invited from Bodies such as the All India Medical Council, the Council of Legal Education, and the like which may be set up in the State of Bombay.

(iii) The machinery for the appointment of examiners should be as provided in Section 33 of the Draft Bill.

(iv) The University should make earnest efforts to improve the condition of teachers so as to make it possible for them to devote themselves to teaching and research.

(v) The University should have an effective control over the selection of its teachers, both appointed and recognised, and for that purpose adopt the machinery recommended in Sections 31 and 32 of the Draft Bill.

(vi) The University should institute two Boards of University Teaching—one for the Faculties of Arts, Law and Commerce, and the other for the Faculties of Science, Technology and Medicine—for the purpose of supervising, co-ordinating and controlling all University Teaching. The constitution, powers and functions of these Boards should be as recommended in Chapter VIII of the Draft Bill.

(vii) The Bombay University must undertake direct responsibility for Post-Graduate teaching and research and should centralise such teaching in each subject in one place, preferably in institutions of its own.

(viii) The Joint Board of Vice-Chancellors should bring about a co-ordination of the facilities for advanced studies and research between the Universities in the State.

(ix) The Bombay University should co-ordinate the facilities afforded by the College libraries and public libraries in Greater Bombay for the purpose of promoting advanced study and research.

(x) The Bombay University should supervise and exercise an effective control over Post-Intermediate Teaching by the exercise of the powers which are recommended for it under Section 51 of the Draft Bill. The University should have the power to undertake direct responsibility for the Teaching of Post-Intermediate Courses, but it should not be obligatory upon it to do so immediately.

(xi) The Degree courses in the University should be divided into General and Honours Courses, the General Course being of two years and the Honours Course being of three years' duration after the Intermediate Course. The University should take direct responsibility for the conduct of the teaching of the Honours Courses, relegating the General Courses to the system of co-ordination between the constituent colleges under the supervision and control of the University.

(xii) The teaching up to the Intermediate stage should be left to the constituent colleges themselves under the supervision and control of the University as it is done to-day.

(xiii) All Government colleges situate in Greater Bombay should be transferred by Government to the University. In doing so, Government should give to the University an annual grant commensurate with the actual expenditure which the

Government incur at present in running these institutions and will have to incur for the future development of these institutions.

#### **F. Chapter IX—**

(i) Elections to the various University bodies should be reduced to a minimum. The members of the Senate should hold office for five years and those of the Syndicate and the Academic Council for three years.

(ii) The present system of elections to the University bodies by proportional representation by a single transferable vote should be retained.

(iii) The system of retirement of Fellows by rotation should be abolished.

(iv) The Chancellor should act on the advice of the Vice-Chancellor in matters pertaining to the University.

(v) The University should have complete autonomy in matters of affiliation and disaffiliation of colleges and institutions.

(vi) The Vice-Chancellor should be honorary and nominated by the Chancellor, as at present.

(vii) The University should have a full-time paid Pro-Vice-Chancellor who will ordinarily look after the Academic side of the University's work. The salary attached to the post should be sufficiently high to enable the Pro-Vice-Chancellor to command the respect of persons over whom he has to exercise control. The method of the selection and appointment of the Pro-Vice-Chancellor should be as described in Section 14 of the Draft Bill.

(viii) Representation should be given both to Capital and Labour in the City as provided in Section 15 of the Draft Bill.

(ix) The present Registered Graduates of the University wherever residing should continue to have representation on the Senate. The representation in their case should be faculty-wise. Voting by post should be abolished and it should take place in Greater Bombay only.

(x) The representation of teachers should be faculty-wise.

(xi) The power of sanctioning the budget should remain with the Senate.

(xii) There should be no bar against University employees from becoming members of the Syndicate.

(xiii) The Syndicate and not the Senate should be vested with all residuary powers.

(xiv) The membership of the faculties should depend upon special qualifications and should not follow from the membership of the Senate.

(xv) The constitution, powers, functions and duties of the various University authorities, Boards and Bodies should be as recommended in the Draft Bill.

#### G. Chapter X—

(i) The University should not undertake the responsibility of providing religious instruction to its students.

(ii) Government must provide greater facilities to University students who are desirous of taking Military Training by increasing the number of platoons available for allotment among the Colleges in the City.

(iii) The University should appoint a properly qualified full-time Director of Physical Education for organising and directing physical instruction, sports, games etc.

(iv) The University should encourage students to do voluntary social service.

(v) The University should make earnest efforts to increase hostel accommodation for its students.

#### H. Chapter XI—

(i) There is urgent need for Universities in the State to co-ordinate their activities and to pool their resources in the interest of higher education in the State as a whole.

(ii) The machinery for bringing about co-ordination in the work of the Universities in the State should be the Joint Board of the Vice-Chancellors of the Statutory Universities in the State, which has been already set up. The constitution and functions of the Board should be as are already agreed upon by the said Board.

(iii) A University Grants Committee for the State should be set up by Government on lines similar to those recommended by the University Education Commission (1949) for the whole of India.

(iv) The Universities in the State should establish a system of mutual exchange of university teachers.

(v) The Universities in the State should adopt a liberal policy in the matter of equivalence of examinations and migration of students.

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# DRAFT BILL FOR THE BOMBAY UNIVERSITY ACT

## THE BOMBAY UNIVERSITY ACT OF 1951.

WHEREAS by Act XXII of 1857 a University was established and incorporated at Bombay ;

AND WHEREAS the Law relating to the said University was amended by the Indian Universities Act VIII of 1904 ;

AND WHEREAS the said University was reconstituted by the Bombay University Act, IV of 1928 ;

*Preamble.*—AND WHEREAS, consequent upon the establishment of Regional Universities as a measure in the decentralisation and reorganisation of university education in the State of Bombay, it is necessary to reconstitute the said University into a teaching and federal university in order to enable it to provide greater facilities for higher education and to conduct and/or control post-intermediate teaching, post-graduate teaching and research, and to continue to exercise due control over pre-intermediate teaching given by colleges under its jurisdiction, it is hereby enacted as follows :—

### CHAPTER I

#### *Preliminary*

1. *Short Title.*—This Act may be called the Bombay University Act, 1951.

2. *Commencement.*—This section and section 1 and 54 shall come into operation at once. The rest of the Act shall come into operation on such date as the State Government may, by notification in the *Bombay Government Gazette*, appoint in this behalf.

3. *Definitions.*—In this Act, unless there is anything repugnant in the subject or context—

(a) "College" means a constituent college ;

(b) "Constituent" means made constituent under the Act ;

(c) "Degree College" means a constituent college, which is authorised to submit its students to an examination qualifying for any degree of the University ;

(d) "Department" means a subject or a group of subjects designated a department by the ordinances ;

(e) "Fellow" means an *ex-officio* Fellow or an Ordinary Fellow of the University appointed under the provisions of this Act, but does not include an Honorary Fellow ;

(f) "Greater Bombay" means the area for the time being specified in Schedule A to Bombay Act XVII of 1945 as amended from time to time ;

(g) "Head Master" means the head of a High School within the University area recognized or registered by the State Government as a full-fledged High School ;

(h) "Head of Department" means a teacher principally responsible for instruction, training or research in a department ;

(i) "Hostel" means a unit of residence for students maintained or recognized by the University under this Act ;

(j) "Prescribed" means prescribed by the Act or by any Statutes, Ordinances or Regulations made thereunder ;

(k) "Principal" means the head of a college, recognized as such by the Statutes ;

(l) "Recognized Institution" means an institution situate within or outside University area, for research or specialized studies other than a college, and recognized as such by the University ;

(m) "Recognized Teacher" means a teacher recognized as such under the Act ;

(n) "Registered Graduate" means a graduate registered under the provisions of this Act or of the Indian Universities Act, 1904, or the Bombay University Act, 1928 ;

(o) "Statutes", "Ordinances" and "Regulations" means respectively the Statutes, Ordinances and Regulations of the University made or deemed to have been made under this Act and for the time being in force ;

(p) "Teacher" means a professor, reader or lecturer, imparting instruction or guiding research in the University, a college or a recognized institution ;

(q) "University" means the University of Bombay as reconstituted under this Act ;

(r) "University Area" means the area comprised in Greater Bombay ;

(s) "University Department" means any collegiate institution or post-graduate or research department maintained by the University ;

(t) "University Teacher" means a teacher appointed by the University.

## CHAPTER II. THE UNIVERSITY.

4. *Incorporation of the University.*—(1) The Chancellor, the Vice-Chancellor, the Pro-Vice-Chancellor, the Fellows and all persons who may hereafter become or be appointed or elected to be Chancellor, Vice-Chancellor, Pro-Vice-Chancellor, or

Fellows as hereinafter mentioned so long as they shall continue to be such Chancellor, Vice-Chancellor, Pro-Vice-Chancellor or Fellows, are hereby constituted and declared to be one Body Corporate by the name of the University of Bombay; and such Body Corporate shall, by such name, have perpetual succession and a common seal, and by such name shall sue and be sued.

(2) The University shall be competent to acquire and hold property, both movable and immovable, to lease, sell or otherwise transfer any movable or immovable property which may have become vested in, or been acquired by it for the purpose of the University and to contract and do all other things necessary for the purposes of this Act.

5. *Powers of the University.*—(1) The University shall be and shall be deemed to have been incorporated for the purpose (among others) of making provision for the admission and instruction of students, with power to appoint University Teachers, to hold and manage educational endowments, to erect, equip and maintain University laboratories and museums, and to make regulations relating to the entrance, residence and conduct of students, to lay down courses of instruction for the various examinations, to guide teaching and research in colleges and constituent recognized institutions, to inspect colleges and constituent recognized institutions and to take measures to ensure that proper standards of teaching are maintained in them, to hold examinations, to confer degrees, to undertake and/or co-ordinate or control post-Intermediate and post-Graduate teaching and to promote research, and to do all acts, not inconsistent with this Act, which tend to the promotion of study and research;

(2) In particular and without prejudice to the generality of the foregoing provision and subject to such conditions as may be prescribed by or under the provisions of this Act, the University may—

(i) provide for instruction, teaching and training in such branches of learning and courses of study, including those leading to graduate and post-graduate degrees, as it may think fit, and make provision for research and for the advancement and dissemination of knowledge, and take over all teaching and research;

(ii) make such provision as will enable colleges and recognized institutions to undertake specialization of studies and establish and maintain common laboratories, libraries, museums and other equipment for teaching and research;

(iii) establish, maintain and manage departments, institutions and colleges for teaching, and research or specialized studies, and erect, equip and maintain university laboratories and museums;

- (iv) institute professorship, readerships, lectureships and any other posts of teachers required by the University ;
- (v) appoint or recognize persons as professors, readers or lecturers, or recognize persons as teachers of the University ;
- (vi) lay down courses of instruction for various examinations, whether leading to degrees or otherwise ;
- (vii) guide the teaching in colleges or recognized institutions ;
- (viii) institute degrees, titles, diplomas and other academic distinctions and lay down conditions to be complied with by candidates for the same ;
- (ix) hold examinations and confer degrees, titles, diplomas and other academic distinctions on persons who—
- (a) have pursued approved courses of study in the University or in a recognized institution or a college, unless exempted therefrom in the manner prescribed by the Statutes, Ordinances and Regulations, and have passed the examinations prescribed by the University ; or,
- (b) have carried on research under conditions prescribed by the Ordinances and Regulations ;
- (x) confer honorary degrees, titles or other academic distinctions in the manner laid down by the Statutes ;
- (xi) grant such degrees, or diplomas to, and provide such lectures, instruction and training for persons not being enrolled students of the University, as the University may determine by Statutes, Ordinances and Regulations ;
- (xii) admit educational institutions to the privileges of the University, and withdraw such privileges ;
- (xiii) inspect colleges and constituent recognized institutions and take measures by issuing instructions and otherwise to ensure that proper standards of instruction, teaching or training are maintained in them, and ensure proper conditions of employment for members of their staff and payment of adequate salaries and other emoluments, and, in case of disregard of such instructions, recommend modifications of the conditions of affiliation or recognition, or take such other steps as it deems proper in that behalf ;
- (xiv) control and co-ordinate the activities of, and give financial aid, to colleges and constituent recognized institutions ;
- (xv) hold and manage endowments and institute and award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;
- (xvi) make special provision for disseminating knowledge and promoting arts and culture ;

(xvii) fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(xviii) establish, maintain and manage halls of residence and hostels ;

(xix) recognize hostels not maintained by the University, inspect such hostels and withdraw recognition therefrom ;

(xx) supervise and control the residence, conduct and discipline of the students of the University and make arrangements for promoting their health and general welfare ;

(xxi) co-ordinate, supervise and control the conduct of post-intermediate teaching and post-graduate research work and teaching in colleges and the constituent recognized institutions by the University ;

(xxii) diffuse the benefits of university education and training among persons not following full-time courses of study in the University, or in a recognized institution, or a college and among the general public by means of extra-mural teaching, vacation courses, evening lectures and other university extension activities ;

(xxiii) encourage the production of popular literature on scientific and cultural subjects ;

(xxiv) establish—

- (a) a Publication Department,
- (b) a Printing Press,
- (c) an Information Bureau, and
- (d) an Employment Bureau ;

(xxv) make provision for—

- (a) extra-mural teaching and University Extension activities,
- (b) physical training,
- (c) students' unions,
- (d) sports and athletic clubs, and
- (e) students' welfare ;

(xxvi) provide for instruction for candidates preparing for competitive examinations for the recruitment of officers for the Indian Administrative Service and other services of the Union or the State Governments, recruitment to which is made by means of such examinations ;

(xxvii) co-operate with other Universities and authorities in such manner and for such purposes as the University may determine ;

(xxviii) enter into an agreement with the Government or with a private management for assuming the management of any institution and for taking over its properties and liabilities or for any other purpose not repugnant to the provisions of this Act ; and,

(xxix) do all such acts and things whether incidental to the powers aforesaid or not as may be requisite in order to further the objects of the University, and generally cultivate and promote arts, science, technology and other branches of learning and culture.

6. *Jurisdiction and Admission to Privileges.*—(1) The territorial limits within which the powers conferred upon the University by this Act shall be exercised shall comprise the whole of the Greater Bombay.

(2) No educational institution situate within the University area shall, save with the consent of the University and the sanction of the State Government, be associated in any way with, or seek admission to any privileges of, any other University established by law.

(3) Any educational institution situate anywhere outside the University area may, with the sanction of the State Government, apply to the University for being admitted to the privileges of a recognized institution and such institution may, subject to such conditions and restrictions as the University and the State Government think fit to impose, be admitted to the privileges of a recognized institution.

7. *Religious and other tests.*—(1) No person shall be excluded from any office of the University or from membership of any of its authorities or from admission to any degree, diploma, title or other academic distinction or course of study on the sole ground of sex, race, creed or class, religious belief or political opinion.

(2) It shall not be lawful for the University to adopt or impose on any person any test whatsoever relating to sex, race, creed, class, religious belief or profession of political opinion in order to entitle him to be admitted hereto as a teacher or student or to hold any office therein or to qualify for any degree, diploma, title or other academic distinction or to enjoy or exercise any privileges or benefaction thereof, except where in respect of any particular benefaction accepted by the University before the commencement of this Act such test had been made a condition thereof :

Provided that the University may maintain, affiliate or recognise any college or institution exclusively for women either for education, instruction or residence, or reserve for women places for the purpose of admission as students in any college or institution maintained and/or controlled by the University ;

Provided also that in any such college or institution reserved exclusively for women the University may appoint only women to the posts in such institutions,

8. *Inspection of the University.*—(1) The Chancellor shall have the right to make an inspection or to cause an inspection to be made by such person or persons, as he may direct, of the University, of any institutions associated with the University and of any work conducted or done by the University, and to make an enquiry or to cause an enquiry to be made in like manner in respect of any matter connected with the University. The Chancellor shall in every case give notice to the Senate of his intention to make an inspection or enquiry or to cause an inspection or enquiry to be made, and the Senate shall be entitled to be represented thereat.

(2) The Chancellor may, after such inspection or enquiry, by order in writing, cancel any decision of the University or any authority thereof in respect of any matter which is not in conformity with this Act and the Statutes, Ordinances and Regulations.

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

9. *Authorities of the University.*—The following shall be the authorities of the University :—

- (1) The Senate,
- (2) The Syndicate,
- (3) The Academic Council,
- (4) The Faculties,
- (5) The Boards of Studies,
- (6) The Boards of University Teaching, and
- (7) Such other Bodies as the Senate may declare by Statutes to be the authorities of the University.

### CHAPTER III

#### THE SENATE, ITS CONSTITUTION, POWERS AND DUTIES

10. *Constitution of the Senate.*—The Senate shall consist of the Fellows of the University (Ex-officio and Ordinary).

11. *The Chancellor.*—(1) The Governor of Bombay for the time being shall be the Chancellor of the University. He shall, by virtue of his office, be the head of the University and the President of the Senate and shall, when present, preside at meetings of the Senate and at any Convocation of the University.

(2) The Chancellor shall exercise such powers as may be conferred on him under the provisions of this Act, provided that in exercising such powers he shall consult the Vice-Chancellor.

12. *The Vice-Chancellor.*—The Chancellor shall appoint a Vice-Chancellor who shall, save as herein otherwise provided, hold office for three years, and shall be eligible for reappointment.

13. *Powers of the Vice-Chancellor.*—The Vice-Chancellor shall be responsible for the proper administration of the University and shall—

(a) in the absence of the Chancellor, preside at the Convocation and meetings of the Senate ;

(b) convene the Senate ;

(c) preside when present at the meetings of the Syndicate and exercise such other powers as may be conferred on him by this Act, the Statutes, Ordinances and Regulations.

14. *The Pro-Vice-Chancellor.*—(1) The Pro-Vice-Chancellor shall be a whole-time salaried officer of the University and shall have rank and precedence next after the Chancellor and the Vice-Chancellor.

(2) (a) He shall be appointed by the Syndicate on the recommendation of a Committee of Selection constituted for the purpose ;

(b) The Members of the Committee shall be—

(i) The Vice-Chancellor (Ex-officio Chairman),

(ii) Two persons appointed by the Syndicate, neither of whom shall be connected with the authorities of the University or be a University Teacher,

(iii) Two persons to be appointed by the Academic Council, of whom one at least shall not be connected with any authority of the University or be a University Teacher ;

(c) The Committee shall follow the same procedure as is laid down under sub-section (3) of section 31 ;

(d) The Syndicate shall, in making the appointment, not depart from the order of merit set down by the Committee except by a majority of three-fourths members present at the meeting convened for the purpose.

(3) The Senate shall, subject to the provisions of this Act, frame statutes prescribing the salary and the conditions of his office and his powers and duties.

(4) The powers conferred on the Vice-Chancellor by or under this Act shall, subject to the control of the Vice-Chancellor, also be exercisable, so far as may be, by the Pro-Vice-Chancellor,



15. *Fellows*.—(I) The Fellows of the University shall be—

I. Ex-Officio

- (A) (i) The Chancellor,  
 (ii) The Vice-Chancellor,  
 (iii) The Pro-Vice-Chancellor,  
 (iv) The Ex-Vice-Chancellors of the University.  
 (v) The Heads of University Departments,  
 (vi) The Registrar,  
 (vii) The University Librarian.
- (B) (i) The Chief Justice of Bombay,  
 (ii) The Minister of Education, Bombay,  
 (iii) The Vice-Chancellors of other Statutory Universities in the State of Bombay,  
 (iv) The Director of Public Instruction, Bombay, or a Deputy Director of Public Instruction, designated by the State Government,  
 (v) The Surgeon-General with the Government of Bombay,  
 (vi) The Director of Animal Husbandary and Veterinary Science, Bombay State,  
 (vii) A Chief Engineer with the Government designated by the State Government,  
 (viii) The Joint Director of Technical Education,  
 (ix) The Chairman of the Secondary School Certificate Examination Board.
- (C) (i) Deans of Faculties,  
 (ii) Principals of colleges,  
 (iii) Heads of constituent recognized institutions,  
 (iv) Members of the Academic Council who are elected to the Syndicate by the Academic Council and who are not already Fellows.

II. Ordinary

(A) Elected as prescribed below :—

- (i) Two persons elected by Head Masters from among themselves,

(ii) Twenty representatives of the Registered Graduates of the University to be elected faculty-wise, as follows :—

(a) By Registered Graduates in Arts (from among themselves)	...	...	5
(b) By Registered Graduates in Science (from among themselves)	...	...	5
(c) By Registered Graduates in Technology (from among themselves)	...	...	3
(d) By Registered Graduates in Medicine (from among themselves)	...	...	3
(e) By Registered Graduates in Commerce (from among themselves)	...	...	2
(f) By Registered Graduates in Law (from among themselves)	...	...	2
		<b>Total</b>	<b>20</b>

(iii) Twenty representatives of the Teachers elected faculty-wise, as follows :—

(a) By Teachers in Arts (from among themselves)	...	...	5
(b) By Teachers in Science (from among themselves)	...	...	5
(c) By Teachers in Technology (from among themselves)	...	...	3
(d) By Teachers in Medicine (from among themselves)	...	...	4
(e) By Teachers in Commerce (from among themselves)	...	...	2
(f) By Teachers in Law (from among themselves)	...	...	1
		<b>Total</b>	<b>20</b>

Provided that, for the purpose of the election of Ordinary Fellows, a person entitled to stand as a candidate or to vote in more than one constituency mentioned under A (ii) and A(iii) shall, before such date as may be appointed by the Statute, elect the constituency from which he desires to stand as a candidate or to vote at the election and shall not be entitled to stand or vote in more than one constituency.

(iv) A. One representative each of the following public Associations :—

- (a) The Municipal Corporation of the City of Bombay,
- (b) The Indian Merchants' Chamber,
- (c) The Bombay Chamber of Commerce,
- (d) The Bombay Millowners' Association.

B. Two representatives elected by registered trade unions in the University area, designated by Statutes, from among their members ;

(v) (a) Two representatives elected by the members of the Bombay Legislative Assembly, from among themselves, of whom one shall be the representative of the University on the Assembly, if he is not already a member of the Senate ;

(b) One representative elected by the members of the Bombay Legislative Council, from among themselves.  
Provided that—

(1) every person elected under any of the entries (i), (iii) and (iv) shall hold the office of a Fellow only so long as he occupies the office or comes under the designation which entitled him to be so elected ; and,

(2) the Fellows representing the Bombay Legislative Assembly and the Bombay Legislative Council shall hold office for the duration of the Legislative Assembly and the Legislative Council electing them and thereafter up to the date on which new Fellows are elected by the next Assembly or the Council ;

(3) the Councillor of the Municipal Corporation of the City of Bombay elected by the Fellows shall not be eligible to be elected as a Fellow of the said body.

(B) Fifteen persons nominated by the Chancellor ;

(C) Donors to, or for the purposes of, the University of money or property to the value of not less than one lakh of rupees, if willing to serve, to be Fellows for life, subject to the provisions of sections 16, 17 and 19 ;

(D) One nominee of each of the bodies giving a donation to, or for the purposes of, the University of money or property to the value of not less than one lakh of rupees : Provided that the right of making any such nomination and, subject also to the provisions of sections 16, 17, 18 and 19, the tenure of such nominee shall not extend beyond a period of twenty years from the date of the acceptance by the University of any such donation.

*Explanation.*—For the purposes of this section, the value of any property offered as a donation to the University shall mean the market value of such property on the date of acceptance of the donation by the Senate.

(2) If, in the case of any election, the question is raised whether any person is or is not a Principal or a University Teacher or Head-Master or Donor, the question shall be decided by the Vice-Chancellor.

16. *Office vacated on leaving India.*—(1) If any person being Chancellor, Vice-Chancellor or Fellows of the said University shall leave India, without the intention of returning thereto, his office shall thereupon become vacant.

(2) Where any temporary vacancy in the office of the Vice-Chancellor occurs by reason of leave, illness or other cause, the Syndicate shall, as soon as possible, subject to the approval of the Chancellor, make such arrangements for carrying on the duties of the office of the Vice-Chancellor as it may think fit. Until such arrangements are made, the Pro-Vice-Chancellor shall carry on the current duties of the office of the Vice-Chancellor.

17. *Vacating of Office.*—(1) Any Ordinary Fellow may, by a letter addressed to the Chancellor, resign his office and on his tendering his resignation the office shall become vacant.

(2) If, for a period of twelve consecutive months, any Ordinary Fellow, except a Fellow for life, has not attended a meeting of the Senate, other than a Convocation, the Chancellor may declare his office to be vacant.

(3) Any person, who holds any office in the University by virtue of his being a Fellow, shall cease to hold such office on his ceasing to be a Fellow.

18. *Term of office of Ordinary Fellows.*—(1) The Ordinary Fellows shall, save as herein otherwise provided, hold office for five years.

(2) An Ordinary Fellow who has vacated his office may, subject to the provisions of this Act, be elected or nominated to be an Ordinary Fellow.

19. *The Appointment of a Fellow may be cancelled.*—The Chancellor may, on the recommendation of the Senate supported by a majority of not less than two-thirds of the number of Fellows present at the meeting and such majority comprising not less than one-half of the total number of Fellows, cancel the appointment of an Ordinary Fellow of the University. As soon as such order is notified in the *Bombay Government Gazette*, such person shall cease to be a Fellow; and he shall not be eligible for re-appointment or re-election until the disqualification has been removed by the Chancellor by a notification in the *Bombay Government Gazette*.

20. *Powers and Duties of the Senate.*—(1) Subject to such conditions as may be prescribed by or under the provisions of this Act, the Senate shall exercise the following powers and perform the following duties, namely:—

(i) to make provision for instruction, teaching and training in such branches of learning and courses of study, as it

may think fit, for research and for the advancement and dissemination of knowledge ;

(ii) to make such provision as will enable colleges and constituent recognized institutions to undertake specialization of studies and to organize and make provision for common laboratories, libraries, museums and other equipment for teaching and research ;

(iii) to establish and maintain colleges, departments, hostels and institutions of research and specialized studies ;

(iv) to institute and maintain professorships, readerships, lectureships and any other posts of teachers required by the University ;

(v) to institute and maintain fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals ;

(vi) to institute and confer degrees, titles, diplomas and other academic distinctions ;

(vii) to confer, on the recommendation of the Syndicate, honorary degrees, titles or other academic distinctions ;

(viii) to make, amend or repeal Statutes and accept, reject, or refer back, but not amend, draft Statutes submitted by the Syndicate ;

(ix) to consider the annual financial estimates placed before it by the Syndicate and pass it with such modification as the Senate may deem fit ;

(x) to consider and cancel or refer back, but not amend, Ordinances and Regulations ;

(xi) to consider and pass resolutions on the annual reports, annual accounts, and financial estimates ;

(xii) to elect office-bearers and authorities as provided in the Act and the Statutes ;

(xiii) to make grants from the Funds of the University for the purposes of the National Cadet Corps ;

(xiv) to make provision for the physical training of students ;

(xv) to accept donations and endowments and, if the interests of the University so require, give up any donation or endowment it has accepted ;

(xvi) to delegate any of its powers to such authority or authorities as it may deem fit ;

(xvii) to lay down scales of salaries and conditions of employment of members of the staff in colleges and constituent recognized institutions, and to ensure the observance or the same through recommending to the Syndicate in cases of disregard the necessity for modification of the conditions

of affiliation or recognition, and take such other steps as it deems proper in that behalf.

(xviii) to exercise such other powers and perform such other duties as may be conferred or imposed upon it by or under this Act or as may be necessary or desirable for furthering the objects of the University;

(2) The powers and duties under clauses (i) to (vi) of subsection (1) shall not be exercised except upon recommendations made by the Syndicate and the Academic Council.

## CHAPTER IV

### THE SYNDICATE

21. *The Syndicate*.—(1) The executive government of the University shall be vested in the Syndicate constituted as follows:—

(a) The Vice-Chancellor,

(b) The Pro-Vice-Chancellor,

(c) The Director of Public Instruction, Bombay State, or the Deputy Director of Public Instruction nominated under Sect. 15B (iv),

(d) Ten persons elected by the Academic Council from among its members to represent the different Faculties as prescribed by the Statutes,

(e) Five persons elected by the Senate from among the Fellows who are not engaged in the profession of teaching :

Provided that a member elected under clause (d) or (e) shall cease to hold office as such member if he ceases to be a member of the Academic Council or the Senate, as the case may be.

(2) The term of office of the elected members of the Syndicate shall be three years.

22. *Powers and Duties of the Syndicate*.—(1) Subject to such conditions as may be prescribed by or under the provisions of this Act, the Syndicate shall have the following powers and perform the following duties, namely:—

(i) to hold, control and administer the property and funds of the University;

(ii) to enter into, vary, carry out and cancel contracts on behalf of the University in the exercise or performance of the powers and duties assigned to it by the Act and the Statutes ;

(iii) to determine the form, provide for the custody and regulate the use, of the common seal of the University ;

(iv) to administer funds placed at the disposal of the University for specific purposes ;

(v) to frame the annual financial estimates of the University and to submit them to the Senate ;

(vi) subject to sub-section (1) (ix) of Section 20, at any time during an official year, (a) to reduce the amount of the budget grant, (b) to sanction the transfer of any amount within a budget grant from one minor head to another or from a subordinate head under one minor head to a subordinate head under another minor head, or (d) to sanction the transfer of any amount exceeding rupees five thousand within a minor head from one subordinate head to another or from one primary unit to another ;

(vii) to make provision for building, premises, furniture, apparatus and other means needed for carrying on the work of the University ;

(viii) to accept on behalf of the University requests, donations and transfers of any movable or immovable property to the University ;

(ix) to transfer any movable or immovable property on behalf of the University ;

(x) to manage and regulate the finances, accounts and investments of the University ;

(xi) to institute—

(a) a Publication Department,

(b) a Printing Press ;

(c) an Information Bureau ; and

(d) an Employment Bureau.

(xii) to make provision for—

(a) extra-mural teaching and University Extension activities ;

(b) Physical training ;

(c) Students' Union ;

(d) Sports and athletic clubs ; and

(e) Students' welfare.

(xiii) to manage colleges, departments, institutions of research or specialized studies, laboratories, libraries, museums and hostels maintained by the University ;

(xiv) to recognize hostels and to provide housing accommodation for University Teachers ;

(xv) to arrange for and direct the inspection of colleges, constituent recognized institutions and hostels, and to issue instructions for maintaining their efficiency and for ensuring proper conditions of employment for members of their staff, and payment of adequate salaries, and, in case of disregard of such instructions, to recommend modification of the conditions of affiliation or recognition, or take such other steps as it deems proper in that behalf ;

(xvi) to call for reports, returns and other information from colleges, constituent recognized institutions or hostels ;

(xvii) to supervise and control the admission, residence, conduct and discipline of the students of the University and to make arrangements for promoting their health and general welfare ;

(xviii) to recommend to the Senate the conferment of honorary degrees, titles and academic distinctions in the manner prescribed by the Statutes ;

(xix) to award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;

(xx) save as otherwise provided by this Act or the Statutes, to appoint on the recommendation of a Committee of Selection, if any, as required by the Act or Statutes, the officers (other than the Chancellor and the Vice-Chancellor), University Teachers and servants of the University, to define their duties and the conditions of their service, and to provide for the filling of temporary vacancies in their posts.

(xxi) to recognize a member of the staff of a college or constituent recognized institution as a teacher of the University and withdraw such recognition ;

(xxii) to appoint examiners, to fix their remuneration and to arrange for the conduct of, and for publishing the results of, the University examinations and other tests.

(xxiii) to fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(xxiv) to make, amend and cancel Ordinances ;

(xxv) to accept, reject or return to the Academic Council for consideration, but not amend. Regulations framed by the Academic Council ;

(xxvi) to exercise such other powers and perform such other duties as may be conferred or imposed on it by this Act, Statutes, Ordinances and Regulations ;

(xxvii) to exercise all powers of the University not otherwise provided for in the Act or the Statutes and all other powers which are requisite to give effect to the provisions of this Act or the Statutes ; and

(xxviii) to delegate any of its powers to the Vice-Chancellor, the Pro-Vice-Chancellor, the Registrar or such other officer of the University or a Committee appointed by it as it may deem fit.

(2) The Syndicate shall make a report to the Senate about all acceptances or transfers of property referred to in clause (viii) of sub-section (1).

(3) The Syndicate shall not transfer any immoveable property without the previous sanction of the Senate ;

(4) The Syndicate may by Ordinances appoint committees to carry out its administrative work, and define their constitution, functions and tenure.



## CHAPTER V. *The Academic Council.*

23. *The Academic Council.*—(2) The Academic Council shall be the academic body of the University and shall consist of the following persons, all of whom need not be Fellows :—

- (1) The Pro-Vice-Chancellor—Ex-Officio Chairman ;
- (2) Deans of Faculties ;
- (3) Heads of University Departments and all University Professors ;
- (4) Principals of Degree Colleges and Heads of Constituent Recognized Institutions ;
- (5) Chairman of each Board of Studies ;
- (6) Five persons to be elected by the Senate from among the Fellows ;
- (7) Not more than five persons whom the Syndicate may nominate on account of their expert knowledge.

(2) The term of office of the members of the Academic Council mentioned in items (6) and (7) above shall be three years.

24. *Powers and Duties of the Academic Council.*—(1) The Academic Council shall have the control and general regulation of, and be responsible for, the maintenance of the standard of teaching and examinations within the University—

(2) Without prejudice to the generality of the foregoing provision, and subject to such conditions as may be prescribed by or under the provisions of this Act, the Academic Council shall exercise the following powers and perform the following duties, namely :—

(i) to make Regulations in consultation with the Boards of Studies concerned laying down courses of study ;

(ii) to make proposals for allocating subjects to the Faculties ;

(iii) to make proposals for the establishment of departments, institutions of research and specialized studies, libraries, laboratories and museums ;

(iv) to make proposals for the institution of professorships, Readerships, Lectureships and any other posts of teachers required by the University, and for prescribing the duties and fixing the emoluments of such posts ;

(v) to make proposals for the institution of fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes and to make Regulations for their Award ;

(vi) to make Regulations regarding the examinations of the University and the conditions on which the students shall be admitted to such examinations ;

(vii) to make Regulations prescribing equivalence of examinations ;

(viii) to make Regulations prescribing the manner for granting exemptions from approved courses of studies in the University or in colleges or constituent recognized institutions for qualifying for degrees, titles, diplomas and other academic distinctions ;

(ix) to exercise such other powers and perform such other duties as may be conferred or imposed on it by this Act, Statutes, Ordinances and Regulations ; and

(x) generally to advise the University on all academic matters.

(3) The Academic Council shall have the power to appoint a standing committee composed of not more than one-fifth of the total number of members of the Academic Council. The constitution, powers and functions of the said standing committee shall be determined by the statutes.

#### CHAPTER VI. *The Faculties*

25. *The Faculties.*—(1) The University shall institute the Faculties of Arts, Science, Technology, Law, Medicine, Commerce, and such other Faculties as may be constituted by the Senate by Statutes from time to time. Each Faculty shall comprise such subjects as may be prescribed by the Statutes.

(2) Each Faculty shall consist of—

(a) Members of the Boards of Studies for the subjects comprised in the Faculty ;

(b) Members of the Academic Council who are not members of the Faculty or of the Boards of Studies already and are assigned to that Faculty by the Academic Council.

(3) The powers and duties of the Faculties and the conditions governing the terms of offices of their members shall be as prescribed by the Statutes.

26. *Deans of Faculties.*—(1) There shall be a Dean of each Faculty who shall be elected by the Faculty from among its members. The term and conditions of the office of a Dean shall be as prescribed by the Ordinances.

(2) The Dean of each Faculty shall be responsible for the due observance of the Statutes, Ordinances and Regulations relating to that Faculty.

#### CHAPTER VII. *Board of Studies.*

27. *Board of Studies.*—(1) There shall be a Board of Studies for every subject or group of subjects as may be prescribed by the Statutes.

(2) Each Board shall consist of—

(a) University Professors and Readers in the subjects for which the Board is constituted ;

(b) Heads of Departments, who are recognised by the University for Post-Graduate instruction or research in the said subjects in degree colleges and constituent recognized institutions ;

(c) Persons, who shall not be teachers of the University to be co-opted by the Board, not exceeding such number as may be prescribed by the Statutes.

(3) The minimum membership of a Board of Studies shall be three.

(4) The term of office of co-opted members, if any, shall be three years.

(5) The Chairman shall be nominated by the Vice-Chancellor from among the members of the Board of Studies. He shall be a University Professor or, if there is no such University Professor on the Board, then a recognized teacher.

(6) The powers and duties of the Board of Studies shall be as prescribed by the Statutes.

## CHAPTER VIII

### BOARDS OF UNIVERSITY TEACHING.

28. *Board of University Teaching.*—(1) There shall be two Boards of University Teaching, one for the Faculties of Arts, Law and Commerce and the other for the Faculties of Science, Technology and Medicine.

(2) Each Board shall consist of—

(a) The Pro-Vice Chancellor, ex-officio Chairman.

(b) Deans of the Faculties in the subjects for which the board is constituted.

(c) Head of University Department in the subject ;

(d) Principals of degree colleges and Heads of Constituent recognized institutions in the said subjects.

Provided that when the Principal of a degree college is eligible to be a member of both the Boards, he shall be a member of that Board which includes his own subjects and shall nominate the head of a relevant department in his college to represent him on the other Board.

29. *Powers and Duties of the Boards of University Teaching.*—(1) The Board shall have the powers of organizing, co-ordinating and controlling instruction, teaching and training up to the degree classes and post-graduate instruction, teaching, training and research.

(2) In particular and without prejudice to the generality of the foregoing provision, the Boards shall have the following powers :—

(i) to make recommendations to the Syndicate regarding the conduct of instruction, teaching and training beyond the stage of the Intermediate Examination and of all post-graduate instruction, teaching and training imparted by the teachers of the University ;

(ii) to organize and co-ordinate the post-Intermediate instruction, teaching and training, and the post-graduate instruction, teaching and training;

(iii) to recommend to the Syndicate the detailed requirements of teachers in respective subjects for teaching on behalf of the University;

(iv) subject to the Act, Statutes, Ordinances and Regulations, to control and co-ordinate post-graduate teaching and research in the University Departments, constituent recognized institutions and degree colleges.

(v) to determine the programme indicating the nature and extent of the work that the respective teachers recognized for teaching on behalf of the University shall be called upon to perform ;

(vi) to co-ordinate and regulate the facilities provided, and to make recommendations to the Syndicate regarding the expenditure to be incurred, by Degree Colleges and Constituent Recognized Institutions, in connection with libraries, laboratories and other equipment for teaching and research ;

(vii) to recommend to the Syndicate the amount of grant which shall be made to each of the Degree Colleges and Constituent Recognized Institutions by the University each year ;

(viii) to recommend to the Syndicate the subjects for which each of the Degree Colleges and constituent recognized institutions shall enroll students ; and

(ix) to exercise such other powers and perform such other duties as may be prescribed by or under the provisions of this Act.

## CHAPTER IX

### OTHER UNIVERSITY BODIES

30. *University Boards and Bodies.*—(1) The Senate may establish a Board of Extra-Mural Studies, a Board for Students' Welfare and such other Boards or Bodies as may be prescribed by the Statutes.

(2) The constitution, powers and duties of the Boards and Bodies established under sub-section (1) shall be as prescribed by the Ordinances.

**31. Committee of Selection for Appointment of University Teachers.**—(1) No person shall be appointed a University Professor, Reader or Lecturer except on the recommendation of a Committee of Selection constituted for the purpose.

(2) The members of the Committee shall be—

(a) The Vice-Chancellor (Chairman),

(b) The Pro-Vice-Chancellor,

(c) Five persons having special knowledge of the subject, to be appointed as follows :—

(i) One who shall be a member of the Faculty in the subject concerned, by the Academic Council ;

(ii) Four who shall not be Fellows, members of Faculties, University Teachers, or Teachers—two by the Academic Council and two by the Syndicate.

(3) The Committee shall investigate the merits of the various candidates and such other persons, if any, as the Committee may recommend as duly qualified for the vacant post but who have not applied for it and shall report to the Syndicate the names, arranged in order of merit, of persons, if any, whom it considers to be suitable for the vacant post.

(4) The Syndicate shall make the final selection out of the persons, if any, so recommended.

Provided that where the Syndicate makes the appointment otherwise than in accordance with the order of merit arranged by the Committee, the Syndicate shall record its reasons for doing so.

**32. Committee for Recognition of Teachers of the University.**—(1) No person shall be recognized as a teacher of the University except on the recommendation of a Committee constituted for the purpose.

(2) The members of the Committee shall be—

(i) The Vice-Chancellor—ex-Officio Chairman.

(ii) The Pro-Vice-Chancellor.

(iii) The Head of the University Department in the subject, if any.

(iv) A University Professor in the subject, if any, to be nominated by the Vice-Chancellor ; and

(v) Three members of the relevant Board of Studies having special knowledge of the subject for which the teacher is to be recognized, to be nominated by the Vice-Chancellor.

**33. Appointment of Examiners.**—A Committee for each Faculty shall be formed every year for the purpose of drawing up lists for appointments to University examinations.

(2) The members of the Committee shall be—

- (i) The Vice-Chancellor—Ex-officio Chairman.
- (ii) The Pro-Vice-Chancellor.
- (iii) The Dean of the Faculty.
- (iv) Two members appointed by the Academic Council.
- (v) Two members appointed by the Syndicate.

(3) The Committee shall draw up the lists from among persons included in panels to be prepared by the Boards of Studies. The lists so drawn up shall be submitted for approval to the Academic Council and the Syndicate. The Syndicate shall make the appointments of examiners on the advice of the Academic Council :

Provided that no change in the lists shall be suggested or made by the Academic Council or the Syndicate except by passing a special resolution stating the specific grounds on which each change suggested or made is based.

(4) If any examiner is unable to act for any cause and a fresh appointment cannot be made in time by the Syndicate, the Vice-Chancellor shall appoint another examiner to fill the vacancy and shall report such appointment to the Syndicate.

(5) No members of the Syndicate shall be appointed an examiner except by a special resolution of the Syndicate passed by two-thirds majority of the members present ; the remuneration payable to such an examiner shall not exceed rupees one hundred.

34. *Committees.*—All the authorities of the University shall have power to appoint committees. Such committees may include persons who are not members of the authority appointing the committee : Provided that the Faculties, Boards of Studies and other Boards or Bodies shall not appoint outsiders to such Committees except with the previous sanction of the Vice-Chancellor.

#### CHAPTER X *Enrolment and Degrees*

35. *Enrolment of Students.*—No student shall be enrolled as a student of the University unless he has passed—

- (i) the Matriculation Examination held by the University ; or
- (ii) the Secondary School Certificate Examination conducted by the Secondary School Certificate Examination Board in such subjects and with such standards of attainment as may be prescribed by the Statutes ; or
- (iii) the Entrance Examination, if any, which may be instituted by the University with the consent of the State Government, and held in such subjects and in such manner as may be prescribed by the Statutes ; or
- (iv) any other examination prescribed as equivalent to the examinations referred to in clauses (ii) and (iii) and possesses

such other qualification, if any, as may be prescribed by the Statutes.

36. *Degrees, diplomas, licenses, titles and other academic distinctions.*—The Senate may institute and confer such degrees and grant such diplomas, licenses, titles and other academic distinctions in respect of degrees and examinations as may be prescribed by the Statutes.

37. *Honorary Degrees.*—If not less than two-thirds of the members of the Syndicate recommend that an honorary degree be conferred on any person on the ground that he is in their opinion, by reason of eminent position and attainments, a fit and proper person to receive such a degree and where their recommendation is supported by not less than two-thirds of the Fellows present at a meeting of the Senate and is confirmed by the Chancellor, the Senate may confer on such person the honorary degree so recommended without requiring him to undergo any examination.

38. *Cancellation of degree and the like and their restoration.*—Where evidence is laid before the Syndicate showing that any person on whom a degree, diploma, license, title or other academic distinction has been conferred by the Senate or who is an Honorary Fellow, has been convicted of what is, in the opinion of the Syndicate, a serious offence, the Syndicate may, after giving the person concerned an opportunity to explain, propose to the Senate that the degree, diploma, license, title or other academic distinction or Honorary Fellowship be cancelled and, if the proposal is accepted by not less than two-thirds of the Fellows of the Senate and is confirmed by the Chancellor, the degree, diploma, license, title or other academic distinction or Honorary Fellowship shall be cancelled accordingly.

(2) The degree, diploma, license, title or other academic distinction may subsequently be restored on good cause shown.

(3) The procedure for the restoration of a degree, diploma, license, title or other academic distinction shall, as far as practicable, be as in sub-section (1) of this section.

## CHAPTER XI UNIVERSITY FUND

39. *University Fund.*—(1) The fees charged by the Senate shall be carried to one General Fee Fund for the payment of expenses of the University.

(2) The accounts of income and expenditure of the University shall, once in every year, be submitted to the State Government for such examination and audit as the State Government may direct.

CHAPTER XII. *Statutes, Ordinances and Regulations.*

40. *Statutes—their scope.*—(1) The Senate may, from time to time, make Statutes, not inconsistent with this Act, for all matters relating to the University.

(2) In particular, and without prejudice to the generality of the foregoing power, such Statutes may provide for—

(a) the declaration of any person to be a "Teacher" under section 3(p);

(b) the declaration of other bodies to be the authorities of the University as provided in section 9(7);

(c) the manner of election of the elected Fellows and the elected members of the Syndicate, the Academic Council, the Boards of Studies and University Teaching, and the term and conditions of their office, the maintenance of a register of registered graduates and the filling up of casual vacancies in the Senate, the Syndicate, the Academic Council, the Boards of Studies and the Boards of University Teaching;

(d) the powers of the Vice-Chancellor;

(e) the condition of office of the Pro-Vice-Chancellor and the Registrar and of the officers and servants of the University;

(f) the constitution, reconstitution or abolition of Faculties;

(g) the procedure at meetings of the Senate, the Syndicate, the Academic Council, the Boards of Studies, the Boards of University Teaching and the Faculties and the quorum of members to be required for the transaction of business;

(h) the powers, duties and functions of Boards of Studies and determining to which faculty or faculties each Board shall be attached;

(i) the constitution, powers and duties of the authorities of the University save as provided in this Act;

(j) the institution and conferment of degrees and the granting of diplomas, licenses, titles and other academic distinctions in respect of degrees and examinations;

(k) the registers of graduates and students to be kept by the University;

(l) the institution of pension or provident fund for the benefit of the officers, teachers and other servants of the University;

(m) all matters which, by this Act, may be prescribed by the Statutes; and

(n) generally, all matters relating to the University for which there is no provision or insufficient provision in this Act and for which provision is, in the opinion of the Senate, necessary.



41. *Statutes—their framing, amendment, repeal and operation.*—(1) The Statutes may be amended, repealed, or added to, by Statutes made by the Senate in the manner hereinafter provided.

(2) All statutes passed by the Senate from time to time shall be submitted to the Chancellor and shall be liable to be cancelled by the Chancellor within a period of one year from the date they were received by him :

Provided that before a Statute is cancelled the Senate shall be given an opportunity to express its views.

(3) The Senate may take into consideration the draft of a Statute either of its own motion or on a proposal by the Syndicate.

(4) The Senate, before passing a Statute taken into consideration of its own motion and affecting the powers or duties of any officer or authority of the University, shall ascertain and consider the views of the officer or authority concerned and of the Syndicate thereon.

42. *Ordinances—their making and scope.*—(1) Subject to the provisions of this Act and the Statutes, the Syndicate may frame Ordinances to provide for all or any of the following matters, namely :—

(a) the admission of students to the University ;

(b) the courses of study to be laid down for all degrees and diplomas of the University ;

(c) the conditions under which students shall be admitted to the courses of studies for the degrees, diplomas, titles, and other academic distinctions and to the examinations of the University, and be eligible for degrees, diplomas, licenses, titles and other academic distinctions and the form of the certificate to be produced by a candidate for examination under section 44 and the conditions on which any such certificate may be granted ;

(d) the recognition and inspection of hostels ;

(e) the residence and conduct of students ;

(f) the number, qualifications and conditions of appointment of University teachers ;

(g) the fees to be charged for courses of instruction in the University given by University Teachers, for tutorial and supplementary instruction given by the University, upon admission into the University and for continuance therein, for admission to the examination, degrees and diplomas of the University, for the registration of graduates and for other purposes of a like nature ;

(h) the conditions of appointment and the duties of examiners ;

- (i) the conduct of examinations ;
- (j) the conduct of business of each Faculty and the appointment of the Dean of each Faculty ;
- (k) the duties and powers of the Boards and Committees to be appointed by the University jointly with any other University or body ;
- (l) the powers and duties of the Registrar and other officers and servants of the University ;
- (m) the discipline to be enforced in regard to the graduates and under-graduates in so far as they come within the jurisdiction of the University for purposes of study and examination ;
- (n) the extension of University teaching in any suitable centre within the University area by means of university extension lectures or otherwise ;
- (o) the rules to be observed and enforced by colleges and recognized institutions in respect of transfer of students ;
- (p) the functions of each Faculty ;
- (q) the fees (if any) to be paid for the entry or retention of a name on any register ;
- (r) the inspection of colleges and constituent recognized institutions and the reports, returns and other information to be furnished by colleges and constituent recognized institutions ;
- (s) the registers of students to be kept by colleges and recognized institutions ;
- (t) the duties of University Teachers ;
- (u) the mode of execution of contracts or agreements for or on behalf of the University ; and
- (v) generally, all matters which by this Act or by the Statutes may be provided for by the Ordinances and all matters for which provision is, in the opinion of the Syndicate, necessary for the exercise of the powers conferred, or the performance of the duties imposed, on the Syndicate by this Act or the Statutes :

Provided that the Syndicate shall not arrive at any decision in regard to matters referred to in clauses (b), (c), (f), (h), (i), (n) and (o) without inviting and receiving a report thereon from the Academic Council.

(2) All Ordinances made by the Syndicate shall, except as otherwise provided by this Act, have effect from such date as it may direct ; but every Ordinance so made shall be laid on the table of the Senate as soon as may be, and shall be considered by the Senate at its next meeting. The Senate shall have power, by a resolution passed by a majority of not less than two-thirds of the members present at such meeting, to cancel or refer for reconsideration any such Ordinance.

(3) The Vice-Chancellor shall, on the application of not less than forty members of the Senate, suspend the operation of any such Ordinance until the Senate has considered it as provided in sub-section (2).

43. *Regulations—their making and scope.*—(1) The Academic Council may make Regulations consistent with this Act and the Statutes and Ordinances to carry out the duties assigned to it thereunder and shall submit them to the Syndicate for approval.

(2) All Regulations, when approved, shall, except as otherwise provided by this Act, have effect from such date as the Academic Council may direct, but every Regulation so made shall be placed on the table of the Senate as soon as may be, and shall be considered by the Senate at its next meeting. The Senate shall have power, by a resolution passed by a majority of not less than two-thirds of the members present at such meeting, to cancel or refer for reconsideration any such Regulation.

(3) If the Syndicate does not approve of a Regulation, the Regulation shall, on a requisition by at least five members of the Syndicate, be referred to the Senate who shall thereupon have all the powers of the Syndicate in this connection. If the Regulation is accepted by the Senate, the provisions of sub-section (2) shall apply to it.

(4) The Vice-Chancellor shall, on the application of not less than forty members of the Senate, suspend the operation of any such Regulation until the Senate has considered it as provided in sub-section (2) or sub-section (3).

## CHAPTER XII. *Affiliation and Recognition.*

44. *Certificate required of candidate for examination.*—Save on the recommendation of the Syndicate, by special order of the Senate, and subject to any Statutes and Ordinances made in this behalf, no person shall be admitted as a candidate at any University examination other than an examination for entrance, unless he produces a certificate from a college or a recognized institution as the case may be to the effect that he has completed the course of instruction prescribed :

Provided that the Syndicate may make Statutes exempting students or a class of students from producing such a certificate.

45. *Existing Colleges.*—Any college within the University area affiliated to the University before the passing of this Act may continue to exercise the rights conferred upon it by such affiliation, save in so far as such rights may be withdrawn, restricted or modified in the exercise of any power conferred by this Act.

46. *Affiliation*.—(1) A college applying for affiliation to the University shall send a letter of application to the Registrar, and shall satisfy the Syndicate and the Academic Council—

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

(b) that the qualifications of the teaching staff, scales of salaries prescribed for them and the conditions governing their tenure of office are such as to make due provision for the courses of instruction to be undertaken by the college ;

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

(d) that due provision has been made or will be made for a library :

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

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

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

(h) that the college rules fixing the fees (if any) to be paid by the students have not been so framed as to involve such competition with any existing college in the same neighbourhood as would be injurious to the interests of education ; and

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

The application shall further contain an assurance that after the college is affiliated, any transference of management and all changes in the teaching staff and all other changes which result in any of the aforesaid requirements not being fulfilled or continued to be fulfilled shall be forthwith reported to the Syndicate

(2) On receipt of a letter of application under sub-section (1) the Syndicate may—

(a) direct a local enquiry to be made by a competent person or persons authorized by the Syndicate in this behalf ;

(b) make such further enquiry as may appear to them to be necessary ; and

(c) report to the Senate on the question whether the application should be granted or refused, either in whole or in part, embodying in such report the results of any enquiry under clauses (a) and (b).

And the Senate shall, after such further enquiry (if any) as may appear to them to be necessary, grant or refuse the application or any part thereof—

Provided that the Syndicate shall be at liberty to refuse to appoint a Local Enquiry Committee if they are satisfied, on *prima facie* considerations, such as unsuitability of the locality where the college is to be situated, inadequate preparation for the starting of the college in time from the commencement of the academic year and the like, that the application should not be entertained, provided always that no decision refusing the appointment of a Local Enquiry Committee shall be arrived at unless two-thirds of the total members of the Syndicate vote in favour of such decision.

(3) An application under sub-section (1) may be withdrawn at any time before an order is made under sub-section (3).

47. *Extension of affiliation.*—Where a college desires to add to the courses of instruction in respect of which it is affiliated, the procedure prescribed by section 46 shall, so far as may be, be followed.

48. *Recognition of Institutions of Research and specialized Studies.*—(1) The Syndicate shall have the power, after obtaining the opinion of the Academic Council, to recognize as a recognized institution any institution of research or specialised studies other than a college.

(2) An institution applying for recognition under this section shall send a letter of application to the Registrar and shall give full information in the letter of application in respect of the following matters, namely :—

(a) constitution and personnel of the managing body ;

(b) subjects and courses in regard to which recognition is sought ;

(c) accommodation, equipment and the number of students for whom provision has been or is proposed to be made ;

(d) the strength of the staff, their qualifications and salaries and the research work done by them ;

(e) fees levied or proposed to be levied and the financial provision made for capital expenditure on buildings and equipment and for the continued maintenance and efficient working of the institution.

(3) Before taking the application into consideration, the Syndicate may call for any further information which it may deem necessary.

(4) If the Syndicate decides to take the application into consideration, it may direct a local enquiry to be made by a competent person or persons authorized by it in this behalf. After considering the report made as a result of such local enquiry and making such further enquiry as may appear to it to be necessary, the Syndicate shall, after obtaining the opinion of the Academic Council, grant or refuse the application or any part thereof. Where the application or any part thereof is granted, the Syndicate shall specify the subjects and the courses of instruction in respect of which the institution is recognized and make a report to that effect for information to the Academic Council and the Senate at their next succeeding meeting. Where the application or any part thereof is refused, the grounds of such refusal shall be stated.

49. *Inspection of colleges and institutions and reports.*—

(1) Every college and every constituent recognized institution affiliated to the University, whether before or after the commencement of this Act, shall furnish such reports, returns and other information as the Syndicate, after obtaining the opinion of the Academic Council, may require to enable it to judge of the efficiency of the college or institution.

(2) The Syndicate shall cause every such college or institution to be inspected from time to time by one or more competent persons authorized by the Syndicate in this behalf.

(3) The Syndicate may call upon any college or institution so inspected to take, within a specified period, such action as may appear to it to be necessary in respect of any of the matters referred to in sub-section (1) of Section 46.

50. *Withdrawal of Affiliation or Recognition.*—(1) A member of the Syndicate who intends to move that the rights conferred on any college or institution by affiliation or recognition be withdrawn in whole or in part or modified, shall give notice of his motion and shall state in writing the grounds on which the motion is made.

(2) Before taking the said motion into consideration, the Syndicate shall send a copy of the notice and written statement mentioned in sub-section (1) to the Principal or Director concerned, together with an intimation that any representation

in writing submitted within a period specified in such intimation on behalf of the college or institution will be considered by the Syndicate :

Provided that the period so specified may, if necessary, be extended by the Syndicate.

(3) On receipt of the representation or on expiration of the period referred to in sub-section (2), the Syndicate, after considering the notice of motion, statement and representation and after such inspection by any competent person or persons authorized by the Syndicate in this behalf, and such further enquiry as may appear to it to be necessary, and after obtaining the opinion of the Academic Council, shall make a report to the Senate.

(4) On receipt of the report under sub-section (3), the Senate shall, after such further enquiry (if any) as may appear to it to be necessary, shall make such order as the circumstances may, in its opinion, require.

#### CHAPTER XIV

#### *Organization of Post-Graduate and Post-Intermediate Teaching.*

51. *Constituent colleges and institutions.*—(1) All colleges within the University area which are admitted to the privileges of the University and all colleges within the said area which may hereafter be affiliated to the University shall be the constituent colleges of the University.

(2) All institutions within the University area recognized under Section 48 shall be the constituent recognized institutions of the University.

(3) The relations of the colleges and constituent recognized institutions with the University shall be governed by the Statutes to be made in that behalf, and such Statutes shall provide in particular for the exercise by the University of the following powers in respect of the degree colleges and constituent recognized institutions :—

(i) to lay down minimum educational qualifications for the different classes of teachers and tutorial staff employed by such colleges and institutions and the conditions of their service ;

(ii) to approve the appointments of the teachers made by such colleges and institutions ;

(iii) to require each such college and institution to contribute a prescribed quota of recognized teachers in any subject for teaching on behalf of the University ;

(iv) to co-ordinate and regulate the facilities provided and expenditure incurred by such colleges and institutions in

regard to libraries, laboratories and other equipments for teaching and research ;

(v) to require such colleges and institutions, when necessary, to confine the enrolment of students to certain subjects ;

(vi) to levy contributions from such colleges and institutions and make grants to them ; and

(vii) to require satisfactory arrangements for tutorial and similar other work in such colleges and institutions and to inspect such arrangements from time to time.

52. *Teaching within the University Area.*—(1) Within the University Area, all post-graduate instruction, teaching and research shall be conducted by the University and shall be imparted by the teachers of the University.

(2) Within a period of five years from the date on which this Act comes into force, the Senate shall determine that all instruction, teaching and training beyond the stage of intermediate examinations shall be conducted, or co-ordinated and controlled by the University and shall be imparted by the teachers of the University.

Provided that a degree college or a constituent recognized institution shall supplement such teaching by tutorials or other instruction, teaching or training in the manner to be prescribed by the Academic Council.

#### CHAPTER XV *Honorary Fellows.*

53. *Honorary Fellows.*—(1) The Chancellor may nominate any person to be an Honorary Fellow for life, who is eminent for his attainments in any branch of learning, or is an eminent benefactor of the University, or is distinguished for services rendered to the cause of education generally.

(2) Notwithstanding anything contained in this Act, any person appointed to be an Honorary Fellow under section 13 of the Indian Universities Act, 1904, shall continue to be an Honorary Fellow for life, and shall be deemed to have been so appointed under this Act.

(3) A person shall not be debarred from appointment as Fellow, member of the Syndicate, member of the Academic Council or other office under this Act merely on the ground of being an Honorary Fellow.

#### CHAPTER XVI *Transitory Provisions.*

54. *Syndicate to make the first Statutes, Ordinances and Regulations.*—(1) Notwithstanding anything contained in this Act, the first Statutes, Ordinances and Regulations under this



Act shall be framed by the Syndicate constituted under the Acts repealed by this Act (in this section referred to as "the present Syndicate") within such time before the date of coming into operation of this Act as the State Government may fix in this behalf, and shall be deemed to have been duly made under this Act.

(2) If the present Syndicate fails to frame the Statutes, Ordinances and Regulations referred to in sub-section (1) within the time therein mentioned, the State Government may frame such Statutes, Ordinances and Regulations, and the Statutes, Ordinances and Regulations so framed shall be deemed to have been made under this Act.

(3) Till the Senate is constituted as provided in this Act, the Senate and other University bodies constituted under the Acts repealed by this Act and existing on the date on which this Act comes into operation and all officers of the University shall continue in office.

(4) If any difficulty arises as to the first constitution or reconstitution of any authority of the University after the commencement of this Act, or otherwise in first giving effect to the provisions of this Act, the State Government, as occasion may require, may by order do anything which appears to them necessary for the purpose of removing the difficulty.

## CHAPTER XVII General

55. *Transfer of Government institutions to the University.*—The State Government may at any time after the passing of this Act transfer to the University the control and management of any of its institutions on such terms and conditions as it may deem proper. In the case of such transfer, the State Government shall make a contribution annually of a sum equivalent to the average annual net expenditure from the State Funds on the Institution during the three years immediately preceding the year of transfer, or such other sum as may be agreed upon between the State Government and the University.

56. *Interpretation in case of doubt.*—(1) If any question arises regarding the interpretation of any provision of this Act or of any Statute, Ordinance or Regulation, or as to whether any person has been duly elected or appointed as, or is entitled to be a member of any authority or other body of the University, the matter may be referred to the Chancellor, and shall be so referred if ten Fellows so require.. The Chancellor shall, after taking such advice as he deems necessary decide the question, and his decision shall be final.

(2) Nothing in this section shall be deemed to affect in any way the existing jurisdiction of the High Court of Bombay.

57. *Elections to be by proportional representation.*—Every election to any authority of the University under this Act shall be made according to the system of proportional representation by means of the single transferable vote in such manner as may be prescribed by Statutes.

58. *Casual vacancies.*—When any vacancy occurs in the office of a Fellow or member of any authority of the University before the expiry of the term of office of such Fellow or member, the vacancy shall be filled up as soon as conveniently may be by the election, nomination or appointment, as the case may be, of a Fellow or member who shall hold office so long only as the Fellow or member in whose place he has been elected, nominated or appointed would have held it, if the vacancy had not occurred :

Provided that, notwithstanding anything contained in section 15, if the vacancy be of a Fellow and occurs within six months preceding the date on which the term of office of the Fellow expires, the vacancy shall not be filled, if the Fellow be an elected Fellow.

59. *Proceeding not invalidated by vacancy.*—No act or proceeding of any authority or other body of the University shall be invalid by reason only of any vacancy in the body doing or passing it or by reason of any want of qualification by or invalidity in the election or appointment of any *de facto* member of the body whether present or absent.

60. *Pension or Provident Fund.*—The University shall establish for the benefit of its officers, teachers and other servants such pension or provident fund as it may deem fit in such manner and subject to such conditions as may be prescribed by the Senate by Statutes.

61. *Passing of property and rights to the University as reconstituted.*—All property, all rights of whatever kind used, enjoyed or possessed by, and all interests of whatever kind owned by, or vested in, or held in trust by, or for the University of Bombay as constituted under the Acts repealed by this Act as well as all liabilities legally subsisting against the said University shall pass to the University as reconstituted under this Act.

62. *Repeal.*—The enactments specified in the Schedule shall be repealed to the extent specified in the fourth column thereof : Provided that—

(a) this repeal shall not affect the validity of anything already done under any enactment hereby repealed ; and

(b) the appointments of the Registrar and all other officers and servants of the University and of examiners, validly made

under the Acts hereby repealed and subsisting on the date on which this Act comes into operation, shall be deemed to have been validly made under and for the purpose of this Act, and the Registrar and such officers, servants and examiners shall continue to hold office and to act, subject to the conditions governing the tenure of their office or employment, except in so far as such conditions may be altered by competent authority.

## SCHEDULE

### ENACTMENTS REPEALED

(Section 62)

#### *Acts of the Governor-General in Council*

Year.	Number.	Short title.	Extent of repeal.
1857	XXII	The Bombay University Act, 1857.	So much as has not already been repealed.
1904	VIII	The Indian Universities Act, 1904.	The whole Act.
1928	IV	The Bombay University Act, 1928.	The whole Act.

(Signed) N. H. BHAGWATI (Chairman).

(Signed) H. V. DIVATIA.

\*(Signed) D. D. KARVE.

\*(Signed) B. N. DATAR.

(Signed) V. N. CHANDAVARKAR.

(Signed) H. J. BHABHA.

(Signed) K. VENKATRAMAN.

\*(Signed) R. P. PATWARDHAN.

\*(Signed) A. R. WADIA.

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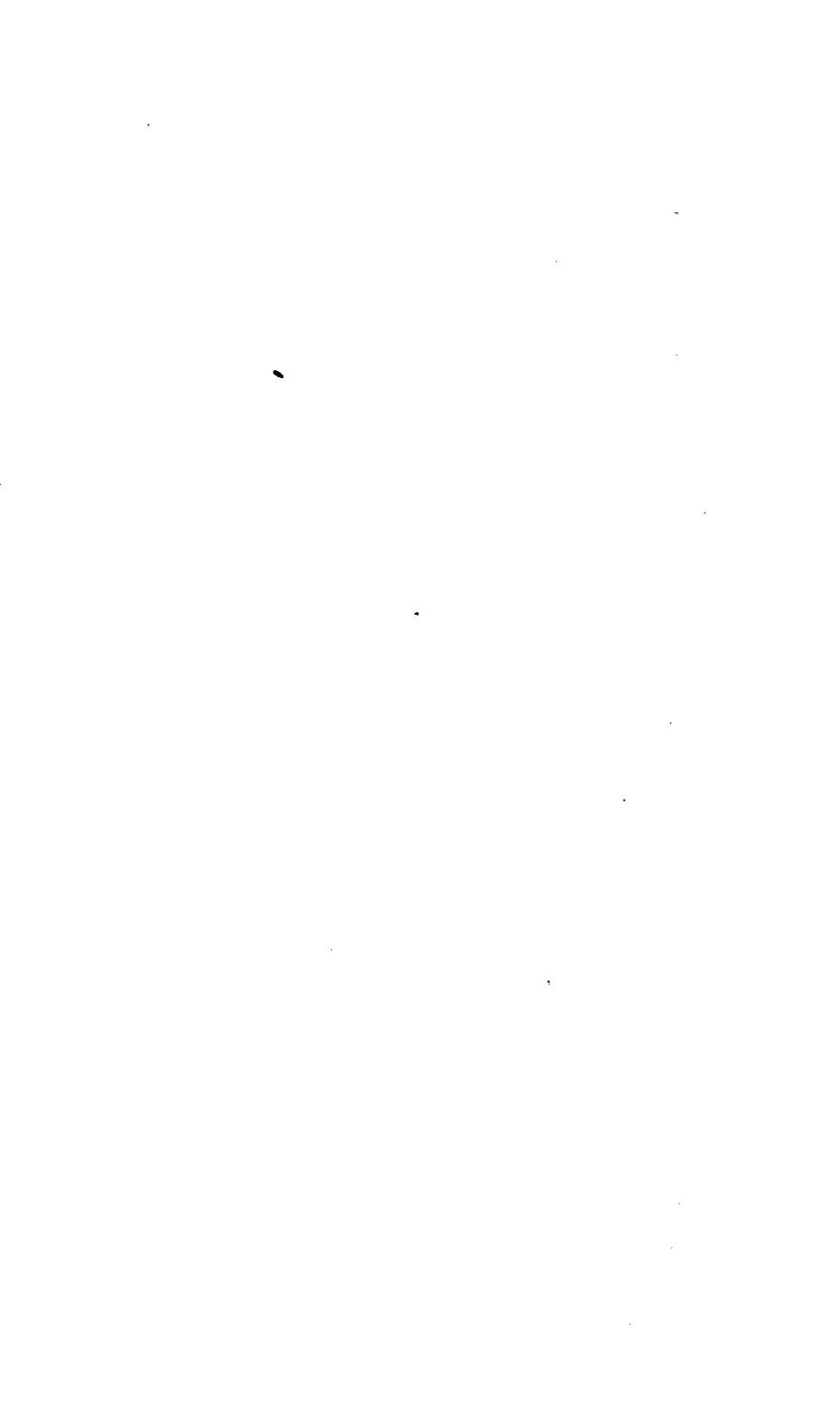
\*(Signed) G. S. MAHAJANI.

(Signed) MATA PRASAD.

\*(Signed) V. S. PATANKAR.

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\*Subject to the Minute of Dissent.



*A Minute of Dissent by Shri B. N. Datar*

In Chapter IV of this report, the question of the medium of instruction in the Colleges under the reconstructed University of Bombay has been discussed. It is recommended therein :—

(1) that English should continue to be the medium of instruction for the time being,

(2) that in course of time, it should be replaced by Hindi, the federal or official language of India, and

(3) that the languages spoken by the people of Greater Bombay like Marathi and Gujerati amongst others should never be employed as media of instruction in its Colleges.

On the first point, there need be no dispute, inasmuch as, neither the Federal nor the State language or languages (called "regional" in the report) is or are in a position, in their present stage of development, and with present equipment available, to replace English as a medium of instruction immediately, but a time is or has to come when this unnatural medium of a foreign language has to disappear from our Universities. When the Indian languages have attained such a stage of development, then, Universities have to make a choice, inasmuch as some of the spoken languages in this State, as also in the South, differ from the federal or Union language in their fundamental structure. The Dravidian languages, like Kannada, Tamil, Telugu and Malyalam, are ancient and fairly developed languages; and some of them at least have old literature of a very high order extending over 2,000 years. Secondly, the number of persons speaking these languages may exceed 8 crores. The languages of the Aryan stock like Marathi and Gujarati are also equally developed, perhaps more than Hindi. It should be understood very clearly that Hindi has been chosen by the Constitution Act as the official language of India, *not because it is the most developed language in the country, but because it happens to be spoken by a vast population in the North and is more generally understood in the rest of India also, than any other language, and also, because it is the only language that can be the medium of inter-State intercourse and commerce.* Secondly, India needs a common language for common purposes. Hence for national solidarity a common language has been adopted and the choice has naturally fallen on Hindi. To this proposition there can be no two answers.

But when we have to lay down or prescribe a medium of instruction for higher education in the Universities, different considerations arise. It would not be proper to decide this question on the grounds of expediency or so-called considerations of national solidarity—however strong they may be from a political point of view. These are extraneous considerations in deciding questions relating to higher education. The Government of Bombay have committed themselves—in my

opinion rightly—to the establishment of regional universities, which, amongst others, have to develop “local culture, literature, history and conditions of life”. This can be done only through regional languages. Our terms of reference proceed on the acceptance of this policy by the Government of Bombay. All the same, my colleagues are keen on the replacement of English by Hindi only as a medium of instruction and by none else. They go out of their way and advise other universities in India to follow them in this respect in their respective jurisdictions, because according to them it would be highly detrimental to the progress of advanced studies and research in India as a whole, if regional languages are adopted by them as their media of instruction.

I entirely disagree with these proposals. My objections to them are based on fundamental grounds. In the first place, the question of higher education and its medium should not be tackled on grounds of expediency or political considerations. They belong to the realm of education pure and simple. If, as we all agree and as Dr. Radhakrishnan’s Commission recommended, higher training in intellectual pursuits should be available to all persons in the provinces (now called *States*), and if there ought to be a wide diffusion of higher education in each State “without having to step out of it”, then there would be no point in insisting upon *Hindi* being the exclusive medium in the Universities in the States. The purposes enunciated above can best be secured by giving instructions at University stages only through the regional languages. There can be no objection to maintaining alternative arrangements for instruction through *Hindi* for such students in that region as desire it and for those coming from other regions; but the exclusive insistence on *Hindi* as the only medium for all purposes can never be accepted. Secondly, this preference to *Hindi* in the sphere of higher education in regional Universities, besides working as a handicap to local students, would in the minds of the people give the regional languages a position of subordination and inferiority even in *their own regions*. Thereby the growth and development of them will be arrested, and people would, in due course, come to regard them as secondary languages—inferior to *Hindi* which they are not. The handicaps pointed out by my colleagues as adversely affecting the residents of non-*Hindi* regions in respect of All-India Services, etc., are already met by a provision in all Universities for a *compulsory study of Hindi* by students at University stages also. The exchange of University teachers and the migration of students from one region to another will not also be adversely affected, because the professors and students in all regional Universities will be sufficiently acquainted with *Hindi* for giving or understanding lectures through that medium in other Universities or



on occasions, in their own Universities. The very basic purpose of a regional University will be frustrated if regional languages are not given their due place of importance and honour even in their own regions. This is why the Indian Universities Commission and the Gujerati University Committee recommend regional languages as media of instruction in Universities.

In view of the above considerations I cannot subscribe to the opinion and the observations of the Chairman in the convocation address delivered by him before the Bombay University in August this year, and partly quoted in paragraph 51 of this Report, with the evident approval of the other members of this Committee. I am afraid it proceeds on a fundamental misconception of the movements for the development of regional languages and cultures. The sponsors of these movements included international stalwarts like Mahatma Gandhi. They have never subordinated national interests to regional considerations nor did they allow any scope for the development of "disruptive tendencies". These movements have been already working for developing regional cultures in undeveloped areas, as parts of, and never in opposition to, national culture and solidarity. If even in educational spheres an undue importance was given to "national" solidarity, it might lead in its turn to the crippling of regional languages and cultures and, on the other hand, may develop or culminate in aggressive nationalism, which has been so rightly condemned by the late Dr. Rabindranath Tagore as "the menace of nationalism". There has therefore to be in our life a gradation of importance to different loyalties; and as Shri Kakasaheb Kalelkar has recently put it, a right kind of nationalism must be based on a correct and healthy loyalty to regions, regional languages and cultures, because the development of man starts from there.

We are told that there are no regional languages in Bombay City (including Greater Bombay) and a claim is made that it is a cosmopolitan population. I can only say that it is a mixed population, consisting not only of people speaking different languages but also comprising different nationals of the world. All the same, it would be unfair to deny to languages like Marathi and Gujerati (among others)—which are spoken by a vast number of people—the advantages which they obtain or are expected to obtain, say, under the Poona and Gujerat Universities. It would be a hardship to such people, if, even in spheres where their own respective languages can be appropriate media of instruction, they were to be compelled to obtain instruction through Hindi only.

I therefore recommend :—

That when English comes to be discarded as a medium of instruction, the University of Bombay should, as a matter of policy, treat Hindi and the main languages in Bombay on an equal footing, and may arrange for instructions through the medium of these languages, and also through Hindi, if numbers permit.

(Signed) B. N. DATAR.

I agree with the views expressed above by Shri B. N. Datar.

(Signed) D. D. KARVE.

*Minute of Dissent by Shri R. P. Patwardhan.*

I regret I have to dissent from the majority of my colleagues on two points, viz., (1) the argument for the assumption by the University of direct responsibility for all post-Intermediate teaching on the model of the Poona University (Paragraphs 127-138), and (2) transfer of all Government Colleges to the University (Paragraphs 140-149).

The argument for the University assuming charge for post-Intermediate instruction may be summarised as follows :—

(1) It is undesirable to make a separation between under-graduate and post-graduate teaching. As post-graduate teaching is admittedly to be with the University, post-Intermediate training must also rest with the University. (Paragraph 127.)

(2) If the Bombay University is to be a teaching University, it cannot be truly so if it does not undertake post-Intermediate teaching also. (Paragraph 128.)

(3) Leaving post-Intermediate education to Colleges has failed. It has led to lowering of the standards. In the words of Dr. Jayakar, "The experiment has been sufficiently tried in the past of leaving matters of education in the hands of private institutions with a minimum control exercised by the University" (*ibid*).

(4) In giving over post-Intermediate education to the University, we shall be following the model of Oxford and Cambridge. (Paragraph 136.)

(5) The Colleges will continue to have important work to perform, because they will be responsible for tutorials and the residence, health, sports, etc., of their students. (Paragraphs 128, 133.)

(6) The objections to the scheme are not based on any principles of University teaching and organisation, but are more or less due to the fear that the scheme is impracticable. (Paragraph 130.)

None of these arguments is to me convincing.

(1) Even if the University were to assume responsibility for post-graduate teaching only. (confining itself, so far as post-intermediate teaching is concerned, to co-ordination and control of the Colleges), this need not result in any undesirable separation between under-graduate and post-graduate teaching. On the one hand, many post-graduate teachers will be drawn

from the Colleges, (*vide* paragraphs 121 and 62). On the hand, there is no reason why the teachers appointed by the University primarily for post-graduate teaching should not take some share in, and supplement, the post-Intermediate instruction being given in Colleges. Indeed, if in a certain subject the total enrolment is very small, and no College is prepared to provide teaching in it, the whole teaching in that subject may be provided by the University.

(2) To argue that the Bombay University must undertake post-Intermediate teaching if it is to be a truly teaching University is to argue from mere words. No doubt, a University, if it is to be worthy of its name, must undertake teaching functions, and must not be a merely affiliating organisation; but, as the Radhakrishnan Commission says, (page 414) most Indian Universities have long ceased to belong to the purely affiliating type. Moreover, the extent to which teaching functions are undertaken by a University can be greater or less; and the excellence of a University is not a function of the extent to which it is a teaching University. A Unitary University is a teaching University par excellence; but one can call to mind instances of Unitary Universities whose standards do not compare favourably with those of the non-teaching, or teaching-cum-affiliating University that Bombay has hitherto been. The quality of teaching is not improved, as if by a wand of magic, when instead of being given by College teachers, it comes to be given by teachers of the University. In the Poona University, for example, all post-Intermediate instruction is the responsibility of the University. Before the establishment of the Poona University, instruction in Law and Engineering in Poona was given by the teachers in the colleges of Law and Engineering respectively, which were affiliated to the 'non-teaching', or 'not-so-much-teaching' Bombay University. Now the same teachers give the same instruction as teachers of the 'teaching' Poona University. The fact that the instruction was once given under a non-teaching University, and is now given by a teaching University, has made no obvious difference to its quality. Where there are several Colleges teaching the same course, there would indeed be benefit from their co-operation; but all that is necessary to bring about such co-operation is that the University should have powers of co-ordination and control, not that it should take up the teaching work itself.

(3) If the experiment of leaving post-Intermediate instruction to Colleges with a minimum control by the University has failed, does this drive us to the conclusion that the only solution is for the University to undertake the work itself? One would have thought that if 'minimum' control has failed, a possible solution would be 'greater control'.

(4) and (5) At Oxford and Cambridge lectures are inter-collegiate, being given partly by University Professors and partly by the members of the College staffs. The Colleges provide individual tuition, residence, facilities for sports, etc. To think, however, that we should be making an approximation to Oxford and Cambridge conditions if we make lectures inter-Collegiate and leave the Colleges to look after individual tuition etc., would be a great delusion. In spite of the position being as described above, the truth is that the responsibility for the training of the student at Oxford (and I believe also at Cambridge) rests *mainly with the College, and not with the University*. This is so for the simple reason that by far the most important part of the instruction at Oxford consists in the tutorials, and not in the lectures. An undergraduate may or may not attend the lectures he is advised to attend by his tutor, but he may not miss the weekly essay with the latter. And it is futile to speak of the Colleges still having important work to do by way of individual tuition, residence etc., when we know (1) that the standard of the Intermediate examination being what it is, and with the proportion of teachers to pupils which obtains in our Colleges at present, individual tuition cannot but play a very subordinate role in the total scheme of instruction, and that the bulk of the instruction must inevitably be through lectures, and (2) that 90 per cent. of the students in a College are non-resident.

The main reason why an enactment like section 40 of the Poona University Act is objectionable is that it snaps the tie between the student and the College, and leaves him, so to say, adrift. There is real need for an intermediate group between the individual student and the University.

(6) The above will also dispose of the argument that the objections to the majority scheme are not based on any principles of University organisation. The objection is partly, one of principle, which consists in the recognition of the value of the platoon no less than that of the battalion. Partly, it is based on the impracticability of the University taking over the whole of the post-Intermediate teaching. This is a strong objection, which has not been satisfactorily met in the Report. Paragraphs 130 and 131 make an attempt to deal with the difficulties of transport and of framing time-tables, but they do so in general terms, without descending to concrete details. The experiment at Poona, with its smaller dimensions, has not so far been such as to inspire the hope that a similar attempt on the much wider stage of Bombay would be attended with success. In Poona, while the best among the College teachers now lecture alike to students of all the three Arts Colleges, this advantage is more than off-set by the enormous waste of

teachers' and students' time. In the words of an experienced Poona teacher :

" the amount of time expended in the journey to work and the disappearance of the free mornings or after-noons when teachers could settle down for some hours to a steady spell of work have told and are telling on the capacity of teachers to keep themselves up-to-date in their subjects. They have to draw on old resources and have begun to develop a sense of intellectual starvation ".

If one inquires why the standards of our Universities are so low in comparison with those in Western countries, one will, I believe, trace them, among other reasons, to (1) the waste of effort involved in each College trying to teach a large number of subjects, (each teacher teaching in his own College a mere handful of students, whereas under a more rational system they could all be taught together by only one teacher), and (2) inferior quality of the teaching staff. Those who propose that all post-Intermediate teaching should be taken over by the University do so with the object of removing these two defects. They forget, however, that in trying to eliminate the waste involved in the teaching of a large number of subjects in each College, they run the risk of producing greater waste of another kind (namely that mentioned in the above paragraph). In my view, therefore, it would be wise for the University to confine itself to the taking over of all postgraduate teaching, and so far as the graduate classes are concerned, taking power to co-ordinate, control, and supplement the work of the Colleges. This is also the view of the Radhakrishnan Commission (page 413), and in the circumstances of Bombay, where existing Colleges are separated by great distances, no other is in my opinion possible.

A more attractive vision,—that of the University and the Colleges united in more intimate association than is possible under existing circumstances, an association as intimate as at Oxford or Cambridge—rises before the mind's eye, if the scheme suggested by the Setalvad Committee, of removing the University and the Colleges to a suitable site in the suburbs, is taken up once more. This plan was not considered by our Committee, but I for one would suggest that it may be taken up, and referred to another Committee, with a strong representation of the older Colleges\*.

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\*A suggestion is made in the Report that the Honours Course should be one of three years after the Intermediate, and that difficulties in the University taking over the teaching of such a course would not be so great as with the existing course. Whether this would be so or not would depend on the nature of the Honours Course and its relation to the General Course. The question of three years' Honours Course was not included in the Questionnaire, nor was the opinion of those of our witnesses who opposed the University's taking over post-Intermediate instruction elicited on it.

## II

The second point on which I differ from my colleagues is with respect to the taking over of Government colleges. This is one of the suggestions of the Radhakrishnan Commission, who on p. 417 of their Report, remark that under the British regime there was at time tension between the Education Department and the Universities, but that after Independence the situation has entirely changed.

"Now it will be one and the same government which both subsidises the Universities and provides funds for the colleges in question. There is no possible reason for keeping the two institutions apart..... They should become constituent colleges of their Universities, and the kind of guarantee of higher standards, compared to many of the private colleges, which could be ensured to a Government college by its access to public funds, should from now on be given by the fact that it is a constituent part of the University. It is in fact... ..a topsy-turvy idea that the Government should aim at guaranteeing that conditions in one component of a University should be superior to the conditions of service and standards in the University itself."

Elsewhere, referring to conditions in Calcutta, they speak of a "dangerous under-current of jealousy, suspicion and ill-will between teachers of Government colleges and those of private colleges." (p. 436).

From these passages, the main idea of the Commission seems to have been to do away with disparity of service conditions between the Government colleges on the one hand, and the University and the private colleges on the other. In reality, however, there is at present little disparity between the staffs of Government colleges and those of the University. Teachers of certain grades indeed receive better salaries under the University than under Government. Teachers of all grades, moreover, are able to work till the age of 60 under the University, while they have to retire at 55 under Government. The topsy-turvy idea to which the Commission refer—that "Government should aim at guaranteeing that conditions in one component of a University (i.e. Government Colleges) should be superior to those in the University itself",—is, therefore, simply non-existent in Bombay.

The real disparity is not between Government colleges and the University, but between Government colleges and the University on the one hand, and the private colleges on the other. The Commission show that they are aware of this: "The conditions of members of staffs of constituent colleges", they say on p. 418, "must be made no less attractive than has

previously been the case with the staffs of Government colleges. But they suggest no concrete measure, (such as that the University should take them over) to achieve this object. In short, they make a concrete suggestion for removing a non-existent disparity, and make none for removing a really existing one!!

The majority of our Committee, however, although they invoke the authority of the recommendation of the Radhakrishnan Commission in support of their proposal, advocate it on other grounds. "We feel", they say, "that if the scheme (i.e., of taking over all post-Intermediate instruction) is to be a success, the University must have its own institutions to carry on its teaching activities". (Para. 162). They go on to cite the instance of the London University which incorporated King's and University Colleges in 1898, and quote the Haldane Commission: "The Acts which incorporated (these) Colleges were the result of a belief, ... that no University in any real sense of the term is possible unless it is itself directly responsible for the teaching of its students *from the time they enter the University*". Now, in the first place, the example of the London University is not on all fours with that of Bombay, because in 1898 London University was a purely examining body and had no teaching functions at all, and in order to take up teaching functions, it got Acts of Parliament incorporating the two Colleges, while still having a great many other institutions affiliated to itself; while Bombay University is already a teaching University, with several Departments of its own, and its position is therefore comparable to that of London, not *before* the incorporation of the two colleges, but *after* that incorporation. And in the second place, whereas the London University incorporated the *whole* of the two Colleges, and made itself responsible for the teaching of the students from the time they entered the University, the proposal sponsored by the majority of our Committee is that the Government colleges taken over by the University should teach the post-Intermediate course only. If the idea were to take up the whole post-Matriculation instruction in these colleges, (as the Patna University Bill, e.g., proposes to do), the proposal would bear a very different aspect. The question would then be which of two alternative managements would better promote the interests of higher education—Government or University. Some of the witnesses who appeared before us doubted whether under University management the Colleges would retain the present efficiency. While I do not wholly share these fears, there is this much to be said in their justification.—that *at present* the University has no agency to supervise the working of their institutions. Things will no doubt be different when either a whole-time Vice-Chancellor or a Pro-Vice-Chancellor comes to be appointed; but one may well be justified in holding that the time for considering a change



of management would come after the new administrative machinery had been set up and had shown satisfactory working. There is also another consideration in favour of the retention of the existing management which seldom attracts attention. It is that as Government has several Colleges of the same kind under its management, there is a constant check and re-check among them, which makes for each one's improvement in a way which would not be operative when only one institution of a kind is being managed by the same agency.

Apart from the respective merits of Government and University management, there are serious objections to the University taking over, say, Elphinstone College, in the manner proposed. The proposal is that the Government should make over the buildings and equipment of Elphinstone College to the University and also give to the University a grant equal to the net expenditure of Government over the College. The amount of the grant will be utilised by the University in setting up additional Departments. The staff in these Departments will participate in the post-Intermediate and post-Graduate work of the University. Only post-Intermediate students will be enrolled in the College. This scheme will no doubt further the development of post-Graduate teaching to some extent—(I say 'to some extent' because an annual expenditure of about Rs. 1,50,000, which is the net Government expenditure on the College, will enable only some three or four Departments to be set up, and because even as it is, the staff of Elphinstone College are doing some Post-graduate work, and will be able to do more if their undergraduate work is reduced through better co-ordination), but this benefit will be purchased by the sacrifice of teaching in the first two years. It is an exorbitant price. It is not sufficiently realised how important the teaching of the first two years in College is. Very truly did the Maharashtra University Committee write : "It is perhaps no exaggeration to say that the students in these (i.e. the first two) years are less carefully looked after than those at any other stage of our educational system" (Report of the Maharashtra University Committee, para. 100). At the very moment when the adolescent pupil requires the most careful guidance, when habits of thought and sustained intellectual work have to be inculcated, we simply let him loose, lecture to him in classes of 150 or 180, which he may or may not attend, establish no sort of personal contact between him and any of his teachers, and at the end of the year, after a nominal examination, promote him to the next higher class. And then we lament that the standard of our graduates has deteriorated! Is it then in the interest of education that the oldest of our institutions, with the most honourable traditions, which is one of the very few Colleges which devote some care to the instruction of their junior students, should be deprived of the first two classes?

A great tradition, which inspires an *alumnus* of an educational institution with the ambition so to conduct himself as to be worthy of it, is an educational asset, even as national sentiment is. If we believe that education must train character as well as intellect, we should not lightly damage an institution with a great tradition. But we are told that even when the College is deprived of its first two classes, 'it will retain both its name and its individuality' (para. 165). The name may be retained, but it will not mean the same thing. Enrolment in some three or four Departments for two years only will not yield the same variety of type of student we have at present, nor are two years a sufficiently long time in which to imbibe the spirit and the tradition of an institution.\* It is not for nothing that at Oxford and Cambridge they require 3 years' residence from undergraduates.

The argument in the above paragraphs applies mainly to Elphinstone College, and also to some extent to the Sydenham College of Commerce. It will not apply to the Institute of Science and the Law College, which take up students only after the Intermediate and keep them for only two years. Nor does it apply to the Secondary Training College. This college however, is closely connected with the Educational Department and the Inspectorate, and it will be difficult for Government to hand it over to the University.

(Signed) R. P. PATWARDHAN.

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\* This argument will of course not apply if the B. A. course is made one of three years after the Intermediate.

*Minute of Dissent. by Prof. A. R. Wadia.*

It is with great regret that I am constrained to append a Minute of Dissent on the question of External Degrees, when there has been such cordial agreement with my colleagues on so many other important issues. The chapter on external degrees is very interesting. It itself supplies all the possible arguments that could be adduced against introducing external degrees, but paradoxically enough the conclusions drawn and the recommendations made in the Report do not logically follow from the premises. I quite appreciate the motive, which has actuated the recommendation of my colleagues. Like them I am fully conscious that the Colleges in Bombay are fearfully overcrowded. They believe that this can be effectually prevented by permitting all those, who do not join a college or are not fit enough to be admitted to a college, to study by themselves and take an external degree. This may have the desired effect of reducing overcrowding, but I am emphatically of opinion that the cure will be worse than the disease. The recommendation in the Report is actuated by a desire to improve the teaching in the Bombay Colleges, and thereby to improve the worth of degrees, but this very object will be frustrated by giving external degrees, for it would be difficult for the general public to appreciate the subtle distinction between an internal and an external degree, however clear the distinction may be in the minds of educationists. I feel certain that with the recommendations in the Report the Bombay University will begin its career as a genuine teaching university, and just at this moment, the introduction of external degrees would seriously affect the value even of its internal degrees. I believe that in order to reduce overcrowding in the regular classes, it might be desirable to institute diplomas for students, who have not studied in a college, but have covered by themselves the course of studies for a particular examination and passed a University Examination at the end of that course. This will go far to satisfy the ambitions of those people, who have a desire to pass University Examinations for cultural or economical reasons and yet cannot afford to join a college. Employers too, who would be satisfied with an external degree, would be equally satisfied with a diploma, which would mean exactly the same things as an external degree. This will effectually prevent confusion between the internal and the external degrees.

(Signed) A. R. WADIA.



*Minute of Dissent by Dr. G. S. Mahajani.*

The Committee recommends the appointment of a part-time (Honorary) Vice-Chancellor as hitherto and the appointment of a full-time (Paid) Pro-Vice-Chancellor.

The above arrangement to my mind,—under which one officer (the Vice-Chancellor) will have the authority to speak in the name of the University, while a different officer (the Pro-Vice-Chancellor) will be in living touch with the affairs of the University,—is neither fair nor sound. In addition to the usual, normal duties of presiding over the meetings of the several University authorities, a Vice-Chancellor has now-a-days to deal with questions discussed in the Inter-University Board and correspond with his Vice-Chancellor colleagues of other universities in the country and abroad. It would not be correct on the part of a Vice-Chancellor to pass on the disposal of such matters to other hands nor is it possible for a part-time Vice-Chancellor to attend to them, to his satisfaction. I, therefore, favour the plea of the University Commission for having a full-time (Paid) Vice-Chancellor.

(Signed) G. S. MAHAJANI.



### *Minute of Dissent by Dr. V. S. Patankar*

I regret I disagree with the majority recommendations in respect of (a) Entrance to the University, (b) External Degrees and (c) Post-Intermediate Teaching as embodied in paragraphs 81, 107 and 108, and 127 to 138. I am, therefore, constrained to write this minute of dissent in respect of these three topics :—

#### *(a) Entrance to the University*

I am of the opinion that since the Bombay University is not in a position at present to hold its own entrance examination, it should undertake direct control of the First Year Examination and that this examination should be treated as an effective entrance examination.

Till 1914 the University was holding this examination; but after that year the conduct of this examination was entrusted to the respective colleges. With the colleges holding this examination, there is no uniformity in the standard of the examination. The percentage of successful candidates varies in different colleges any where from 60 per cent. to 90 per cent. In cases of colleges, where the pass percentage is unduly high, the students are inclined to neglect the first year subjects and courses and to take the examination without the necessary seriousness. The result is that a large number of students as a matter of routine proceed to the Intermediate Courses in Arts, Science or Commerce and realise only after two years or a possible third that they are really unfit for university education. If the University holds a full-dress examination at the end of the First Year Course in Arts, Science and Commerce, it can effectively weed out such misfits and save these students a year or two of their valuable time.

Another reason why the University should revive the F. Y. Examination is that such an examination will be a more effective entrance examination than the old Matriculation or the present S.S.C. Examination. Conditions under which a student has to study in the high school and the college are altogether different and hence it is not uncommon to come across a considerable number of students, who, having done well in the Matriculation or the S.S.C. Examination, find the college or the University courses of study too difficult to cope with. Since a student has to appear for the First Year Examination after studying for one year under college conditions, this

will be a better test of his ability to benefit from University education than any examination or test held at the end of his high school career.

### (b) *External Degrees*

I need not enumerate my objections to the type of External Degrees proposed by the majority, for most of these are clearly stated in the Chapter on External Degrees itself. The majority also state that there are no special grounds, as far as Bombay is concerned, for instituting such degrees for the benefit of teachers and female candidates as is done by a few other Indian Universities. However they seek to support the institution of external degrees on two grounds. Firstly because "it will help in the reduction of a considerable number of students seeking admission to colleges." Secondly because "there are a large number of students in the city who are deprived of the advantage of taking higher education for no fault of their own, but because of their poverty."

Introduction of External Degrees will turn the Bombay University into a purely examining body as far as its external side is concerned. It is therefore very difficult to understand why the system of External Degrees should be introduced at the same time when attempts are being made to transform the Bombay University into a University of the teaching type. The history of the London University is a long narration of a conflict between its internal and external sides. This clash between the two sides necessarily retarded the progress of the London University over a period of more than fifty years. There is no reason to believe why such a clash of interests between the two sides will not result if this recommendation about External Degrees is accepted by the Bombay University.

There is no doubt that the system of External Degrees will help considerably in reducing the present over-crowding in the colleges. But the effect of accepting this recommendation will be to take away whatever inadequate facilities for education of the under-graduates exist at present and to throw a large majority of the students on the streets. A better method of eliminating the evil effects of over-crowding will be to encourage the opening of more colleges in the University area and a systematic attempt to raise the standard of teaching. With a restricted jurisdiction and the co-ordinating influence that a full-time Vice-Chancellor or a Pro-Vice-Chancellor will be able to exert over the constituent colleges, one can confidently hope for considerable improvements in collegiate teaching in the near future.

Of course the External Degrees will help the students from the poorer and backward classes. But these students will be



deprived of the benefit of any education at all in the real sense. Contact between students and teachers and between students and students which is the real meaning and essence of education will altogether be eliminated. In the words of the majority "To offer them external degree is really to give them a stone instead of the bread they ask for." It was very rightly stated by Shri P. M. Lad while giving evidence before the Committee that :—

"Either you believe that direction should be given by courses of lectures and personal contact with the teachers and that is the only method of developing the students or if you do not believe that there is any necessity for guidance and direction by oral instructions, then there is no place for the university at all and you may be a merely examining body."

Of course in a university like the Poona University with jurisdiction over a vast area, a large number of aspirants for higher education may be living in places far removed from centres where provision for collegiate education exists, and hence it may be necessary to institute 'External Degrees after mere Registration' for the benefit of such students. But with the jurisdiction of the Bombay University restricted to narrow limits, no such justification exists for the type of external degrees suggested to the majority.

I fully agree with Shri S. R. Dongerkery who, while giving evidence before the Committee, suggested, as a right way out of this impasse, the opening of Evening Colleges for the benefit of whole-time workers and students from poorer classes of the society. The University Education Commission (1948-49) has also suggested the same *via media* for industrial places like the city of Bombay. I am of the opinion that the Bombay University should encourage the opening of such Evening Colleges for courses in Arts, Commerce, Law and even Science. A full-time worker can easily attend such a college for two hours in the evening. The duration of such courses should be suitably extended if necessary so as to ensure that such a student gets the same type of instruction as a student attending a regular day college. The majority rule out of consideration such type of colleges on certain grounds. But their objections appear to me to be more imaginary than real.

### (c) Post-Intermediate Teaching

There is no doubt that the recommendation about direct university control over all post-intermediate teaching is very sound in principle. But there will be serious practical and financial difficulties if this teaching is to be university teaching in the real sense of the term. The Bombay University

Reforms Committee (1925) had this question under consideration of colleges then existing and the students involved was comparatively limited. The number of post-intermediate students for Arts and Science has gone up by leaps and bounds and grown nearly tenfold during the past 25 years. In 1925 there were only three Arts and Science Colleges all located in the South of Bombay. Eight more Arts and Science colleges have sprung up in different parts of Greater Bombay since 1925. Thus the practical difficulties now are enormous as compared with those existing in 1925.

Assuming, however, that the scheme is likely to succeed in course of time if the University area is divided into suitable centres for teaching and the scheme is pushed through with courage and determination, it is yet disputable whether the University should divert its slender resources for developing this scheme when the facilities for teaching and research for post-graduate classes and the training in specialised courses of study remain lamentably undeveloped. The real gap in the existing provision for higher education in the city is in respect of post-graduate teaching. The main plank thus in any scheme of Bombay University reform during the next few years ought to be a satisfactory provision for teaching and research at post-graduate level. The urgent task before the Bombay University is to improve and expand its departments of post-graduate teaching and research and to make a provision for the teaching of specialised courses, like International Law and Banking, Public and Business Administration, Aeronautical Engineering, Marine Biology, Marine Engineering, etc. If the Bombay University immediately takes up in hand the scheme of centralising the post-intermediate teaching, the important work of improvement in post-graduate teaching and research is likely to be relegated to the background. This is yet another objection against the immediate centralisation of post-intermediate teaching.

Another result of direct university control over all post-intermediate teaching will be the stifling of initiative and enterprise on the part of private educational institutions. This will have a very serious effect. During the last 15 years, eight new colleges have come into existence as a result of private enterprise and initiative. It is very difficult to imagine what would have been the plight of Bombay students if these colleges were not there to absorb more than three-fourths of the present Arts and Science students. Together the private societies, starting these colleges, must have poured in more than a crore of rupees in founding these colleges. The figures given in tables 1 and 2 below clearly show that more Arts,

Science and Commerce Colleges will presently be required for the rapidly growing student population of Bombay.

TABLE 1.

Table giving the number of students appearing for the Matriculation Examination or the S.S.C. Examination with University Subjects

Years.	Bombay Centre.	Dadar Centre.	Total.
1941	3,907	2,555	6,462
1942	3,856	2,827	6,683
1943	4,205	2,634	6,839
1944	4,570	3,402	7,972
1945	4,591	3,648	8,239
1946	5,244	4,262	9,506
1947	5,055	4,256	9,311
1948	6,867	4,995	11,862
1949	7,187*	6,083*	13,275*
1950	6,983	6,031	13,014

TABLE 2

Table giving the number of candidates who appeared at Bombay and Dadar Centres for the Inter Arts, Inter Science, B. A. and B. Sc. Examinations held during 1941-1950.

Years.	Inter Arts.		Inter Science.		B. A.	B. Sc.
	Bombay	Dadar	Bombay	Dadar	Bombay	Bombay
1941	873	-	943	-	520	375
1942	937	-	1,012	-	577	316
1943	910	-	1,010	-	539	339
1944	1,008	-	1,240	-	652	397
1945	1,361	-	1,523	-	744	476
1946	1,269	510	914	572	744	575
1947	1,179	777	862	816	836	608
1948	1,368	901	1,048	1,166	1,082	803
1949	1,413	1,229	1,067	1,245	1,206	804
1950	1,708	1,324	1,138	1,365	1,675	1,053

If the post-intermediate teaching in Bombay is brought under a centralised scheme as in Poona, no incentive will be left to private societies to start new colleges or to the managements of

\* This number includes students who had offered non-University subjects.

the existing colleges to improve and develop the institutions under their charge. Since the teaching of B. A. and B. Sc. classes under such a scheme will be the responsibility of the University, there will be a tendency on the part of the private societies to be very niggardly in respect of improvements of these classes. This will be a very sorry state of affairs in view of the rapidly growing educational needs of the City.

The resources of the existing Colleges are great and there is much scope for co-ordination of the teaching work among them. But any such co-ordination should be without dictatorship and without undue centralisation and interference. Principal Kellock rightly states in his replies to the Questionnaire issued by the Committee that :—

“The essence of the Federation would be that the constituent colleges would compose the University. They would be fully represented in the controlling bodies of the University. These controlling bodies would work out best arrangements for teaching the courses for various degrees, arrangement which may in course of time involve radical changes. The dynamic centre in this regard would be the Board of University Teaching, with post-graduate and undergraduate sections. I assume that under the new set-up and under the co-ordinating influence of a full-time Vice-Chancellor, Colleges will develop a sense of unity as organic members of the University and will be unified in seeking to achieve the educational aims of the University”.

However, there is an influential section of educationists who hold the view that the training of those students who have the ability and the desire to continue their training beyond the graduate stage and who want an intensive training and specialisation in one or a few allied subjects, should begin at the under-graduate level. The number of such very intelligent, gifted and serious-minded students is necessarily small. If this view is acceptable, the University should provide for two types of courses for the Arts and the Science under-graduates. Honours courses and General or Ordinary or Pass courses. B. A. and B. Sc. Honours courses should extend over three years after the Intermediate Examination and should have curricula quite distinct from that for students going in for the Pass or the General courses. The aim of the Honours courses should be to give an intensive specialised tuition in a limited number of allied subjects. Admission to Honours courses should be strictly limited and should be decided on merit alone. These courses in addition to the post-graduate courses should be taught directly by the University at one or two central places through its appointed and recognized teachers.

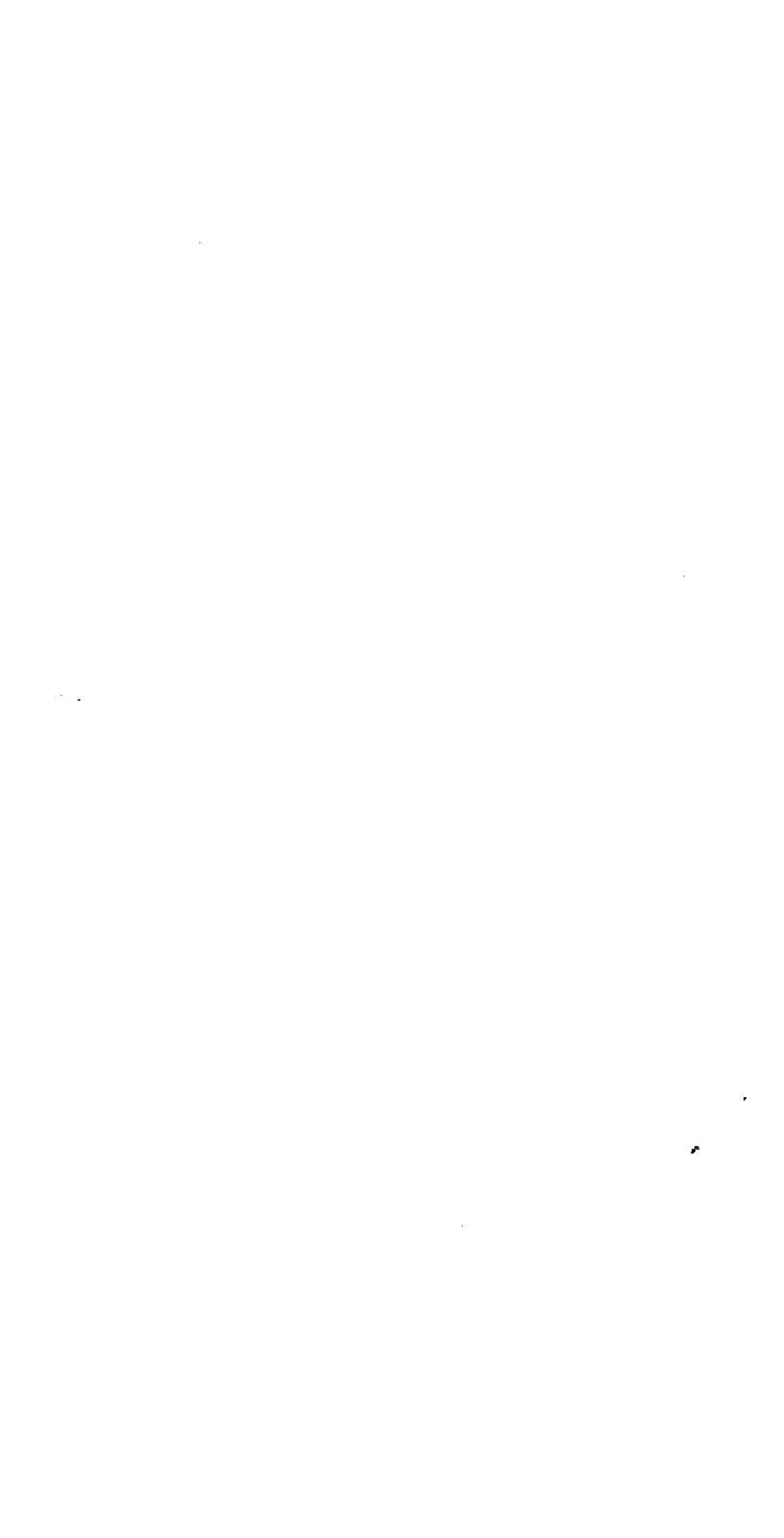
If the Government agrees to hand over to the University the Institute of Science and the Elphinstone College with the existing buildings, staff, equipment and libraries and also promises to pay the University by way of recurring grant the money that is being spent for running these institutions, the Bombay University will be in a position to share immediately the main responsibility for teaching these B. A. and B. Sc. Honours courses and also the post-graduate courses for Arts and Science sections and any other specialised courses of study for which there exists an urgent need.

There is some truth in the oft-repeated charge that the standard of teaching in colleges has gone down and that this is reflected in the low calibre of the graduates passing out of the University. But with the University area restricted to limits of Greater Bombay, a smaller number of colleges under its control and a constant guidance and supervision by a paid full-time Vice-Chancellor or Pro-Vice-Chancellor, it will be possible to raise the standard of collegiate teaching through frequent inspections and a more effective control over the constituent colleges. Colleges themselves being constituent parts of the University will be found ready to co-ordinate their activities and to pool their resources if they find that a co-ordinated system of teaching for post-intermediate classes will be more efficient and economical. Such a gradual transformation brought about with the willing co-operation of the colleges will be preferable to a drastic change into a centralised scheme of teaching as introduced by the Poona University within the Poona Area. It must be remembered that this scheme is in operation in Poona since June 1949 and the reports so far available are far from encouraging.

I am therefore of the opinion that the University should be empowered to undertake the work of post-intermediate teaching but it should be left entirely to the discretion of the reconstituted Bombay University to introduce the scheme whenever and in whatever manner it thinks fit to do so.

It must be borne in mind, however, that the first priority must be given to the development of post-graduate studies. The University should try to complete this stage of development within the next two or three years. When an adequate provision for post-graduate teaching is made, the next step should be to develop the B. A. and B. Sc. Honours courses. This next stage should cover a period of two or three years at the end of which the question of further improvements should be taken under consideration.

(Signed) V. S. PATANKAR.



## APPENDIX I.

## BOMBAY UNIVERSITY REORGANISATION COMMITTEE

## Questionnaire

## I. REORGANISATION OF THE BOMBAY UNIVERSITY

1. In view of the establishment of the various Regional Universities in the State, what in your opinion is the altered role of the Bombay University and what special functions should the Bombay University be made to serve in the educational reorganisation of the State?
2. What defects do you find in the constitutional, administrative and educational machinery of the Bombay University? What changes would you suggest for the removal of these defects?
3. What basic principles should in your opinion be observed in the reorganisation of the Bombay University?
4. What should be the territorial jurisdiction of the Bombay University? Do you think that the Bombay University should have the power to recognise an institution or affiliate a college situate outside the said territorial jurisdiction? If so, under what conditions?
5. What type should the Bombay University develop into—(a) Unitary, (b) Federative or Federal, or (c) Teaching and Affiliating? Would you suggest any other type?
6. Do you think it possible and desirable for the Bombay University to develop into the Unitary type? If so, do you approve of the suggestion that two or more centres should be created in the University area? What benefits, if any, may be derived from the adoption of such a scheme?
7. If the Bombay University is to be of a Federative or Federal type.
  - (a) How would you delimit the sphere of work of the various colleges and the University?
  - (b) What is your conception of a constituent college? Would you accept the definition of a constituent college as given in the Poona University Act?
  - (c) What should be the character of the control to be exercised by the University over the constituent colleges?
  - (d) What should be the financial adjustments between the constituent colleges and the University?
  - (e) Which of the existing colleges situated within the Bombay University Area should be turned into constituent colleges?
  - (f) Would you permit any of the existing colleges to function or any new college to be started within the University area, without being a constituent college of the Bombay University? If so, under what conditions?
  - (g) Are you in favour of the idea of inserting a provision in the proposed Bombay University Act preventing any agency, other than the University, from starting a new college?
8. If you are of the opinion that the Bombay University should remain as at present a Teaching-cum-Affiliating University, are you satisfied with the present powers of the University in relation to the affiliated colleges? Would you recommend that the powers of the University be so extended as to enable the University—(a) to exercise greater control over their policies in administering their finances, (b) to exercise control over the appointment of teachers, and (c) to ensure proper scales of pay, conditions of services etc. to the staff of the colleges?
9. (a) Are you in favour of the Bombay University assuming direct and entire responsibility for post-graduate teaching and research?
  - (b) Or would you prefer that the existing colleges and institutions in the city should be free to carry on post-graduate work in any subject or subjects?

APPENDIX I—*contd.*

- (c) Or would you approve of the idea that, in order to prevent waste and duplication, certain colleges and institutions should be allowed to specialise in certain branches of knowledge to the exclusion of other colleges and institutions ?
- (d) What room is there for co-ordination between the different colleges and institutions in the city for specialisation in different subjects and in different branches of the same subjects ?
- (e) Are you in favour of the idea that a post-graduate teacher or guide must necessarily do some under-graduate teaching ? If so, would you make any exception to this principle, and if so, under what conditions ?
- (f) Are you in favour of institutions, colleges or University departments being started or maintained exclusively for advanced studies and research ? Or would you prefer the under-graduate and post-graduate work being done in the same institution, college or department, and by more or less a common staff for both ?
- (g) (i) In the event of the University assuming entire responsibility for post-graduate teaching and research, what method of recruitment of teachers would you suggest for this work ?
- (ii) Are you of the opinion that the University should appoint its own teachers for this purpose, only if the constituent colleges cannot provide the necessary efficient staff ?
- (h) (i) Are you of the opinion that the Elphinstone College and the Loyal Institute of Science should be handed over to the University to be conducted by the University ?
- (ii) Are you of the opinion that, following the same ratio, the other Government colleges which are at present affiliated to the University, e.g., the Government Law College, the Sydenham College of Commerce, the Grant Medical College, the Veterinary College, the Secondary Teachers' Training College, etc., should also be similarly handed over to the University to be conducted by the University ?
10. A. Are you in favour of the Bombay University assuming direct and entire responsibility for the teaching of all post-intermediate courses ?
- B. If so,
- (i) Since it may not be possible to do so all at once, what stages would you suggest ? Would you like the University to begin by undertaking the teaching of Honours Courses in all subjects, or all teaching, pass and honours in subjects where the number of students is small ?
- (ii) What arrangements, financial or otherwise between the existing colleges and the University would you recommend for that purpose ?
- (iii) Would you like the teaching to be done through appointed, or appointed as well as recognised, or only recognised teachers ?
- C. If not,
- (i) Are you in favour of the University assuming direct responsibility for teaching only certain post-intermediate courses, while arranging for and organising inter-collegiate schemes of lectures for the rest of the first degree courses after the Intermediate ?
- (ii) If so,
- (a) How would you reconcile and co-ordinate the teaching functions of the University with those of the existing institutions ?
- (b) In what way would it affect the present position of the various grades of teachers in the colleges ?
- (c) How would you ensure the benefits of personal guidance by teachers and of the contact between the teachers and the taught ?
- (d) How would you adjust the financial arrangements between the colleges and the University ?
- (e) How would you avoid the defects, if any, involved in such a scheme of co-ordinated teaching ?



APPENDIX I—*contd.*

(f) In the event of the University undertaking responsibility, in some form or the other, for teaching post-intermediate courses, would you recommend that the University should have an effective control even over the appointments of non-University teachers of Intermediate courses? If so, what machinery would you suggest?

D. If you are opposed to the scheme of the University taking over direct control over post-intermediate teaching, (1) state your reasons, (2) Have you any alternative scheme to suggest for improving the post-intermediate teaching?

11. (a) Would you recommend that the Bombay University should continue to exercise the same control over the courses leading to the Intermediate examinations as at present? Or, would you recommend the setting up of an independent Board to control Intermediate education?
- (b) If you are in favour of the setting up of an independent Board to control the Intermediate education, what, in your opinion, should be the constitution of such a Board, and whether, in your opinion, the University should have an effective representation on that Board?
12. (a) In order to raise the general standard and efficiency of teachers in colleges and institutions and to safeguard their interests, what powers would you recommend that the Bombay University should have in the matter of their recruitment, salaries, conditions of services, security of tenure, facilities for improving their qualifications, efficiency etc.?
- (b) Do you think that the teachers in colleges and institutions have at present adequate powers and responsibility in the conduct of University affairs? If not, what recommendations would you make in this behalf?
13. What amendments would you suggest in section 4 of the Bombay University Act 1928, in regard to the powers of the University?
14. The Bombay University has at present the following statutory bodies:—
  - (1) The Senate, (2) The Syndicate, (3) The Academic Council, (4) The Faculties and (5) The Board of Post-graduate studies.
  - (a) Would you suggest the creation of any additional bodies, such as a Board of University Teaching? If so, what should be the constitution, functions and powers of these additional bodies?
  - (b) It is said that democratic elections to Boards and Bodies conducting education have been disastrous. Do you agree? If so, what other methods, such as nomination, *ex-officio* membership, rotation, etc. would you recommend for minimising the evil, if any? In respect of what bodies should the suggested methods be adopted and in what proportion?
  - (c) If you are in favour of the principle of election, should the elections be by the method of proportional representation or by the method of distributive voting?
  - (d) How should the work and the powers of the said bodies be correlated?
  - (e) What representation would you give to Principals of colleges, Heads of institutions and University Departments and the University teachers on the various University Bodies?
15. What would you suggest as the constitution of the Senate? What in your opinion should be the maximum number of Fellows in the Senate?
16. To what extent would you admit the non-academic element in the constitution of the Senate of the University? Would you give representation, and if so, to what extent, to any of the following non-academic bodies:—
  - (1) The Municipal Corporation of the City of Bombay, (2) The Indian Merchants' Chamber, (3) The Bombay Chamber of Commerce, (4) the Bombay Mill-owners' Association, (5) Recognised Labour Unions, and (6) Legislative Assembly and Council?

APPENDIX I—*contd.*

17. Do you think that teachers in colleges and institutions have at present adequate representation on the University Bodies including the Syndicate? If not, what recommendations would you make in this behalf? Should the representation of teachers on the Senate be Faculty wise?
18. In what cases would you suggest ex-officio representation on the Senate? For example, would you give such representation to officers of Bodies connected with education, such as Chairman of the Bombay Municipal Schools Committee, Chairman of the Board of Physical Education, Chairman of the S. S. C. Board, etc.?
19. (a) Do you prefer that graduates of the University should have representation on the Senate as at present or faculty-wise? If the latter, how would you distribute the seats in this constituency?  
(b) What arrangement would you suggest in the case of those graduates of the Bombay University who are at present entitled to vote at the elections of more than one University in the State?
20. What amendments would you suggest in section 18 of the Bombay University Act, 1928, in regard to the powers of the Senate?
21. What according to you should be the constitution of the Syndicate?
22. Do you favour the suggestion that the academic element should be in a majority in the Syndicate?
23. Are you in favour of vesting the Syndicate with any powers in respect of academic matters? If so, mention the nature and scope of such powers and the way they should be differentiated from those vested in the academic authorities of the University.
24. Do you think it desirable that there should be a statutory bar on the members of the Syndicate having a pecuniary interest in any transactions to which the University is a party?
25. (i) Do you think it desirable that there should be a statutory bar on the employees of the University becoming members of the Syndicate?  
(ii) Do you think it desirable to impose a similar statutory bar on the employees of other Universities becoming members of the Syndicate?
26. What amendments would you suggest in section 21 of the Bombay University Act, 1928, in regard to the powers and duties of the Syndicate?
27. Which of the two bodies—the Senate or the Syndicate—should in your opinion have the ultimate power of sanctioning the budget? If the latter, what sort of a check, if any, by the Senate would you recommend?
28. Do you think that the present method of assignment of Fellows to the Faculties is satisfactory? If not, what other method would you recommend?
29. What amendments would you suggest in section 19 of the Bombay University Act, 1928, in regard to the constitution and powers of the Faculties?
30. What according to you should be the constitution of the Academic Council?
31. Do you agree with the view that the Academic Council be vested with final powers in all academic matters? If so, how would you distinguish academic matters from non-academic matters?
32. What amendments would you suggest in section 24 of the Bombay University Act, 1928, in regard to the powers of the Academic Council?
33. What amendments would you suggest in section 25 of the Bombay University Act, 1928, in regard to the constitution and functions of the Board of Post-graduate Studies?

APPENDIX I—*contd.*

34. The following are the officers of the University under the present Act :—
- (1) The Chancellor, (2) The Vice-Chancellor and (3) The Registrar.
  - (a) What modifications of the present provisions of the Act would you recommend regarding the appointments, powers, duties and functions of the said officers ?
  - (b) Should the Vice-Chancellor be appointed or elected ? If the former what mode of appointment would you recommend ? Would you approve of an appointment out of a panel elected by the Senate or the Syndicate ? If the latter, what mode of election would you recommend ? Should his appointment be honorary or stipendiary ? If the latter, what salary would you recommend ? What should be the period ? Should he be eligible for reappointment after the expiration of his term, and if so, under what conditions ?
  - (c) Do you favour the appointment of an additional officer, such as the Pro-Vice-Chancellor, or the Rector, in addition to the Registrar of the University ? If so, what recommendations would you make regarding the mode of his appointment, salary, duties, functions, etc. ?
  - (d) Do you favour the appointment of a Treasurer of the University ? If so, what recommendations do you make regarding the mode of his appointment, salary, duties, functions, etc. ?
  - (e) Would you recommend that all or any of these officers of the University should be ex-officio members of the various Bodies ? If so, of what Bodies ?
35. (a) Do you recommend that there should be Statutory Committees for the following :—(1) Appointment of Examiners, (2) Selection of Text-books, (3) Inspection and (4) Appointment and recognition of University Teachers ?
- (b) Do you recommend Statutory Committees for any other purposes ?
  - (c) What recommendations do you make regarding the constitution, functions and powers of the Committees that you recommend ?
36. Do you think it desirable that the Bombay University should have the powers to institute external degrees ? If so, under what conditions ? If you are not in favour of external degrees, what method would you suggest of meeting the difficulties of those persons who are not able to attend the colleges and institutions and keep terms before they can appear for a University examination ?
37. Do you think it desirable that the colleges and institutions should impart instructions to those who are employed in offices, etc., by holding morning or evening sessions, and if so, under what conditions as regards terms, teaching, etc. ?
38. What provision would you make in the proposed Act for Physical Education and Military Training ?
39. Would you recommend that the Bombay University should have the power to lay down conditions of social service to be complied with by its students ?
40. Would you recommend that the Bombay University should have the power to undertake extra-mural teaching and University extension activities ?
41. What should be the relations between the Bombay University and the Government of Bombay ? Should the University be completely autonomous in the matter of affiliation and disaffiliation of colleges and other institutions ?
42. Do you think it desirable to make some provision in the proposed Act itself regarding the medium of instruction ? If so, what provision would you recommend ?
43. (a) What methods and additional sources would you suggest for raising the necessary funds to enable the Bombay University to effectively carry out the changes you have proposed for reorganisation, and to perform its functions ?
- (b) Would you suggest any modifications in the administration, management and procedure regarding the utilisation of the University funds ?

APPENDIX I—*contd.*

44. Are you in favour of imparting religious instruction in colleges, and if so, in what manner and in what particular year or years of the college education should the same be imparted?
45. Do you think it desirable that the University should undertake students' welfare activities, including periodical medical examination of the students? Would you in this connection recommend the appointment of a "Dean of Students", and if so, what would you prescribe to be his mode of appointment, functions and relations with the other Bodies of the University?

## II. INTER-UNIVERSITY PROBLEMS.

46. (a) With the coming into existence of the Regional Universities in the State, do you feel the need of co-ordination between them in order to enable them to have joint planning in their activities, to ensure that they follow a coherent overall educational policy for the whole State of Bombay without unnecessary duplication on the one hand or unfilled gaps on the other, and lastly to ensure that they observe certain minimum standards? Or would you prefer each University to develop itself independently on its own lines?
- (b) If the former, what ways and means would you suggest in order to secure co-operation, co-ordination and reciprocity between the various Universities in the State and the development of Inter-University relations in the State?
47. (a) What machinery would you suggest for the settlement of problems affecting more than one University in the State?
- (b) Do you favour the idea of constituting a Inter-Universities Board for the State for the said purpose? Should the resolutions of such a Board be binding on the Universities in the State, or should they be purely advisory? If the former, how would you reconcile the autonomy of the Universities and the necessity for each University to give up for that purpose a part of its independence in favour of such a Board?
48. In what list would you put the subject of Universities—State, Union or Concurrent?
49. What should be the relations of the Universities of the State with the Government of India and the Government of Bombay?
50. (a) Do you think it advisable that the President of the Indian Union should be the Visitor of Indian Universities with powers to call for records and institute enquiry, if and when necessary?
- (b) Do you think that similar powers should also be given to the Governor of the State so far as the Universities in the State are concerned?
51. (a) Do you approve of the recommendations of the University Education Commission (1949) regarding the composition and functions of the Central Grants Commission? If not, what changes would you suggest?
- (b) Do you favour the establishment of a Grants Committee for the Universities in the State? If so, what constitution would you suggest for it and what functions would you assign to it and what do you think should be the relation between the Provincial Committee and the Central Commission?
52. (a) Are you satisfied with the present manner in which grants are given to the Universities in the State by the State Government?
- (b) Would you suggest any method by which such grants may be properly regulated and Government may be in a position to see that such grants are properly utilised, without infringing the autonomy or the academic freedom of the Universities concerned?
53. Do you think that the activities of each University in the State should be restricted to some faculties only, or do you think that each University should constitute whatever faculty it chooses?

APPENDIX I—*contd.*

54. (a) What are the branches of knowledge, the teaching and study of which can in your opinion be conveniently and without detriment to the interest of higher education concentrated at one or the other University centre in the State of Bombay ?
- (b) To prevent waste, are you in favour of preventing a University in the State from undertaking research in a branch of knowledge which has been the concern of another University in the State ?
- (c) What room is there for co-ordination between the different Universities in the State for specialisation in different subjects and in different branches of the same subjects ?
- (d) What arrangements would you suggest for Inter-University co-ordination in the State in the matter of research ?
- (e) How would you deal with the problems of Inter-University co-ordination in the State in the matter of advanced study and research in the event of regional languages becoming the media of instruction at the University stage in the different Universities in the State ?
- (f) Would you recommend that the Indian Institute of Science at Bangalore, the Fundamental Research Institute at Bombay, the National Chemical Laboratory at Poona and similar institutions should be brought into close association with the Universities in the State ? If so, in what manner ?
55. Do you think it desirable that a University in the State should have jurisdiction in an area where another University is functioning ? If so, what conditions would you impose so as to avoid any dual control or friction ?
56. Do you think that practicable schemes for exchange of University teachers between the different Universities in the State can be devised ? Will such schemes be mutually beneficial ? Would you suggest any such scheme ?
57. What arrangement would you suggest for the migration of students from one University to another in the State ? Are you in favour of a University recognizing the terms kept by a student in another University in the State ? If so, would you lay down any conditions as to equivalence of Syllabus, medium of instruction, etc. ?
58. Do you think it desirable that there should be collaboration between the various Universities for the purpose of students' welfare work ? If so, would you suggest any methods for accomplishing that object ?
59. Do you think it desirable that there should be co-ordination between the various Universities in the matter of extra-curricular activities undertaken by the Universities ? What ways and means would you suggest for bringing about such co-ordination ?
60. And generally.

## APPENDIX II.

## NAMES OF PERSONS AND ASSOCIATIONS WHO SENT WRITTEN REPLIES TO THE QUESTIONNAIRE.

1. ADVANI, Shri T. M., Principal, Basantsing Institute of Science, Bombay.
2. AHMED, Shri N. L., Principal, Elphinstone College, Bombay.
3. BALAGUER, Rev. Fr. M. M., Principal, St. Xavier's College, Bombay.
4. BANNERJEE, Shri G. C., Principal, I. Y. College, Jogeshwari.
5. BATHIJA, Shri H. R., Poona.
6. BHAGWAT, Shri G. V., Professor of Mathematics, Elphinstone College, Bombay
7. BRAT, Shri S. R., Principal, S. M. T. T. College, Kolhapur.
8. BRUSHAN, Shri V. N., Principal, M. M. College of Arts and N. M. Institute of Science  
Andheri.
9. CHAPEKAR, Shri L. N., Principal, T. S. M. College, Chalisgaon (East Khandesh).
10. DESHPANDE, Shri B. B., Principal, Ramnarain Ruia College, Bombay.
11. DHAYAGUDE, Shri R. G., Dean, Seth G. S. Medical College, Bombay.
12. DIXIT-PATWARDHAN, Shri V. M., Member, Karnatak University Senate, Dharwar.
13. DONGEENERY, Shri S. R., Registrar, Bombay University, Bombay.
14. DUHR, Rev. Fr. J., Bombay.
15. GAURYE, Shri S. V., Bombay.
16. GIDEON, Shri P. W., Professor of Biology, Karnatak College, Dharwar.
17. GUPCHI P, Shri N. S., Poona.
18. JADHAV, Shri G. V., Lecturer in Chemistry, Karnatak College, Dharwar.
19. JHAVERI, Shri K. M., Bombay.
20. JOAG, Shri V. K., Principal, Nowrosjee Wadia College, Poona.
21. JOSEPH, Shri P. N., Principal, Training, Institute for Physical Education, Kandivli.
22. JOSHI, Shri R. M., Lecturer in Chemistry, Karnatak College, Dharwar.
23. KAJI, Shri H. L., Bombay.
24. KAMDAR, Shri K. H., Principal, J. & J. College of Science, Nadiad.
25. KANE, MAHAMAHOPADHYAYA, Dr. P. V., Ex-Vice Chancellor, Bombay University,  
Bombay.
26. KARANDIKAR, Shri M. A., Honorary Secretary, Bombay University Teachers'  
Association, Bombay.
27. KELKAR, Shri P. K., Head of the Department of Electrical Engineering, V. J.  
Technical Institute, Bombay.
28. KELLOCK, Dr. James, Principal, Wilson College, Bombay.
29. KUNDNANI, Shri K. M., Principal, R.D. & S. H. National College, Bandra.
30. MANEBIKAR, Shri S. D., Reader in Mathematics, M. S. Baroda University, Paroda.
31. MARSHALL, Shri D. N., Librarian, Bombay University Library, Bombay.
32. MASHRUWALA, Shri K. G., Wardha (Madhya Pradesh).
33. MEHTA, Shri CHANDRAKANT, President, Navavidhan Sangh, Bombay.
34. MERCHANT, Shri K. T., Professor of Economics, Elphinstone College, Bombay.
35. MHASKAR, Shri K. S., Chairman, Aryan Education Society, Bombay.
36. MISTRY (Dr.) Shrinati J. E., President, Bombay Presidency Women Graduates'  
Union, Bombay.
37. MURANJAN, Dr. S. K., Principal, Sydenham College of Commerce and Economics,  
Bombay.
38. NAIK, Shri H. D., Bandra.
39. NAIK, Shri K. G., Principal, L. D. Arts College and M. G. Science Institute,  
Ahmedabad.
40. NARASIMHAYYA, Shri P., Ministry of Education, Government of India, New Delhi.

41. NEVGI, Shri M. B., Principal, M. E. Society's College of Arts and Science, Poona.
42. OAK, Shri S. V., Bombay.
43. PARANJPE, Shri H. K., Lecturer in Economics, Elphinstone College, Bombay.
44. PATEL, Shri B. J., Parliamentary Secretary to Hon'ble the Chief Minister, Secretariat, Bombay.
45. PATEL, Shri M. D., Ahmedabad.
46. PATEL, Shri R. P., Principal, L. M. College of Pharmacy, Ahmedabad.
47. PATIL, Shri B. L., Pleader, Dhulia (West Khandesh).
48. PATRAVALI, Shri D. P., Registrar, Karnatak University, Dharwar.
49. POTDAR, Shri K. R., Lecturer in Sanskrit, Karnatak College, Dharwar.
50. RUSTOMJEE, Shrimati AMY B. H. J., Principal, Secondary Training College, Bombay.
51. SAHAL, Shri LAXMI, Director of Animal Husbandry and Veterinary Science, Bombay State, Poona.
52. SHARMA, Shri S. V., Colaba, Bombay.
53. SHAH, Shri C. R., Professor of English, Elphinstone College, Bombay.
54. SHAH, Shri N. M., Principal, Vithalbhai Patel College, Vallabhvidyanagar Via Anand.
55. SHAH, Shri S. V., Principal, Bahauddin College, Junagad.
56. SHARMA, Shri Sri Ram, Principal, D. A. V. College, Sholapur.
57. SILAM, Shri S. L., Bombay.
58. STHALEKAR, Shri A. S., Bombay.
59. TAWDE, Shri S. R., Principal, Secondary Training College, Belgaum.
60. TRILOKAR, Shri Y. M., Bombay.
61. VAD, Dr. B. G., Bombay.
62. VAKIL, Shri R. N., Principal, The Modern School, Bombay.
63. VAKIL, Shri C. N., Director, University Departments of Economics and Sociology, Bombay.
64. WAED, Shrimati W., Principal, Sophia College for Women, Bombay.
65. WELINGKAR, Shri L. N., Principal, R. A. Podar College of Commerce and Economics, Bombay.
66. YODH, Shri B. B., Bombay.
67. The Director, Indian Veterinary Research Institute, Izatnagar (U. P.).
68. The Secretary, The Federation of Gujarat Mills & Industries, Baroda.
69. The Secretary, The Millowners' Association, Bombay.
70. The Secretary, Public Service Commission, Bombay.
71. The President, Bombay Incorporated Law Society, Bombay.
72. The President, Bombay University Teachers' Association, Bombay.

## APPENDIX III.

## LIST OF WITNESSES.

1. ADVANI, Shri T. M., Principal, Basantsing Institute of Science, Bombay.
2. AHMED, Shri N. L., Principal, Elphinstone College, Bombay.
3. BALAGUER, Rev. Fr. M. M., Principal, St. Xavier's College, Bombay.
4. BANNERJEE, Shri G. C., Principal, I. Y. College, Jogeshwari.
5. BHUSHAN, Shri V. N., Principal, M. M. Arts College and N. M. Science Institute, Andheri.
6. CHADHA, Dr. S. R., Principal, Veterinary College, Bombay.
7. CHAKRAVARTI, Prof. M. C., Head of the Department of Statistics, Bombay University.
8. DESHPANDE, Shri B. B., Principal, Ramnarain Ruia College, Bombay.
9. DHAYAGUDE, Dr. R. G., Principal, Seth G. S. Medical College, Bombay.
10. DONGERKERY, Shri S. R., Registrar, Bombay University, Bombay.
11. GUPCHUP, Shri N. S., Poona.
12. JAHAGIRDAR, Shri R. A., Vice-Chancellor, Karnatak University, Dharwar.
13. JAYAKAR, The Right Honourable Dr. M. R., Vice-Chancellor, Poona, University, Poona.
14. JOAG, Shri V. K., Principal, Nowrosjee Wadia College, Poona.
15. JOSHI, Dr. P. M., Director of Archives, Bombay State, Bombay.
16. JOSHI, Shri P. N., Principal, V. J., Technical Institute, Bombay.
17. KANE, MAHAMAHOPADYAYA, Dr. P. V., Ex-Vice-Chancellor, Bombay University, Bombay.
18. KELLOCK, Dr. JAMES, Principal, Wilson College, Bombay.
19. KUNDNANI, Shri K. M., Principal, R. D. & S. H., National College, Bandra.
- \*20. KURULKAR, Dr. G. M., Representative of the Bombay University Teachers Association, Bombay.
21. LAU, Shri P. M., Remembrancer of Legal Affairs, Government of Bombay.
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27. PARANJAPE, Prof. G. R., Poona.
28. PARANJAPYE, Sir R. P., Poona.
- \*29. PARIKH, Dr. G. D., Representative of the Bombay University Teachers' Association, Bombay.
30. RUSTOMJEE, Shrimati AMY B. H. J., Principal, Secondary Training College, Bombay.
31. SAHAL, Shri LAXMI, Director of Animal Husbandry and Veterinary Science, Bombay State, Poona.
- †32. SETRNA, Dr. D. P., Principal, Grant Medical College, Bombay.
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34. VAKIL, Prof. C. N., Head of the Department of Economics and Sociology, Bombay.
- †35. VENGASARKAR, Dr. S. G., Principal, Topiwala N. M. Medical College, Bombay.
36. WAGLE, Dr. P. M., Director, Vaccine Department, Haffkine Institute, Bombay.
37. WARD, Shrimati W., Principal, Shopia College for Women, Bombay.
38. WELINGKAR, Shri L. N., Principal, R. A. Podar College of Commerce and Economics, Bombay.

\*Nos. 20 and 29 tendered joint evidence.

†Nos. 32 and 35 tendered joint evidence.



## APPENDIX IV.

*Classification of Post-Graduate and Post-Intermediate Students in the Greater Bombay (for 1950).*

## A. Number of Post-Graduate Students (Subject-wise).

Serial No.	Degree.	Subject.	Number of Students.
1	M.A. (By Papers).	English .. .. .	54
		Sanskrit .. .. .	32
		Marathi .. .. .	140
		Gujarati .. .. .	54
		Pali .. .. .	4
		French .. .. .	6
		Persian .. .. .	16
		Arabic .. .. .	3
		Urdu .. .. .	19
		Islamic Culture .. .. .	13
		Latin .. .. .	1
		Portuguese .. .. .	1
		Philosophy .. .. .	51
		Ancient Indian Culture .. .. .	89
		History and Politics. (Groups A & B) .. .. .	64
		History, Politics and Economics (Groups A & C) .. .. .	74
		History, Politics and Sociology (Groups A & D) .. .. .	12
		History and Sociology (Groups B & D) .. .. .	4
		History and Economics. (Groups B & C) .. .. .	3
		Economics and Sociology (Groups C & D) .. .. .	42
		Economics and Advanced Economics (Groups C & E) .. .. .	102
		Sociology and Advanced Sociology (Groups D & F) .. .. .	104
		History and Politics (Groups B & G) .. .. .	3
Economics and Politics (Groups C & G) .. .. .	26		
Sociology and Politics (Groups D & G.) .. .. .	25		
Politics and Advanced Politics (Groups G & H) .. .. .	37		
2	M.A. (By Research)	Sociology .. .. .	43
		Economics .. .. .	5
		History .. .. .	3
3	M.A. and M.Sc. (By Papers)	Mathematics .. .. .	86
		Statistics .. .. .	50
4	M.Sc. (By Papers and Research).	Physics .. .. .	30
		Chemistry .. .. .	77
		Zoology .. .. .	33
		Botany .. .. .	30
		Microbiology .. .. .	5

Serial No.	Degree.	Subject.	Number of Students.
5	LL.M. (By Papers).	Branch I	16
		Branch II	5
		Branch III	25
		Branch IV	42
	LL.M. (By Research).		3
6	Ph.D. (By Research).	English	6
		Persian	1
		Sanskrit	4
		Gujarati	4
		Marathi	5
		Urdu	2
		Economics	25
		Sociology	9
		Politics	10
		Statistics	1
		Chemistry	25
		Bacteriology	1
		Education	11
		Botany	3
		Philosophy	5
		Technology	3
Zoology	2		
Physics	5		
7	M.D. (By Papers)	Medicine	85
		Mid-Wifery	81
		Pathology	14
		Pediatrics	13
		Tuberculosis	6
8	M.S. (By Papers).	General Surgery	84
		Oto-rhino-Laryngology	3
		Ophthalmology	1
9	M.Sc. (Medical) (By Papers).	Human Anatomy	6
		Human Physiology	4
		Pharmacology	3
		Pathology and Bacteriology	2
10	General	(a) D. M. R. E.	5
		(b) D. A.	3
		(c) D. V. & D.	6
		(d) B. Hy.	1
		(e) M.Sc. (Tech.) Technology (Research)	43
		(f) M. Com. (Commerce) (Papers & Research)	210
		(g) M.Sc. (Agrl.) Agriculture (Research)	1
		(h) M. Ed. (Education) (Papers and Research)	146

## B. Number of Post-Intermediate Students.

## (1) Arts (Subject-wise).

Serial No.	Subject.	Number of Students.	
		Junior B.A.	Senior B.A.
1	English Compulsory	...	.....
2	English Honours	...	125 67
3	English Voluntary	...	84 86
4	French Honours	...	11 8
5	French Voluntary	...	53 32
6	German	...	2 1
7	Latin Honours	...	1 .....
8	Latin Voluntary	...	1 1
9	Sanskrit Honours	...	45 36
10	Sanskrit Voluntary	...	52 50
11	Arabic Honours	...	1 1
12	Arabic General	...	1 1
13	Persian Honours	...	4 3
14	Persian Voluntary	...	7 7
15	Pali Honours	...	1 1
16	Pali Voluntary	...	1 1
17	Hindi Honours	...	7 5
18	Hindi General	...	..... 1
19	Gujarathi Honours	...	57 64
20	Gujarathi Voluntary	...	51 54
21	Marathi Honours	...	110 146
22	Marathi Voluntary	...	82 99
23	Urdu Honours	...	4 7
24	Urdu Voluntary	...	..... 10
25	Portuguese Voluntary	...	..... 1
26	Sindhi	...	92 40
27	Psychology	...	201 160

Serial No.	Subject.	Number of Students.	
		Junior B.A.	Senior B.A.
28	Advanced Psychology ... ..	9	7
29	Psychology of Religion ... ..	48	29
30	Psychology and Philosophy of Religion ...	20	10
31	Moral and Social Philosophy ... ..	99	114
32	History of Philosophy ... ..	169	102
33	Logic and Meta-physics ... ..	111	44
34	Modern Indian History (Modern India) ...	220	200
35	Modern European History (Modern Europe) ...	61	28
36	Ancient and Medieval Indian History ...	276	251
37	Constitutional History ... ..	48	38
38	Principles of Economics ... ..	740	640
39	Economic History ... ..	320	274
40	Indian Economic Problems ... ..	669	522
41	Political Science ... ..	872	766
42	Comparative and Social Institutions ... ..	102	126
43	Statistical Methods ... ..	63	65
44	Mathematics ... ..	34	58
45	Ancient Indian Culture ... ..	25	3
46	Islamic Culture ... ..	9	12
47	Education ... ..	9	15

## (2) Science (Subject-wise).

Serial No.	Subject.	Number of Students in		Remarks.
		Junior B.Sc.	Senior B.Sc.	
1	Chemistry Principal .. ..	546	561	
2	Chemistry Subsidiary .. ..			
3	Physics Principal .. ..	562	84	
4	Physics Subsidiary .. ..			

Serial No.	Subject.	Number of Students in		Remarks.
		Junior B.Sc.	Senior B.Sc.	
5	Zoology Principal	..	..	112 46
6	Zoology Subsidiary	..	..	
7	Botany Principal	..	..	260 41
8	Botany Subsidiary	..	..	
9	Mathematics Principal	..	..	183 75
10	Mathematics Subsidiary	..	..	
11	Geology	..	..	28 14
12	Microbiology	..	..	55 55
13	Geography	..	..	1 ..

(3) Commerce (Class-wise).

## Number of Students.

Junior B. Com.	Senior B. Com.
320	348

(4) Medical (Class-wise).

Serial No.	Examination.	Year.	Number of Students.
1	I M.B., B.S.	.. First	276
2	Do.	.. Second	501
3	II M.B., B.S.	.. Third	220
4	Do.	.. Fourth	324
5	III M.B., B.S.	.. Fifth	505

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Government of Bombay

# Report

of the

## Maharashtra University Committee

Appointed by Government

1942-43



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1943

### *COST OF THE COMMITTEE.*

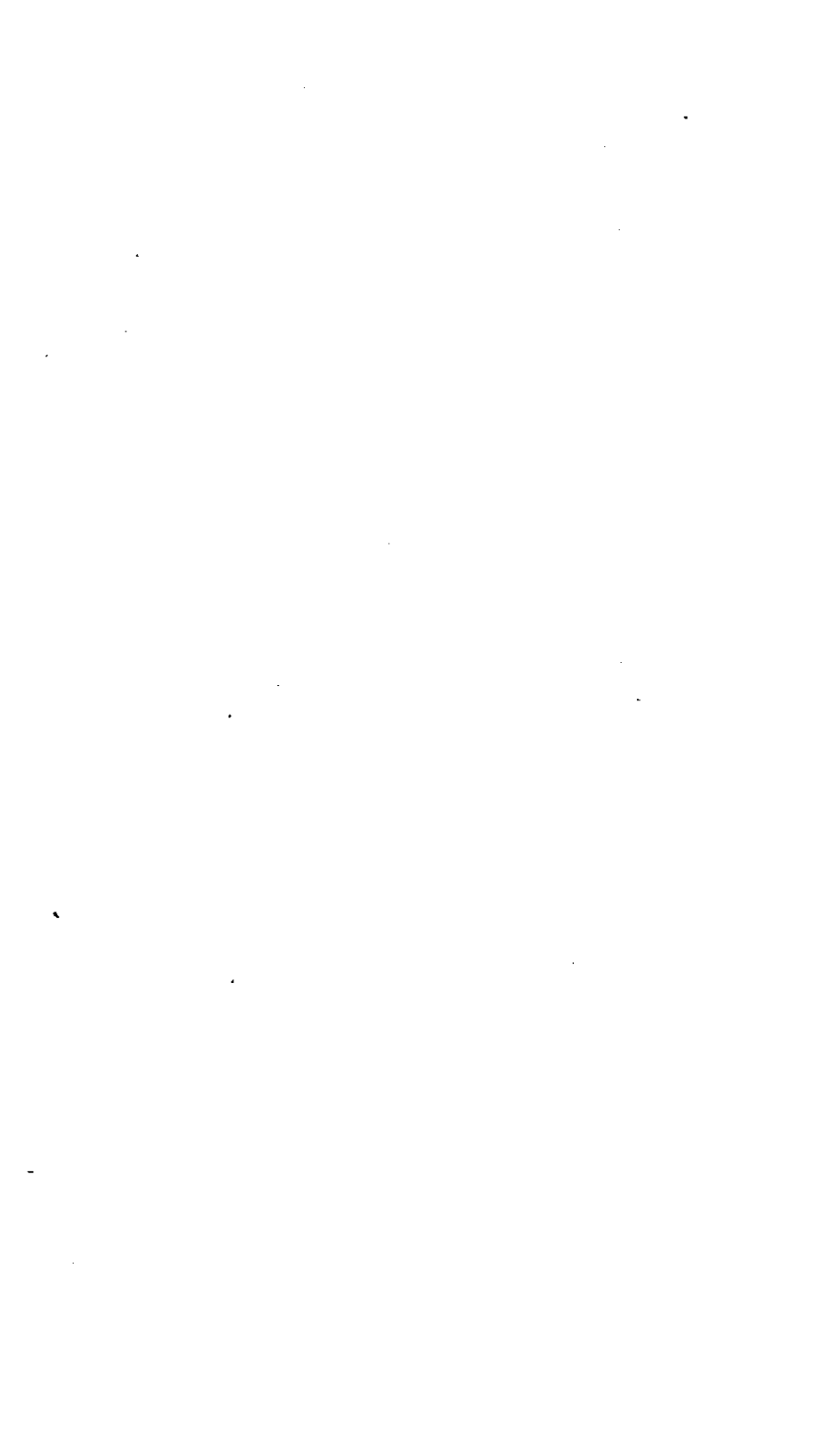
A total expenditure of Rs. 15,920-6-6 has been incurred in connection with the Committee up to the end of July 1943, distributed over the following items :—

Item.	Expenditure.		
	Rs.	a.	p.
I. Honorarium to the Secretaries .. .. .	2,725	13	0
II. Pay of Establishment .. .. .	6,674	6	0
III. Travelling Allowance to Members and Witnesses ..	5,523	8	0
IV. Contingencies .. .. .	996	11	6
Total ..	15,920	6	6

2. An additional expenditure of about Rs. 4,100 will be incurred in the course of August 1943.

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# REPORT OF THE MAHARASHTRA UNIVERSITY COMMITTEE.

## CHAPTER I.

### INTRODUCTORY.

#### Resolution of Appointment.

1. The Maharashtra University Committee was appointed by order of His Excellency the Governor of Bombay, on 7th February 1942, under the following G. R. (No. 5398, Educational Department) :—

“ The question of the establishment of a University for Maharashtra has been discussed on several occasions in the past. In 1924, the University Reforms Committee recommended the establishment of such a University. In 1933, as a result of representations made by certain leaders of Maharashtra, it was decided, to convene a conference of educationists, representatives of Bombay University and other interests to discuss the policy of the gradual establishment of regional Universities in this Province. The conference was held in July 1933, but as there was no unanimity of opinion in favour of any particular scheme, the question was not pursued further. In 1937, a resolution was moved in the Legislative Council recommending to Government that early steps should be taken to establish additional Universities in the Presidency to meet the increased demand for higher education and facilities for research. The House was informed that Government had no objection in principle to the establishment of Regional Universities, provided the necessary safeguards and conditions were present. An assurance was given that due attention would be paid to the consideration of this important subject.

“ Government now thinks it advisable that this question should first be investigated in all its aspects by a small Committee of persons who, on account of their experience and knowledge of such matters, will give valuable consideration to the solution of the problem. Government is accordingly pleased to appoint a Committee consisting of the following members to report on the question of the establishment of a University for Maharashtra in the Bombay Province :—

- (1) The Right Honourable Dr. M. R. Jayakar, M.A., LL.B., Bar-at-Law,  
*Chairman.*
  - (2) Dr. Sir Raghunath P. Paranjpye, Kt., M.A. (Cantab.), D.Sc.
  - (3) Mr. R. P. Masani, M.A.
  - (4) The Rev. J. McKenzie, D.D.
  - (5) Mr. D. R. Gadgil, M.A., M.Litt. (Cantab.)
  - (6) Mr. B. G. Jagtap, B.A., B.T.
  - (7) Mr. G. B. Jathar, I.E.S., Principal, Elphinstone College, Bombay  
*(Member and Secretary).*
2. The terms of reference to the Committee are as follows :—
- (1) To consider whether a University for Maharashtra should be established, and
  - (2) If, in the opinion of the Committee, such a University should be established, to make recommendations as to what should be its form, constitution and jurisdiction, and
  - (3) To report on the cost of its establishment and maintenance and to make proposals for raising the necessary funds.

3. \* \* \* \* \*

4. The Committee should be requested to submit its report to Government as early as possible before the end of July 1942."

### Subsequent Changes.

2. Khan Bahadur Shaikh Abdul Kadir Sarafaraz, M.A., I.E.S. (Retired), was appointed as an additional member on the Committee on 20th April. Mr. G. B. Jathar, finding it difficult to cope with his work as Secretary to the Committee concurrently with his duties as Principal of Khalsa College, resigned the office of Secretary, and Mr. P. M. Limaye, M.A., who was appointed in place of Mr. Jathar, took over charge from him on 18th December.

3. The original time limit for submitting the report of the Committee was extended from time to time, to the end of August 1943. Schools and colleges being closed for the summer vacation during April, May and part of June 1942, replies to the Questionnaire were slow in coming in. The tense atmosphere created by the war situation during this period and the disturbed political conditions in later months also contributed to the delay. After the replies had been received and scrutinised, the Committee thought it necessary to take oral evidence from a large number of persons, and this procedure naturally took a long time. The last witness was examined on 13th January 1943.

### Procedure.

4. The Committee held meetings on 44 days. The first meeting was held on 27th February 1942; on 18th May 1943, the report was finally approved and on 6th August 1943 it was signed. Twenty-two meetings were held in Poona and twenty-two in Bombay. Oral evidence was recorded at a few meetings; a few other meetings were devoted to an informal exchange of views with the principals of some colleges, representatives of the governing bodies of educational institutions and some other educationists in Poona. The remaining meetings were occupied with discussions and deliberations among members of the Committee.

5. On 24th December, some members of the Committee visited the Ayurveda Rasashala (a factory for the preparation of Ayurvedic drugs) at the invitation of the Principal of the College of Ayurvedic Medicine. On 16th January, the Committee inspected two sites suggested for the location of the University, viz., Hirabag and the Ramana. On the same day the Committee visited the College of Engineering at the request of the Principal.

6. After the oral evidence had been recorded, the Committee proceeded to deliberate upon the various questions at issue and formulate decisions on them. This part of the Committee's work was completed before the end of January 1943. The Committee at this stage decided to submit a resumé of its findings to His Excellency Sir Roger Lumley to enable him to obtain, before his departure from Bombay, a general view of the university scheme as envisaged by the Committee. The resumé was accordingly placed in His Excellency's hands on 18th February. The work of writing the report itself was then taken up and the draft of the report was completed about the end of April 1943. The Committee held eight meetings to discuss and revise the draft, which was finally approved on 18th May 1943.

### Evidence.

7. The Questionnaire (see Appendix I) was settled by the Committee at its meeting on 12th March 1942, and despatched in the course of the succeeding month to individuals, institutions, associations and the Governments of certain Indian States. One hundred and sixty-one written statements were received in reply to the

Questionnaire—126 from individuals in their personal capacities, 27 from institutions and associations, and 8 from the Rulers and Governments of Indian States. At the invitation of the Committee, 65 individuals, and representatives of 15 institutions, associations and Governments of Indian States appeared before the Committee to give oral evidence (see Appendix II). All written statements and records of oral evidence are being submitted to the Government along with the Report.

#### **Acknowledgments.**

8. The Committee wishes to place on record its appreciation of the assistance which Principal G. B. Jathar gave from the commencement of the Committee's work. It was unfortunate that owing to his appointment as Principal of Khalsa College in June 1942, he was unable to continue his work as Secretary, and this necessitated the appointment in his place of Professor P. M. Limaye of the Fergusson College, who had to take over the work at short notice and in the middle of the term. The Committee is, however, happy to record that notwithstanding this drawback, Mr. Limaye did his work to the satisfaction of the Committee and placed freely at its service his long and valuable educational experience.

Mrs. Shilavati Ketkar was appointed Assistant to the Secretary of the Committee in the middle of September 1942. She rendered valuable assistance to the Secretaries.

9. The Committee thanks the authorities of the University of Bombay, the Servants of India Society, the Deccan College Post-Graduate and Research Institute and the Law College, Poona, for offering accommodation and other facilities to the Committee in connection with its meetings. The Committee also thanks the various bodies and persons who sent written statements and gave oral evidence, sometimes at considerable personal inconvenience.

## CHAPTER II.

## HISTORICAL.

**Idea of a University for Maharashtra.**

10. The idea of a separate university for Maharashtra had been in the minds of various educationists for a considerable time and definite expression was given to it by the Bombay Presidency Educational Conference under the Presidency of Sir Narayan Chandavarkar in 1917, when a resolution was adopted in favour of the establishment of five universities, one for each of the five linguistic divisions of the Presidency. The movement for the reform of university education in India and for the creation of new universities received considerable impetus from the Report of the Sadler Commission issued in 1920. This movement which widely influenced other parts of India made itself felt also in the Province of Bombay. In the light of the Sadler Commission's Report, the Senate of the University of Bombay made certain proposals to Government in 1921 for amending the constitution of the University of Bombay and improving the organisation of university education in the Province. The appointment, in 1924, of the Committee on University Reform presided over by Sir Chimanlal H. Setalvad, may be said to be the outcome of a widespread desire for the reform of university education and the creation of additional universities in the Province. One of the terms of reference to the Setalvad Committee was, "to consider whether it was desirable and feasible to institute other universities at mofussil centres." The idea of the Maharashtra University assumed a more concrete form in the report of this Committee.

**Recommendations of the Setalvad Committee—and after.**

11. The Setalvad Committee made the following two recommendations with regard to additional universities :—

(1) Four new universities may be created in Maharashtra, Gujarat, Karnatak and Sind, when conditions at these centres are ripe.

(2) Conditions are ripe for the setting up of some form of University for the Maharashtra area at Poona. (pp. 197 and 198).

12. These recommendations were endorsed by the Senate of the University of Bombay in January 1926 in the following terms :—

(1) That a separate university be established at Poona for the Maharashtra area.

(2) That the Poona University be of the teaching and affiliating type as recommended in the University Reforms Committee Report.

13. The Bombay University Act of 1928 recognised the possibility of new statutory universities by providing ex-officio seats on the Senate of the University of Bombay for the Vice-Chancellors of other universities in the Province.

**Movement for Maharashtra University.**

14. The Marathi Sahitya Sammelan (Marathi Literary Conference), at its session held in Bombay in 1926, passed the following resolution :—“ This Conference is of opinion that the Government of Bombay, the Ruling Princes and the wealthy and educated classes of Maharashtra should co-operate in the undertaking of founding a university for Maharashtra, which would accord special importance to Marathi literature in the curricula of all examinations, strive for the enrichment of Marathi literature, and keep before itself the ideal of imparting, as speedily as possible, all education through the Marathi language.” Resolutions of similar import have been adopted at successive sessions of the Conference held in various

places in Maharashtra and outside. In July 1928, the Maharashtra University Association was started at Poona, with Professor V. K. Rajawade as Chairman of the Executive Committee. The object of the Association was to strive for the establishment of a university for Maharashtra. In 1933, Professor D. V. Potdar became the Secretary of the Association and undertook tours in Maharashtra and outside, for the purpose of creating public opinion in favour of the university. The Maharashtra University Committee was formed in 1932 under the presidency of Mr. M. R. Jayakar (now the Right Honourable M. R. Jayakar, LL.D., D.C.L., P.C.) with a similar object in view. The Committee soon drew up an outline of a scheme for the University.

15. In April 1933, a deputation led by Mr. M. R. Jayakar waited on His Excellency Sir Frederick Sykes, the Governor of Bombay, to urge upon his attention the claims of Maharashtra for a university of its own. The occasion was supplied by the Government's declared intention of closing the Deccan College. The representation submitted to His Excellency is printed in full in Appendix III. As the result of the discussions with the deputation, the Government agreed to convene a conference to consider the question.

#### Conference on Regional Universities.

16. The Conference was accordingly called to meet on 7th and 8th July 1933. It was opened by His Excellency the Governor and was presided over by the Hon. Minister of Education. The agenda before the Conference was as follows :—

(1) Is it desirable to accept the policy of the gradual establishment of regional universities for specialized areas as recommended by the Committee on University Reforms ?

(2) If so, what will ultimately be the position and scope of the University of Bombay ?

(3) Which area should be selected for the establishment of the first regional university ?

17. Different points of view were expressed at the Conference, but no declaration of policy was made on this occasion. The result of the Conference was summarised in a Government communique as follows :—

“ The balance of opinion on the whole was against the formation of regional universities with powers of affiliation over external colleges. A considerable body of opinion, however, was in favour of unitary and possibly residential universities where conditions are favourable and where adequate finance is forthcoming. As this type of university did not strictly fall within the scope of the agenda this alternative proposal was not fully discussed.”

#### Deccan College and Maharashtra University.

18. The question remained in this state until 1937, when it again obtained prominence as a result of the closing of the Deccan College by the Government. That College had been closed in April 1934, on account of the financial burden involved. The Government proposed to sell the College property. This was opposed by certain persons and interests desiring the continuance of that College. In consequence of this, a suit was instituted by the Advocate-General of Bombay against the Secretary of State for India and certain other parties interested in the properties of the College, praying *inter alia* for sanction to the proposed sale of the properties. The District Court of Poona decided against the Government in 1936 and held that the terms of Sir Jamsetjee Jeejeebhoy's foundation gift of Rs. 1,25,000, made in 1863, created a trust and imposed an obligation on the Government for

the continued maintenance of the Deccan College. The Government preferred an appeal to the High Court of Bombay and it was pending when the Congress ministry took office in July 1937. As the whole question relating to the future of the Deccan College was under the consideration of the Government, a deputation on behalf of the Maharashtra University Association and the Maharashtra University Committee waited on the Honourable Mr. B. G. Kher, Prime Minister and Minister of Education, in September 1937, to make a representation on the allied questions of the future of the Deccan College and the establishment of a separate university for Maharashtra.

#### **Deputation to the Prime Minister.**

19. The deputation made representations to the Prime Minister asking for a declaration of the Government's policy and intentions with regard to the University and the Deccan College, in the following terms :—

“ We urge on you the need of making a declaration of the policy of Government, especially as there is a feeling of considerable uncertainty in the public regarding this matter. In spite of the very definite opinion expressed by the Bombay University Reform Committee and the endorsement by the Senate of that opinion, no declaration of ministerial policy was made at the time of the introduction of the new University Act, or at any time later. This has acted as a great hindrance in the way of those who would organise popular support for this cause. Seizing, therefore, as appropriate the occasion of the imminent closure of the Deccan College, the Maharashtra University Committee made a representation in terms very similar to this representation to the Governor of Bombay, His Excellency Sir Frederick Sykes, early in 1933. This representation led to a conference being called by Government, in July of the same year, of educationists and others from all over the Presidency, to consider the question of the establishment of regional universities. The Conference met in Poona for two days and a large variety of opinion was expressed during its course. It, however, proved to be fruitless, as the Government communique issued at its close, merely pointed to the difference of opinion that existed and did not go on to make any declaration of policy on behalf of Government. In the meanwhile the Deccan College has been closed and even if it is revived in one form or another, it is clear that a substantial part of the former expenditure on that College will be saved. We may observe here that, in the representation made by us to Government in 1933, we had laid stress on the need for the continuance of the Deccan College and handing it over to the Maharashtra University when it came into being. We realise that the entire question of the future of the Deccan College is at present under the consideration of Government. We may, therefore, take this opportunity of bringing to your notice the fact that, looking to the history of the Daxina Fund and the traditions of the Deccan College, a University at Poona is the fittest body on which the conduct of the Deccan College in any such form in which it may be revived should properly devolve, or which in case the discontinuance of the College is decided upon should most properly succeed to such capital and recurring assets as may be attached to that foundation.”

#### **Legislative Council and Senate Resolutions on additional Universities.**

20. On 20th September 1937, Dr. G. S. Mahajani moved a resolution in the Bombay Legislative Council, recommending that the Government should take steps to establish additional universities in the Province, to meet the increased demand for higher education and facilities for research. He urged upon the Government the desirability of making an unequivocal declaration in favour of additional universities

in the Province. Such a declaration, he urged, would enable the sponsors of a university for Maharashtra to make an effective appeal to the public for funds. He did not want the Government to commit itself immediately with regard to finance for the University. The Prime Minister, in replying, said that the Congress had already accepted the principle of constituting provinces on the linguistic basis, and that there was no objection in principle to the establishment of additional universities, provided the necessary safeguards and conditions were present. He was not prepared to commit the Government to any further responsibility at that stage. After the statement of the Prime Minister, Dr. Mahajani withdrew his resolution in the following words :—

“ I think we have accomplished one thing at least ; that the principle of additional universities has been accepted..... So, having accomplished that, and after having the sort of assurance which the Prime Minister has given, I should not, I feel, press further.”

In August 1937, the Senate of the University of Bombay reaffirmed its opinion in favour of establishing regional universities in the Province.

#### **Declaration of Government Policy.**

21. In 1938, the Government of Bombay agreed to the revival of the Deccan College, as a Post-graduate and Research Institute, in terms of the consent decree passed by the High Court in the course of the appeal arising from the suit mentioned above. In commenting on the grant to the Deccan College Institute provided in the Budget for 1938-39, the Honourable Mr. A. B. Latthe, the Finance Member, stated the views of the Government regarding the relation of the Institute to the project of a Maharashtra University in the following words :—

“ This outline of the projected developments in education will not be complete without a word about the University at Poona. There is, in the opinion of Government, no doubt that the future development of higher education in this Province must be on the lines of three new universities or university centres specialising in certain subjects, in which the three centres I have mentioned afford the best opportunities for research. This move will in due course lead to the establishment of three more universities in Maharashtra, Gujarat and Karnatak. This natural culmination of the intellectual movements in our Province must indeed await very much more progress than has now been attained. But it will be admitted by all that Poona has already established its claims to some definite steps forward towards the establishment of a university there. The revival of the Deccan College on lines indicated here will pave the way for the fulfilment of the long-cherished hopes of Maharashtra in this matter and will prove beyond question, if indeed such proof were needed, the Government's earnest desire to help in the creation of a university on modern lines in Poona—a university which will not lead the intellectual life of our Province on narrow parochial or sub-parochial lines, but which will be the second of a sisterhood of four universities which will work together for the advance of knowledge, so that the highest training in intellectual pursuits will be available to all parts of the Province without any one in them having to go out of it.”

#### **Mr. R. D. Sethna's Offer.**

22. About this time, Mr. R. D. Sethna, retired Official Assignee and Administrator-General of the High Court of Bombay, made an offer to the Government of Rs. 10 lacs towards the foundation of a Maharashtra University ; and some discussions and negotiations had taken place but the offer had not materialised, when unfortunately Mr. Sethna passed away.

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**Request for a Committee.**

23. In pursuance of the terms of the consent decree mentioned in paragraph 21, the Deccan College was revived as the Deccan College Post-Graduate and Research Institute in August 1939. It was intended that the Institute should embody and continue in an altered form the associations and traditions of the old Deccan College. According to the constitution framed by the Government for the conduct of the Institute, certain educational institutions in Poona were given representation on the Council of Management, and the Vice-Chancellor of the University of Bombay became an ex-officio member and chairman. This arrangement was to continue until a university for Maharashtra was established, when its Vice-Chancellor would replace the Vice-Chancellor of the University of Bombay. In December 1940, the Government revised the constitution of the Council of Management. The Government Resolution announcing the changed constitution described the prospects of the establishment of a university for Maharashtra as being remote. The reference to the Vice-Chancellor of the future university for Maharashtra was also omitted. In consequence of this, it was considered necessary to secure from the Government a clarification of its policy. Accordingly, in June 1941, a joint deputation, representative of the Maharashtra University Association, Maharashtra University Committee and Marathi Sahitya Parishad waited on Mr. (now Sir) J. A. Madan, C.I.E., I.C.S., Adviser to His Excellency the Governor. He explained that the statement in the Government Resolution, to the effect that the establishment of a university for Maharashtra was remote, referred merely to the situation arising out of an anticipated donation having failed to materialise. He also assured the deputationists that the attitude of the Government towards the proposal of a Maharashtra University remained unchanged, and that the Government would sympathetically consider any concrete proposals for such a project. The deputationists urged the Government to take a lead in the establishment of a university for Maharashtra by the appointment of a Committee to investigate the whole project in detail. The Adviser promised to consider this suggestion. The appointment of the present Committee may, therefore, be regarded as the outcome of the representation made by the deputation.

## CHAPTER III.

### THE NEED, OBJECTIVES AND FUNCTIONS OF THE UNIVERSITY.

#### **Unwieldiness of the University of Bombay.**

24. In Chapter II we noted the recommendations of the Setalvad Committee with regard to additional universities for the Province in general, and its recommendation in favour of the early establishment of a university for Maharashtra. The most obvious reason urged by the Setalvad Committee for the desirability of establishing new universities was the need of relieving the University of Bombay of some part of its burden. The unwieldiness of the University of Bombay was a matter for comment in 1924; since then, conditions in this respect have become even more serious. In his speech at the opening of the University Conference of 1933, His Excellency Sir Frederick Sykes quoted comparative figures of increase in the number of Matriculation candidates and of candidates at higher university examinations, during the period 1924-32. He characterised the number as "startling", and observed: "These facts compel us to address ourselves to a review of the situation, and challenge the enquiry whether in all respects the existing University is able to meet the strain that is being placed upon it." The number of matriculation candidates, which stood at 15,477 in 1932, has risen to 29,066 since then. Between 1926 and 1942 the number of affiliated colleges went up from 26 to 50, and of students in attendance from 12,022 to 26,814. The jurisdiction of the University of Bombay covers an area of 196,575 square miles (see Appendix IV) which is greater than that of any other Indian university. Even if Sind establishes a university of its own in the near future, the University of Bombay will have on its hands a jurisdiction of over 140,000 square miles, and more than 24,000 students, attending 44 colleges. This is apart from the consideration that the student population is linguistically heterogeneous to an unusual degree, as evidenced by the languages offered by matriculation candidates in 1942 (excluding Sind): Marathi 10,396; Gujarati 10,047; Kannada 1,824; Urdu 637; English 2,928. One university for the whole Province is no longer sufficient. A survey of actual working conditions in the University of Bombay warrants the conclusion that the creation of additional universities would be a benefit both to the parent body and the offspring.

#### **Affiliated Colleges and the University of Bombay.**

25. We may first examine the relations between the University of Bombay and its affiliated colleges. Owing to the large number of such colleges, many of them have no share in the work of the bodies charged with the direction of the affairs of the University. As things stood on 1st January 1942, 20 colleges out of 50 had no representatives on the Senate or the Faculties of the University. Six, out of the remaining 30, owed their connection to the nomination by the Chancellor of members of their staffs to the Senate. The University cannot hope to bring every college into direct touch with itself. If the attempt were made, the university bodies would become too unwieldy for the discharge of their functions. This drawback is bound to be accentuated with every increase in the number of affiliated colleges. The small number of seats on the Senate open to principals and teachers of colleges has also had the effect of making them seek election to it through constituencies not primarily intended for them. We find two principals elected by the teachers' constituency, one by municipal boroughs, and one by the registered graduates. For the successful working of the present Bombay University Act

a smaller number of affiliated colleges, such as would result from the establishment of additional universities, would be an advantage.

### **Composition of University Bodies.**

26. In addition, there are difficulties arising from the nature of the personnel of the different university bodies. These bodies are made up of representatives drawn from certain well-marked areas, each of them exhibiting distinct differences of outlook, language, and predominant interests. In a university varieties of type and outlook are desirable up to a certain point. But it is open to question whether a university can best accomplish its work when it contains within its groups with such different backgrounds—linguistic, cultural and economic—as are found in the University of Bombay.

### **Inability to utilise outside Resources.**

27. The Setalvad Committee noted the complaint that "a single Presidency University cannot easily pay heed to and develop diverse local interests and cultures. Bombay has too great a multiplicity of interests, above all is too deeply concerned in commerce and industry to be a good guardian of Maratha History or Gujarati literature" (p. 43). This observation is supported by the fact that the University of Bombay has not yet found it possible to make a beginning in this direction; and, should it desire to do so, the prospect of having to make a simultaneous beginning at two or three centres may prove a powerful deterrent. This is apart from the natural desire, on the part of a university, to concentrate at the headquarters all post-graduate teaching conducted directly by itself. The result is that valuable resources available in mofussil centres have not been fully utilised by the University. These resources can be properly organised, and studies of local and regional interest pursued with zest, only by universities started outside Bombay in their respective centres.

### **University for Maharashtra needed.**

28. For reasons stated above, we are of opinion that a single university for the whole Province can no longer serve its needs in the field of higher education. The number of young men and women seeking that education keeps on growing from year to year. The variety and range of instruction to be provided for them continue to expand. Seats of higher learning have now increasingly to serve the needs of their social and physical environment. It follows, therefore, that more universities are needed to suit the requirements of the times. The Setalvad Committee was of opinion that a case had been made out for setting up a university in the Maharashtra area, and we are in agreement with this view. Since 1925 the need for such a university has been intensified by the progress of education in the area.

### **Region, a natural Basis.**

29. The need for additional universities in the Province is thus urgent and widely acknowledged. The Setalvad Committee pointed to the different regional units in the Province as the proper bases for the fresh division of territory. It is, of course, not only in respect of university affairs that regional devolution has been advocated. The principal divisions—Maharashtra, Karnatak, Gujarat and Sind—within the territorial jurisdiction of the University of Bombay are differentiated from one another in many respects, and it has been urged by many witnesses that the demand for regional universities is merely a part of a demand for a much larger measure of national re-organisation, viz., the formation of provinces on the basis of homogeneous regions—in this particular case on the basis of the linguistic region.

**Nature and Justification of Regionalism.**

30. Regionalism has been defined as "a clustering of environmental, economic, social, and governmental factors to such an extent that a distinct consciousness of separate identity within the whole, a need for autonomous planning, a manifestation of cultural peculiarities, and a desire for administrative freedom, are theoretically recognized and actually put into effect." (National Resources Committee, U. S. A. : Regional Factors in National Planning and Development, 1935, p. 138). The Marathi-speaking parts of the Province of Bombay form, from this point of view, a distinct and well-marked region.

31. Regional division is necessary on account of the large area of India and the divergent elements contained in it. But it is noteworthy that even in the U. S. A., where the settlement of population has been comparatively recent and where a deliberate attempt has been made to evolve a common pattern of life and culture, the large area of the country has necessitated distinct regional divisions. It has also been recognized in that country that the development of regionalism is "a factor of value and importance in the encouragement of a more varied and a richer life for the Nation, whereby the peculiar characteristics, resources, and contributions of the major sections of the country, and within each of its constituent parts, could be protected from invasion and suppression by ill-considered and hasty national policies"; and that "the very stimulation of the self-consciousness of the section may recruit a wider leadership for civic affairs, and a richer culture". (Ibid. p. 8). The conclusions of the United States National Resources Committee in respect of regional factors in planning appear to us very important in this connection. The Committee hold that "regions are genuine entities, each of which expresses both natural and cultural differentiation from its neighbours. As such, they are definite and recognizable subnational units within the national whole. . . . Nor is such regional differentiation to be deplored. Rather, it may turn out to be the true expression of American life and culture. . . . One might conclude, therefore, that it should not only be conserved but augmented and utilized as a major factor in national planning and development." (Ibid. p. 154.)

It need not be emphasized that the natural and cultural differentiation in this country is much more marked and very much more ancient than in the U. S. A. Therefore, the need for a free regional development leading to a richer and better integration of the whole is much more insistent with us.

**Regionalism is not Parochialism.**

32. Before we proceed to consider the objects and functions of the proposed University, it is necessary to deal with the apprehension that a regional university may accentuate narrowness of outlook and lead to a parochialism inconsistent with the nature of a true university. This view involves some confusion in the minds of the objectors between mere heterogeneity and the existence of a wide outlook. It has not been the experience in either the political or other social spheres, in Europe or in India, that a compulsory association of divergent elements has led to a smoothing of relations or a better understanding between them. As a matter of fact, the attempt to link together such elements has led to an exacerbation of feelings and to an emphasizing of particularisms. The experience of the working of the University of Bombay in this regard has also not been very happy. Thus it can hardly be said that a mixed organisation necessarily inculcates a wider outlook. It is also not true that a university providing for a homogeneous region need necessarily develop parochialism.

33. There is nothing in regionalism *per se* to accentuate narrowness of outlook. However, any danger that might be anticipated in this regard is lessened a great

deal in Maharashtra by the fact of the broad area and by the diversity of elements comprised within the jurisdiction we propose for the new University. The Setalvad Committee observe in this connection : " We do not think that there is much real danger of such universities becoming centres of disruptive or centrifugal forces, as the new universities will be associated with wide areas such as we propose. For, as has been pointed out, those areas are not absolutely homogeneous and there will be sufficient variety to balance one-sided tendencies." (p. 46.)

34. The best way to eradicate the tendency towards parochialism is to diffuse knowledge regarding the thought and culture of other people. We would, therefore, specially urge on the authorities of the proposed University the establishment of a department of modern Indian languages and literature, in which a comparative study of the trends of the thought and literature of the other " sub-national " groups of India would be carried out. It would be a special responsibility of this department not only to afford facilities for intensive studies in its subject, but also to rouse the interest of all the university students and to spread the knowledge more widely through the popular and extra-mural activities of the University.

### **Regional University not incompatible with highest University Ideals.**

35. It has been further urged that a university which is linked up with the life and requirements of any particular region cannot properly serve the highest needs of a seat of learning. Such a plea would, perhaps, be more acceptable in Great Britain than, for example, in the U. S. A. Even in Great Britain, however, the newer universities have a distinct provincial or civic character. Professor Barker says regarding them : " The peculiarity, the strength, and (in a small measure) the weakness of the newer universities is their local, their ' provincial ', their ' civic ' character. They are rooted in their own areas : they are immersed in the life of their own regions. This is a weakness, in so far as their students, during their whole career, from the primary and secondary school to the university, may continue in the same district, without coming necessarily into any contact with students from other districts. But what is a weakness is also, from another point of view, a source of strength and vitality. There is local patriotism and local support behind these universities ; and they, in their turn, are something of a power in local life and local problems. There is such a thing as academic anæmia ; and the newer universities are preserved from that peril by being plunged into the circulation and the throb of the work-a-day life of a great civic community "\*. (E. Barker : *Universities in Great Britain*, 1931, pp. 73-74.)

36. The seemingly more universal outlook of the older British Universities may also be due, not so much to their divorce from practical life, as to the fact that a large proportion of their alumni find opportunities of rule and service in a far-flung empire. Many recent developments in the Universities of Oxford and Cambridge (not to mention London) point to their intense interest in imperial concerns. Universities that have opportunities of serving empires will naturally appear broader based than those that serve smaller regions. This is not to say, however, that the former are less oriented to the specific needs of certain areas than the latter. Even in a narrower sphere, again, the older British Universities were the first to acknowledge the newer concept of social obligation by being in the vanguard of the Adult Education movement in Great Britain.

\*Cf. also the following :—

" The new universities and indeed all the universities except Oxford and Cambridge are local institutions in more than one sense. In 1929-30 most of them drew about two-thirds of their students from within 30 miles." (p. 410, *Year Book of Education*, 1932). In comparison, Poona draws its students from a wider area and also has substantial numbers coming from outside the Maharashtra region.

### Practical Role of a University.

37. There is no doubt a danger involved in the emphasis on the practical role of the university in social life. It might lead to a lowering of standards and a descent into trivialities, such as is alleged to have happened in some of the American Universities. An awareness of these dangers and a sedulous effort to avoid them may, however, be expected in view of the traditions of learning in Maharashtra. It would be wrong, on the other hand, to shirk an essential responsibility because of a possible danger. This is put forcibly in the following quotation :—

“After all, we can only wish that the universities should render every possible service to society and, in the movement which has been going forward so rapidly, to bring them into closer contact with the pressing needs of that society, our chief solicitude should be to see that they are safeguarded against any impairment of their devotion to the conception of the highest excellence, for it is at this point that they make their unique and invaluable contribution, and especially must they be protected against the essential vulgarizing of their methods and ideals. The more isolated they are from the currents of the work-a-day world, the easier it is to maintain a traditional, even though somewhat artificial, purity of standards. But the temper of our time will hardly allow them to maintain any complete seclusion, and it may well be doubted whether in the long last such isolation is really in the interests either of the university itself or of the social order which maintains it”. (J. R. Angell: “The University Today—Its Aims and Province”, in *The Obligation of Universities to the Social Order*, 1933, pp. 22-23.)

### New University must aim at Service.

38. Such a conceptions of the functions of a university has special importance for Maharashtra. It has to be recognised that, in this region, the last century has brought about something of a cleavage between the educated, urban and professional classes, on the one hand, and the mass of the people and the peasantry on the other. To a large extent this has been the result of peculiar political and social circumstances, but also partly of the character of university education. In consequence, university education has come to be looked upon as the preserve or the concern of a small section and the curious belief has gained currency that the movements for the spread of the higher and lower stages of education, respectively, are mutually antagonistic. The existence of such a belief is highly detrimental to the growth of university education, but it is bound to persist until the higher educational institutions are able to show their social worth in a more palpable and concrete manner than they do at present. It is only by directly helping the solution of the urgent problems that face the mass of the people, and by directly participating in the movement for the diffusion of knowledge and for the raising of the educational level of the people that a university can do this. The university must itself have wide interests and must also have wide contacts with life outside. Only such a university can be exempt from the charge of serving sectional interests, and win for itself the interest and pride of the people, as State or civic universities elsewhere are supposed to do.

### Character of Indian Universities.

39. It would be no exaggeration to say that in India there has been little conscious attempt made, till recently, to integrate the work of the universities with their social environment. The oldest universities had large territorial jurisdictions but were not intended to serve any special function in respect of that territory

particularly. In the era beginning with the Report of the Calcutta University Commission the unitary teaching university became the dominant type. But, while in this newer type, considerable emphasis was placed on the teaching functions of the university and later on research activity, not much progress was made, on the whole, in bringing the universities into touch with the life of the people. Two universities have, however, been established with a definite regional bias during the past two decades: the Andhra University and the University of Travancore. The first has suffered from the beginning owing to the want of a strong teaching centre, and the other was established only a few years ago. At the time of the establishment of the Andhra University emphasis was laid on the development and study of the regional languages and on their use as media of instruction and examination, while the Travancore University Act places in the forefront the development of technical and technological education and the furtherance of original research in the various branches of applied science. The difference in the two indicates, perhaps, the change of emphasis with the passage of time.

### **Analogy of American State Universities.**

40. In its dependence on the State for its main current financial needs and its specific connection with the life of a particular region, the proposed University would resemble closely an American State University. We might, therefore, preface our statement of the objectives and functions of the new University with an extract from a spirited account of the work that falls to an American State University, as given by the President of one of them:—

“No State university could survive in a sheer intellectual empyrean. State universities do not reside upon a hill. Their professors do not enjoy a cloistered life far from the marts of trade and the madding crowd. They are constantly renewing their strength by returning to the springs from which the sources of strength flow. They share with all universities the common responsibility of advancing the cultural life of the people they serve. They do this by discovery and adding to the sum total of human knowledge. They do this by spreading knowledge, by cultivating an appreciation of the arts, and by encouraging skill in their performance.

“Closely associated with these functions the State universities have another—a service function. Doubt still lingers in the minds of some, I know, as to how far a university should go, if at all, in extending its off-campus service to adults. There are those who look upon this practice as a prostitution of learning, and others who look upon it as a sheer and unmitigated dissipation of the intellectual life. Whatever else may be said, it nevertheless is true that the State universities have accepted, and are attempting to discharge, this responsibility with all of the effectiveness at their command, and they are unabashed and without shame in doing it. If this be treason to the traditions of the university idea and ideal, then the State universities of America must for the most part live in a world of outcasts, for instead of decreasing their contacts with the world, they propose to increase them.

“The State universities hold that there is no intellectual service too undignified for them to perform. They maintain that every time they lift the intellectual level of any class or group, they enhance the intellectual opportunities of every other class or group. They maintain that every time they teach any group or class the importance of relying upon tested information as the basis for action, they advance the cause of science. They maintain that every time they teach any class or group in society how to live better, to read more and to read more discriminatingly, to do any of the things that stimulate intellectual or æsthetic interest and effort, they thereby enlarge the group’s outlook on life, make its



members more cosmopolitan in their points of view, and improve their standard of living. These are services which no State university would shrink from performing." (L. D. Coffman, President, Minnesota University : "The Obligation of a State University to the Social Order," in *The Obligation of Universities to the Social Order*, 1933, p. 25 and pp. 27-28.)

### Aspects of University's Work.

41. It is obvious that, defined in this manner, the work of the university serves three special purposes : firstly, to provide adequately for the higher educational needs of the region with special reference to its economic and cultural life ; secondly, to conduct and stimulate original research with a view to promoting the higher development of this economic and cultural life ; and thirdly, to secure that a large and increasing number of classes and groups in the region, outside the body of its own students, profits from its activities and the results of its researches.

### Type of University.

42. In explaining in detail the aims and functions of the University, it is necessary to anticipate somewhat our conclusions regarding the type of the University. A regional university to be alive and virile must be closely linked with the life of the region. It must, therefore, have direct contact with the wide area whose needs it is expected to serve. This means that the proposed University must have direct jurisdiction over the Marathi-speaking area of the Province and must be brought into contact with various elements in it. This necessity leads us to reject the idea of a university whose activities would be confined only to Poona. A university so limited might serve as an additional university in the Province, but its activities would not be specially meaningful for the people of the region. It could not, in short, serve except in a very indirect way the need of a university for Maharashtra. On the other hand, a university which had merely wide jurisdiction, without being so constituted as to function as the real apex of an educational system and as the diligent searcher for the solutions of the problems presented by the economic and cultural life of the people of the region, could also not function as a real regional university. An arrangement, therefore, that merely linked together higher educational institutions in the Maharashtra area in an affiliating, or a very loose federal arrangement could not meet the requirements that we have set forth. While the University must have for a variety of purposes extensive jurisdiction, it must also have at the centre a close-knit and efficient organization which could effectively take up the heavy and responsible duties of a real university for the region. We thus conclude that the proposed University for Maharashtra must have two important functional aspects : (i) a strong and efficient centre of university work and (ii) close contact with the intellectual, economic and social life of the whole region.

### Aims and Functions.

43. In view of these considerations we define the special functions of the proposed University as follows :—

(1) To lay the foundation of a strong teaching university by creating a central organization in Poona, for conducting directly all teaching in graduate and post-graduate courses and for organising and carrying on research in the Faculties of Arts, Science, Technology, Law, Medicine and such other faculties as occasion may require.

(2) To lay down, by holding, if necessary, a matriculation examination, adequate standards for the admission of students to university courses ; to link together and bring into contact with itself institutions of higher learning

in Maharashtra and to co-ordinate research facilities and activities throughout Maharashtra by associating with itself scholars and institutions, and by promoting research projects through such scholars and institutions.

(3) While not losing sight of its essential character as a University, i.e., a seat of universal learning which recognises no frontiers or barriers except those of the human mind itself, to keep in view the special needs, interests and traditions of Maharashtra and its people, and, in particular,

(a) its economic resources, its special problems of agriculture, industry and commerce and generally the various aspects of its economic and industrial life,

(b) Marathi language and literature, the history, civilisation, art and culture of Maharashtra, and in general every branch of study relating to what may be regarded as the distinctive features of the life and thought of the people of Maharashtra of all classes and communities.

(4) To diffuse widely the benefits of university education among all classes by organising centres of extra-mural teaching and university extension activities and encouraging the production of popular literature on scientific and cultural subjects.

(5) To institute and award 'diplomas of merit and proficiency in various branches of theoretical and practical study, of a standard lower than the degree standard of the University.

### **Exposition of Aims and Functions.**

44. Little comment is needed on (1) and (2). They merely make clear the two aspects of the academic work of the proposed University which are (i) the organization of a centre at Poona and (ii) the co-ordination of work of a university type throughout the area.

3 (a) and 3 (b) bring out the specific emphasis in university studies and especially the orientation of the research to be carried out at the University in the direction of the needs of the life of the region.

3 (a) needs no explanation as it has been realised more and more, especially during the last decade, that the fundamental problems of the economic life of a region, with the necessary emphasis that they imply on research in applied science, have a paramount claim on the time and attention of the leaders of thought in a region, and, therefore, necessarily on that of the highest educational organization in the region, i.e., the University.

In 3 (b) we have made special mention of the Marathi language and its literature, because the region as a whole is Marathi-speaking. We would, however, make it clear that, while specially concerning itself with studies that would interest the vast bulk of the population, the University should not neglect the corresponding claims of minority elements in the area. Some of these elements have definite traditions, historical, cultural and linguistic, which also, we feel, the University should guard and cultivate. To mention only a few: the Muslims of the Deccan area have played a considerable role in the history of the region and have a distinctive tradition. Their history, language, literature and culture would be fitting subjects of study and research at the University. Similarly, the immigrant trading and other elements in the area who hold such an important place in its economic life might also have interests to which the University would, we expect, pay adequate attention. The Parsees who have been munificent patrons of educational activity in Poona might desire the encouragement of Avesta and Pahlavi studies. The study of Jainism and Ardhmagadhi has already received some attention from scholars in this area, and this might well be further organized. The close cultural

and political relations in historical times of Karnatak and Maharashtra, and the mixture of the two elements in the area on the border, would lead the new University to cultivate specially the comparative study of the language, art, music, culture, etc. of the two regions. These few instances are merely illustrative, and are not intended to exclude others of whose existence we are aware, and which would equally claim the attention of the proposed University.

The two special functions laid down in (4) and (5) indicate the service aspect of the University and we expect that it is through an efficient organization and a wide distribution of these activities that the University would maintain its close contact with the people of the region.

#### **Headquarters.**

45. In our opinion, Poona is the most suitable headquarters for the new University. Its central position in relation to the area we recommend for the jurisdiction of the University and its equable climate make it a very desirable centre. Some witnesses have suggested a rural environment for the University away from the bustle and distraction of city life. We have already indicated that our idea regarding the new University is not that of a university pursuing abstract studies in cloistered seclusion, but one that would attempt to grapple with the vital problems affecting the mass of the people belonging to the region. The suggestion of a rural environment, therefore, has no great force from our point of view. Further, this suggestion takes no account of the resources in men, equipment and buildings that Poona already possesses. Unless these are to be left unorganized and unused for the highest grade of university teaching, and public monies spent on duplicating them elsewhere, the choice in respect of the headquarters of the new University must inevitably fall on Poona. Poona has more than 5,000 college students and has provision for instruction in most branches of learning. We may point out that there is no other educational centre in India, with such a large number of college students and so many notable institutions of different types, which is not also the seat of a university.

#### **Name of the University.**

46. We recommend that the name of the proposed University for Maharashtra should be the "University of Poona". It is more usual to name universities after cities than after regions. Further, a regional name, such as the University of Maharashtra would not be suitable in this instance. The term Maharashtra means and includes the predominantly Marathi-speaking block of contiguous territory. This territory is today divided between a number of jurisdictions, chief among which are the Province of Bombay, the Central Provinces and Berar, the Nizam's Dominions and the Portuguese territory of Goa. Within the British portion of the Maharashtra area there are, today, two universities, the University of Bombay and the University of Nagpur. Even after the establishment of the proposed University, the University of Nagpur will continue to provide for a very important part of the Maharashtra area; and as Bombay City and the Bombay Suburban District would not be included within the jurisdiction of the new University, the whole Maharashtra area, even within the Province of Bombay, would not be comprised within it. The name "University of Maharashtra" would, therefore, be inappropriate and might even be resented by parts of Maharashtra not included within the area of the new University. An analogous instance is provided by the University of Travancore. In considering the establishment of this University the idea of a Kerala University which would embrace all the Malayalam-speaking population, not only within the State of Travancore but also within the State of Cochin and the contiguous British districts, was constantly under discussion.

Because, however, a start had to be made with a university confined to the State of Travancore the new University was named not the Kerala University, but the University of Travancore. It has been suggested that the name "University of Poona" might indicate a university which confined its activities to that city and might even connote association with only a small section of the population of Maharashtra. We do not think that this fear is justified. The University would be judged by its constitution and by the sphere of its activities, and not by what its name might convey to certain people. In view of the recommendations that we make in these respects, we are confident that the new University would prove to be the intellectual and cultural home of the whole of the Maharashtra area within the Province and beyond.

## CHAPTER IV.

## COLLEGIATE EDUCATION IN POONA AND MAHARASHTRA.

47. In this chapter we propose to survey the extent of the educational resources and activities of university grade to be found within this area. The survey will be limited to the area which we are going to propose for the jurisdiction of the University. This area is the Marathi-speaking portion of the Province of Bombay, excluding Bombay City and Bombay Suburban District. In addition to this, the jurisdiction would cover such neighbouring Indian States as choose to come within the fold of the University.

*I. Colleges in Poona.***1. College of Engineering.**

48. The College of Engineering (formerly the Poona College of Science and still earlier the Poona Civil Engineering College) arose out of a school established in 1854 for the purpose of educating subordinates for the Public Works Department. The College was affiliated to the University in 1865. It is under the control of the Principal who is subordinate to the Director of Public Instruction. An advisory committee consisting of officials and non-officials has been associated with the Director.

49. Students who have passed the Intermediate Examination in Science are admitted to the College and go through a course of three years' training for the Degree of Bachelor of Engineering (Civil), Bachelor of Engineering (Mechanical) and Bachelor of Engineering (Electrical). The number\* of students attending the three branches noted above was 185, 63 and 76 respectively in 1941-42, spread over the three years' course in each case. The total number had increased from 194 to 324 during the preceding three years. The strength of the teaching staff was 17, and demonstrators and tutors numbered 17.

50. The workshops and laboratories serving the various departments are well equipped with modern machinery and apparatus. The library has about 3,000 books in different branches of Engineering. The Triennial Inspection Committee of 1941-42 stressed the necessity of developing research work and of providing facilities for post-graduate work.

51. There are, in addition, attached to this College Diploma Classes in the three branches of engineering noted above, which were attended by 275 students.

**2. College of Agriculture.**

52. This College owes its origin to the development of the agricultural classes at the old College of Science, Poona. In view of the growing demand for agricultural education it was considered advisable to establish a separate College of Agriculture. This was done in 1908, and the College was removed to its new buildings in 1911. The Principal of the College is responsible in respect of management to the Director of Agriculture in the Bombay Province.

53. Students are admitted to the College on their completing the course for the First Year in Science. They can take the B.Sc. (Agri.) Examination three years after their admission. There are also the higher degrees of M.Sc. (Agri.) to be obtained by research or by research and examination combined, and Ph.D. (Agri.), a purely research degree. Research work in different branches of agricultural science is carried on at this College. The College possesses a library containing about 13,000 books and 8,000 bound periodicals.

\* The figures quoted here and elsewhere in this chapter are for the year 1941-42.

54. The total number of students on the rolls was 232, of whom 87 were in the First Year Class, 81 in the Second and 64 in the Third. There were 12 students engaged in research work. The teaching staff numbered 22 and demonstrators and tutors, 8.

### **Private Colleges in Poona.**

55. The Colleges of Agriculture and Engineering are Government institutions conducted and financed by the Government. The other five colleges in Poona are managed by private educational bodies and a sixth, the Deccan Education Society's College of Commerce, will be added at the beginning of the next academic year. Three of the five colleges are Arts and Science Colleges, the fourth is a Law College and the fifth a Secondary Teachers' Training College. These colleges constitute a very important group of educational institutions, having more than 4,500 students on their rolls. They possess certain distinctive features of working and organisation, which will be described in another part of this chapter.

### **3. Fergusson College.**

56. The oldest among the private colleges is the Fergusson College founded in 1885 by the Deccan Education Society, an educational body formed in 1884 for the purpose of "cheapening and facilitating" education. It is at present the second largest college affiliated to the University of Bombay, with an enrolment of 820 students on the Arts side and 1,117 students on the Science side. The Science side of the College has during the last few years expanded very rapidly. There were 128 students registered for post-graduate work in Arts and 41 in Science. The teaching staff numbered 49, and the number of tutors and demonstrators was 40.

57. The Jerbai Wadia Library of the Fergusson College is housed in a building of its own. The library contains about 50,000 volumes including the valuable Mandlik Section. The library of the Indian Mathematical Society is also located in the Fergusson College building.

58. There is a Technical Institute attached to the College, which provides a two years' course in the Technology of Paints and Varnishes, for matriculates or students of equivalent qualification. The number of students in attendance was 16.

### **4. Sir Parashurambhau College.**

59. The Shikshana Prasarak Mandali of Poona started the New Poona College in 1916. By 1927 the College became a full-grade Arts and Science college. In 1928 its present name was given to it, and it was shifted to its present location. The College had a total enrolment of 1,400, of whom 823 belonged to the Arts side and 577 to the Science side. The number of post-graduate students in Arts was 71 and in Science 23. The teaching staff consisted of 40 members; the number of tutors and demonstrators was 9. The library of the College is housed in a separate building and contains 35,000 volumes.

60. There is a special department attached to the College, called the School of Radio-Physics and Electronics. It had an attendance of 54.

### **5. Nowrosjee Wadia College.**

61. This College was opened in June 1932 by the Modern Education Society, Poona. The College is permanently affiliated to the University of Bombay for the teaching of the full Arts course, and also for the teaching of B.Sc. courses in certain subjects. It had 383 students on the Arts side, including 33 post-graduate students, and 361 students on the Science side, including 9 M.Sc. and Ph.D. students.

The teaching staff consisted of 42 members. The number of tutors and demonstrators was 9. The library of the College contains over 15,000 volumes.

62. The Institute of Electrical Technology attached to the College was attended by 104 students in 1941-42.

### 6. Law College.

63. This College was opened by the Indian Law Society in June 1924. For the first twelve years the classes were held in the Fergusson College buildings. The College was shifted to its permanent home in 1936. The number of students on the rolls was 456, including 28 students reading for the LL.M. degree. The teaching staff numbered 8. The College is housed in a spacious building in the midst of extensive grounds. The library has 7,000 volumes.

### 7. Tilak College of Education.

64. The College was opened in June 1941, by the Shikshana Prasarak Mandali. The course of studies for the B.T. degree extends over one year. The number of students on the rolls was 115. The strength of the teaching staff was 12. The College is housed in a building on the grounds of the S. P. College.

## *II. Colleges outside Poona.*

### 8. Willingdon College, Sangli.

65. This College was opened by the Deccan Education Society, Poona, in 1919. It is affiliated for the full Arts course, and up to the intermediate stage on the Science side. The total number of students was 460, of whom 337, including 70 post-graduate students, were on the Arts side and 123 on the Science side. The teaching staff consisted of 16 members. The number of tutors and demonstrators was 5. The college library contained 15,000 volumes.

66. The College is situated in British Territory, midway between the towns of Sangli and Miraj, and has been liberally supported by the Rulers and people of the States in the Southern Maratha Country.

### 9. Hansraj Pragji Thackersey College, Nasik.

67. This College was opened by the Gokhale Education Society of Bombay, in June 1924. It is affiliated for the full Arts course only. The number of students was 276 and the strength of the teaching staff was 16.

### 10. Dayananda Anglo-Vedic College, Sholapur.

68. This College was opened in June 1940 by the D. A. V. College Trust and Management Society of Lahore, with the object of "promoting and encouraging the study of Hindi and classical Sanskrit in Southern India, and to serve as an effective medium for the establishment of cultural contact between the people of Northern and Southern India." The College was a second-grade collegiate institution in 1941-42. The number of students in the first two college-classes was 140 on the Arts side and 148 on the Science side. The teaching staff numbered 14.

### 11. Rajaram College, Kolhapur.

69. The Rajaram College was opened in 1880. For nearly 40 years the institution remained a second-grade college. In the course of ten years between 1920 and 1930 it became a full-grade college both on the Arts and Science sides. The number of Arts students was 559, including 59 post-graduate students, and that of Science students was 305. The college library contained 29,000 volumes.

### 12. Sykes Law College, Kolhapur.

70. This College was opened in 1933. The number of students was 124. The teaching staff consisted of 7 members. The college library has 2,600 volumes.

### 13. Shree Maharani Tarabai Teachers' College, Kolhapur.

71. The College was opened in 1934. The number of students enrolled was 100. The teaching staff consisted of 10 members.

72. The three colleges in Kolhapur are conducted by the Kolhapur State. Their combined strength is well over 1,000, and the annual current expenditure amounts to about Rs. 2,00,000. Kolhapur has already become an important educational centre, and its importance is bound to grow in course of time. It offers special facilities to students of the intermediate and backward classes, such as economical lodging and boarding arrangements in communal hostels, and a generous provision of scholarships and free-studentships in State institutions.

### Agencies managing Colleges.

73. Two of the colleges mentioned above, viz., the Colleges of Agriculture and Engineering, are conducted by the Government of Bombay and the three colleges in Kolhapur are conducted by the Kolhapur State. The remaining eight colleges belong to private educational bodies and are managed by them. With the exception of the D. A. V. College Trust and Management Society, which has its head-quarters in Lahore, these bodies have been formed and operate within the Maharashtra area. They possess certain common features of organisation and working, which may be traced to the constitution of the Deccan Education Society and to the ideals that inspired its founders. All of them are corporate public bodies and no individuals have private proprietary interest in their funds and properties. The lead and initiative in their formation have often come from persons who had deep and abiding faith in the efficacy of education as a means of national uplift.

74. The main features of the organisation and working of private educational bodies have flowed from the circumstances of their origin. The responsibility for education, management and finance is shouldered by the "life-members", who pledge themselves to the service of these societies and in whom as a body are centred the functions of the teacher, organiser and administrator. Leading men in the community are associated with life-members in the management of these societies. Another noteworthy feature of these societies is their initial basis of self-sacrifice, which has stood the test of adverse conditions and contributed greatly to the progress of education in Maharashtra.

### III. Research Institutes in Poona.

#### 1. Ranade Industrial and Economic Institute.

75. This Institute, founded in 1908 as a memorial to the late Mr. Justice M. G. Ranade, is the oldest among the research institutes now functioning in Poona. Amongst its objects are the following:—

(1) To promote the spread of industrial, technical and scientific knowledge in the country.

(2) To advance in other ways the industrial development of the country.

76. In 1910 the present laboratory—then described as the Techno-Chemical Laboratory—was opened to provide for training in experimental and research work in industries. Professor D. B. Limaye became the Director of the Institute in 1912 and continued in that post until 1942. During recent years the main work of the



Institute has been on fundamental research in Organic Chemistry and since 1929 research students have been admitted to its laboratory. There were 8 research students working there in 1941-42. It is now regarded as an important centre of chemical research. More than 40 students have secured university degrees on the strength of research work carried on at the Institute. Its main source of income is from the interest arising from a trust fund of Rs. 90,000. The Director of the Institute is a whole-time salaried officer.

## 2. **Bharat Itihas Samshodhak Mandal.**

77. This institution was founded in 1910 by the late Mr. Vishwanath Kashinath Rajawade and his co-workers. Its objects are to collect and conserve historical materials, to publish historical works and the results of historical research, and generally to promote the study of Indian History in all its aspects and departments. It has published 56 works on its own account and sponsored the publication of 37 more. It has been conducting a quarterly Journal of Research for the last 23 years. The Mandal possesses a library of about 7,000 volumes and a rich collection of Sanskrit, Marathi and Persian manuscripts and letters. The museum of the Mandal contains rare paintings and other objects of historical interest. There are two whole-time research-workers in the service of the Mandal. The Mandal has a building of its own.

## 3. **Bhandarkar Oriental Research Institute.**

78. This Institute was founded in 1917 with the object of creating and offering facilities for research in oriental studies. It was named after Dr. Sir Ramkrishna Gopal Bhandarkar to commemorate his great services to the cause of oriental learning. In 1918 the Government of Bombay transferred to the Institute the collection of manuscripts in the Deccan College library and also handed over to it the management of the Bombay Sanskrit and Prakrit Series.

79. The most important undertaking of the Institute is the publication of a critical edition of the Mahabharat, which was begun more than 20 years ago, and is expected to take at least 10 years more. A descriptive catalogue of the manuscripts in the Government library numbering about 20,000 is under preparation. The Iranian and Semitic Department was organised in 1920, for the collection and preservation of Avesta, Pehlavi, Persian and Arabic manuscripts. A part of the present programme of this Department is to arrange for the study of Avestan literature in conjunction with the Vedic. The post-graduate instruction department was opened in 1927. The Institute now participates in the scheme of coordinated post-graduate instruction at the Poona centre.

## 4. **Gokhale Institute of Politics and Economics.**

80. This Institute was opened in 1930 at the head-quarters of the Servants of India Society in Poona. It represents an effort to fulfil one of the main aims of the founder of the Society, viz., to provide for a thorough study of the political and economic problems of India. The late Rao Bahadur R. R. Kale, M. L. C. of Satara donated the sum of over a lac of rupees to form the corpus of a fund, the interest on which is being used for the purpose of promoting research into political and economic problems. Since its foundation this Institute has carried out a number of socio-economic investigations. The Director of the Institute participates in the inter-collegiate post-graduate teaching at Poona. The number of post-graduate students registered at the Institute in 1941-42 was 68. Besides the Director there are two other research workers on the permanent staff of the Institute. The Institute is able to draw upon the valuable and extensive library of the Servants of India Society.

### 5. Deccan College Post-Graduate and Research Institute.

81. This Institute which represents the old Deccan College in its new form, was inaugurated by the Government in 1939. The Deccan College itself had grown out of the Poona Sanskrit College founded in 1821 by Mountstuart Elphinstone. In 1863, the Government accepted a donation of Rs. 1,25,000, from Sir Jamsetjee Jeejeebhoy, in trust, for continuation of the College and for the erection of suitable buildings for its use. The College was thereafter named Deccan College. It was closed in 1934. The developments that followed have been set forth in paragraphs 18, 21 and 23 of this report. In the end, the Government agreed to revive the Deccan College as a Research Institute, under its own management. The expenses of its maintenance are borne by the Government.

82. The Institute provides facilities for conducting research in the following subjects :—

#### *Linguistics.*

- (1) Indo-European Philology.
- (2) Dravidian Philology.
- (3) Semitic Languages and Literature.
- (4) Sanskrit Literature (especially Vedic).

#### *History.*

- (5) Proto-Indian and Ancient Indian History.
- (6) Mediæval Indian History.
- (7) Maratha History.
- (8) Sociology.

83. The number of students on the rolls was 40. The whole-time teaching staff attached to the Institute consisted of a director and 7 professors and readers. The library of the Institute contains the collection of books in the old Deccan College library and the books belonging to the Satara Historical Museum, which were transferred to it in 1939. In addition to these, new books worth Rs. 30,000 were purchased as initial library equipment for the Institute. The library now contains over 25,000 volumes and a valuable collection of journals. The Institute also possesses a fully equipped Phonetic Laboratory.

### 6. India Meteorological Headquarters Office.

The Meteorological Officers posted at the Headquarters Office of the India Meteorological Department at Poona, have found it possible to guide the research work of a number of post-graduate students in Poona in certain branches of Physics, Meteorology and Agricultural Meteorology.

Ten research students were guided by the members of the staff of this office during the year 1941-42: one for D.Sc., four for Ph.D. and five for M.Sc.

84. The experts connected with the Meteorological Observatory of the Government of India have found it possible to guide the research work of a number of post-graduate students in Poona in certain branches of Physics.

### 7. Central Irrigation and Hydrodynamic Research Station, Khadakwasla.

85. This is a centre where hydrodynamic research is carried on by the Government of India into problems of control of rivers and canals.

#### *IV. Research Institutes outside Poona.*

### 8. Indian Institute of Philosophy, Amalner.

86. Shet Motilal Manekchand of Amalner founded this Institute in 1916. It is purely a research institute and its object is to encourage persons who have already studied western philosophy to obtain first-hand acquaintance with Indian philosophical thought in general and with Shankaracharya's Advaitic philosophy in particular. The Institute has a permanent staff of 4 teacher. Six research fellowships have also been instituted and they are awarded to persons with high university

degrees, possessing knowledge of Sanskrit. The Institute has a valuable library of philosophical literature.

## 2. Shree Samartha Vagdevata Mandir, Dhulia.

87. This institution owes its origin to the efforts of Mr. S. S. Dev of Dhulia, who for about 50 years has been a devoted student of the life-work and writings of Ramdas. During this period Mr. Dev has published 75 books about Ramdas, his disciples and his school of thought. In 1935 the collection of books, letters, manuscripts, etc., along with the building in which it is housed, was handed over to a body of trustees. Besides literature of the Ramdas school, the collection also contains manuscript copies of the works of a large number of Marathi poets who flourished before 1818.

## 3. Rajawade Samshodhan Mandal, Dhulia.

88. This institution was founded in 1929 as a memorial to the late Mr. Vishwanath Kashinath Rajawade. Its principal objects are :—(1) to carry on historical and literary research ; (2) to preserve the Rajawade collection of old manuscripts and historical papers, and to publish the writings of Mr. Rajawade. A building was completed in 1931 to house the collection. The Mandal has published two works of Mr. Rajawade dealing with Marathi etymology.

### V. Other Institutions.

89. Besides the research institutes noticed above, there are other institutions and associations engaged in academic activities which might well be brought into association with the new University. The following are among such institutions :—

*The Veda-Shastrottejak Sabha (Poona)* founded in 1875 holds examinations in different branches of Sanskrit learning and awards certificates and titles of proficiency, as well as prizes and scholarships for the encouragement of learning.

*The Anandashram (Poona)* was founded in 1888 by the late Mr. Mahadeo (Chinnaji) Apte. Under its auspices the well-known Anandashram Sanskrit Series, now comprising 120 volumes, has been published.

*The Mimamsa Vidyalaya (Poona)* was founded in 1924 by the Shikshana Prasarak Mandali, with the object of promoting the study of Mimamsa literature and preserving and demonstrating the technique of ancient sacrifices.

*The Poona Sanskrit College* was founded in 1924 "to preserve traditional Shastric learning and make arrangements for fostering and furthering its study along traditional lines, but upon a broader and sounder basis."

*The Vaidik Samshodhan Mandal (Poona)* is engaged in bringing out an edition of the Rigveda with Sayana's commentary.

*The Pradnya Pathashala (Wai)* is compiling the Dharma Kosha, being a classified collection of Smriti texts and commentaries bearing upon Hindu law, religion ethics, social institutions, etc.

*The Deccan Vernacular Translation Society (Poona)* has since 1894 been helping, by monetary awards, the production of Marathi literature.

*The Maharashtra Sahitya Parishad (Poona)* is engaged in the development of Marathi language and literature. One of its undertakings is the preparation of scientific terminology in Marathi.

*The Maharashtra Kosha Mandal (Poona)* has recently completed a seven-volume dictionary of the Marathi language and is at present working upon a dictionary of Marathi proverbs.

*The S. N. D. T. College for Women (Poona)* is affiliated to the Sreemathi Nathibai Damodhar Thackersey Indian Women's University. The University was founded by Prof. D. K. Karve in 1916, *inter alia*, with the following objects :—

(1) To make provision for the higher education of women through modern Indian languages as media of examination and instruction.

(2) To lay down courses of study specially suited to the needs and requirements of women.

The College is open to matriculates of this University or of other Indian universities. The degree of G. A. (Grihit Agama) is taken on the completion of a three years' course. The College was attended by 67 students in 1941-42.

*Baytul-Ulum* (i.e. House of Sciences), a Muslim educational institution at Malegaon, Nasik district, teaching through Urdu and on traditional lines, Arabic classical and standard works on Arabic Language and Literature, Exegetics of the Quran, Traditions, Jurisprudence, Theology, Logic, Philosophy and History. It also teaches Persian language and literature up to the B.A. standard. Founded in 1895, it has been doing the work of spreading higher learning amongst Muslims for the last forty-eight years. It is located in its own buildings and about 75 to 100 students study therein. Among the sources of its income are grants from the Educational Department, the Municipality, and rents of buildings, endowments and subscriptions. Annual examinations are held and Certificates of Proficiency are granted to successful candidates who are designated Mawlawis, Hafizs, (i.e. those who have learnt the whole of the Quran by heart), and Qaris (i.e. those who are trained to recite the Quran according to the rules of correct recitation).

*The Byramjee Jeejeebhoy Medical School (Poona)* was founded in 1878. It is an important centre of medical education in Poona. It provides a four years' course leading to the degree of L.C.P.S. (Licentiate of the College of Physicians and Surgeons.) Students were previously admitted after passing the matriculation examination, but now they have ordinarily to pass the Intermediate Science examination. In 1941-42, there were 217 students, and of these 33 were women. The School is conducted by the Government.

#### *Institutions teaching Ayurvedic Medicine.*

There are four such important institutions in the Maharashtra area : (1) The Aryangla Vaidyak Mahavidyalaya, Satara, (founded in 1913); (2) the Ayurveda Mahavidyalaya, Ahmednagar, (founded in 1917); (3) the Ayurveda Mahavidyalaya, Poona, (founded in 1921); and (4) the Ashtanga Ayurveda Vidyalaya, Poona, (founded in 1939). They are conducted by private bodies. They generally teach a four years' course, at the end of which they grant their own certificates or present candidates for the examination of Ayurveda Visharad held by the Tilak Maharashtra Vidyapitha. These institutions recently received recognition from the Board of Indian Systems of Medicine set up by the Government of Bombay. The total number of students in them was about 300 in 1941-42.

## CHAPTER V.

## ORGANIZATION OF THE UNIVERSITY AT POONA.

**Poona Assets.**

90. The details given in the last chapter will have shown what considerable resources of diverse types have been built up in Poona during the last few decades, largely through private effort. The existence of these accumulated resources makes the problem of building up a university centre at Poona much easier than if a purely fresh start had to be made. The new University would start, not only with considerable assets in buildings, books and apparatus, and a large body of well-qualified teachers on which to draw, but also with what is of greater importance, viz., the splendid academic traditions and the spirit of service for which the educational history of Poona has been so noted.

**Present Lack of Co-ordination.**

91. The problem of utilising these assets in building up a central university organisation is, however, not easy of solution. It has to be remembered that the existing resources are not under unified control. The private colleges and research institutions have developed to a very large extent independently of one another. Indeed, there is at present little co-ordination between them. The available resources are devoted today mostly to ordinary collegiate teaching; and, though a certain amount of improvement in the quality of equipment is noticeable, there is no denying the fact that a number of organizations are continually in financial difficulties and have, therefore, to content themselves in several directions with very ordinary standards of teaching and equipment. While it would be unfair to say that post-graduate and research work have been altogether neglected by the major educational organizations, it is incontrovertible that the major private societies do not find the leisure or the resources to organise this vital branch of university activity in a systematic manner. Moreover, the isolated working of each unit makes the result of such work much less efficient than if co-ordination had been possible among them. This is, of course, much more evident in the teaching of the graduate classes than in the classes up to the intermediate examination. The first and the second year classes on both the Arts and Science sides are sufficiently large in all the three colleges. Consequently there is not much wastage in the conduct of formal teaching or in the use of building space. The case is, however, very different with the graduate classes. Even for the pass B.A. degree, the only classes that are large enough to be handled separately in formal lectures are those in compulsory English and in the History and Economics course in the three institutions. As Appendix VII will show, in the vast majority of other subjects the students are so few that the formation of separate classes in each college necessarily means considerable waste of time and resources. Even where the number in each separate institution in a subject is large enough to constitute a fair lecturing class, the isolation of the different units involves waste, inasmuch as the benefits of co-operation are not obtained. Each college teaches, under existing conditions, the entire course, and preparation for this has to be made by the small staff of teachers available in each institution. In modern times, a certain degree of specialization is indispensable, not only for the conduct of post-graduate teaching and research, but also for the efficient conduct of ordinary graduate teaching. It is obvious that, as things stand, it is difficult for most teachers in Poona colleges to specialise.

**Idea of Merger.**

92. How to bring about the co-ordinated use of all the educational resources available in Poona, so that a strong centre of university work might be created, is a question to which we have given careful consideration. The proposed university organization must be capable not only of bringing about the most economical use of available resources in Poona, but also of actively initiating and undertaking diversified activities over a wide area—activities that will range from conducting and stimulating original research over the whole field of knowledge to popularising the accumulated store of knowledge and the results of research. The most obvious way to attain our objective would be to bring about a complete merger of all the various educational institutions in Poona. This would result in the almost automatic creation of a unitary organization which could efficiently conduct both teaching and research. The idea of the creation of such a unitary organization has many attractions and was forcefully put before the Setalvad Committee by Dr. (now Sir Raghunath) Paranjpye. His note dealing with this question as also his general scheme for the re-organisation of education is printed as Appendix VI. The Setalvad Committee did not find the idea acceptable, and at the time it found comparatively little support in Poona institutions. A definite advance over that stage was recorded in the evidence that was tendered before us. In this evidence, one of the three important educational societies in Poona, the Shikshana Prasarka Mandali, advocated the establishment of a unitary and teaching university, as will be seen from the following extract from its written evidence :—

“As regards the existing colleges in Poona, the University should take over the control of these colleges completely along with their assets and liabilities. It would be possible to persuade the Governing Bodies of these colleges to hand over them to the University, as the establishment of a University in Poona would be the most natural culmination of the activities of these societies. As regards the schools conducted by them, it is suggested that the University should take these also under its control and run them through a secondary education board. Naturally the whole of the existing permanent staff employed by these societies will have to be taken over by the University together with the other commitments. It is calculated that according to this arrangement the University would have property worth Rs. 75 lakhs and with the Government college property worth about Rs. 50 lakhs the University would own property worth a crore and a quarter. It is felt that the patriotic, and self-sacrificing societies would be able to merge themselves into this University for the benefit of Maharashtra as a whole. If the societies concerned agree to do this, there would be a staff of teachers excellently qualified in different subjects, which would fully maintain the standard of a first-class University. The colleges would retain their names and their trusts, only they would be doing whatever work is assigned to them by the University.”

**Objections to Merger.**

93. There is a great deal of force in the views expressed by the Mandali. A great many difficulties in adjusting relations, academic and financial, involved in any arrangement that stops short of a complete merger would be obviated if the merger could be effected. The University would begin to function with fairly considerable assets, which it would absolutely command. While, however, the proposal of a merger to bring into existence a university organization appears logical and attractive and would have found favour with the Committee, it must be admitted that a number of considerations make it impracticable to suggest such a course for the present. Apart from the many legal difficulties which would have

to be faced in bringing about a merger of societies variously endowed, there are other difficulties concerning the reactions of the people now in control and the practical working of the proposed organization. It has been pointed out to us that a merger is not likely to be favoured, either by the life-members of the various societies who directly control the working of the institutions, or by the bodies of patrons and donors who have financially supported and continue to support these institutions. Financial support to these institutions has been forthcoming because they have been guided in their activities and policies in particular directions; endowments have been made and institutions reared up with definite objectives and aims in view. It is considered problematical whether these particular objectives will continue to be served when the institutions are merged and when all control over them will have passed to the newly-created unitary organization.

94. Secondly, even if there had been greater willingness on the part of members of governing bodies and of life-members of Poona societies to accept the idea of a merger, an immediate merger would not, in the opinion of some witnesses, be in the interest of either the institutions concerned or the future University. The present educational structure in Poona has been almost entirely built up as a result of the disinterested and strenuous efforts of working life-members and other teachers of the various societies. This effort has been put forth and these institutions built up largely because the individual life-members, or life-members as a body, felt that they were thus helping to create something after their own ideas and the development of which they were in a position directly to influence. The building up of the Poona institutions has been often spoken of as the result of self-sacrifice. Perhaps it might with equal justice be called the result of the efforts of a body of educators at self-fulfilment. It has been emphatically stated that, in the unitary organisation which would completely replace the separate individual institutions, this incentive and this urge would no longer be in evidence. If this incentive were taken away and the teachers of the new University were to regard themselves as mere employees of the unitary organisation, a vital factor contributing to the present status of Poona as an educational centre would be eliminated.

#### **Analogy of Oxford and Cambridge.**

95. While we do not consider these objections as insurmountable, we have been impressed by them so far as to think it inadvisable to try to bring about a merger of the Poona societies until a large body of their life-members and the members of their governing bodies favour such a step. We do not think that it would be wise to bring into existence a new organization which, in the very process of its creation, would provoke considerable opposition from precisely those people on whose willing co-operation its successful working would depend. Though a merger under present conditions may not be practicable, a very close co-ordination of the activities of the various institutions is a condition precedent to the creation of a strong university centre. We, therefore, propose to consider the manner in which such a close co-ordination of effort of the various bodies could be brought about. In this connection the analogy of the situation existing some decades ago in the Universities of Oxford and Cambridge is instructive. Like the colleges at these Universities, the Poona colleges have grown independently of one another, each with its own resources and each self-sufficient within itself for practically all purposes. When the Royal Commission on Oxford and Cambridge Universities reported in 1922, co-operation between the several colleges was limited. It was only as a result of the work of the Statutory Commission set up for each University on the recommendation of the Royal Commission that a closely interwoven system of college and university relations has now been built up.

### Arrangements at Cambridge and Oxford.

96. The following extracts from the Universities Yearbook, 1939, describe in brief the nature of the present organizations at Cambridge and Oxford.

#### Cambridge.

"The Colleges are self-governing corporate bodies distinct from the University, owning and managing their separate property, the corporators being the Head and Fellows. Their powers are, however, limited by their statutes, which cannot be altered by them without notice to the University and approval by the Privy Council. The functions of the Colleges in regard to students are to provide lodging, corporate life, and personal tuition, while the function of the University is to provide public instruction by means of lectures and demonstrations, examinations leading to degrees, and facilities for research. The affairs of the Colleges are, however, closely interwoven with those of the University. Most of the Fellows of Colleges are university officers, indeed the statutes require that a certain proportion of the Fellowships of each College shall be held by university officers. And each College is required by statute to contribute a certain fraction of its income to the funds of the University, the scale of contribution being graduated according to the wealth of the College." (p. 65.)

#### Oxford.

"The Colleges are corporate bodies distinct from the University. They manage their own property, and elect their own officers; and the Proctors have no power within their walls. Their Statutes, however, render them subject to certain University Statutes which deal, among other things, with reservation of a proportion of Fellowships for University teachers and officers, the assignment of Fellowships to University Professorships, the admission of undergraduates, contribution for University purposes, the presentation and audit of accounts, and the special examination of catering accounts. The relation between the University and the Colleges is intimate. The great majority of the members of the University belong to the Colleges, and all who belong to the various Colleges are at the same time members of the University. Teaching is given partly by University Professors, Readers, Lecturers, and Demonstrators, partly by the more numerous body of College Tutors and Lecturers." (p. 272.)

### Proposed Poona Organization.\*

97. In our opinion it should be possible to bring into existence a strong university centre in Poona, if the University acquired powers similar to those vested in the Universities of Cambridge and Oxford. There should, at the same time, exist no room for complaint that initiative and independence had been taken away from the existing organizations.

98. The colleges at Cambridge and Oxford are very ancient and, most of them, well-endowed corporations. They were not at any time in receipt of a direct subsidy or grant from the Government. The colleges at Poona are comparatively recent organizations, dependent for a part of their current finance on Government grants. There should, therefore, be less difficulty in their conceding to the proposed University at least as much power as has been conceded by the colleges at Oxford and Cambridge.

99. We propose that all institutions conducting teaching of the graduate standard in Poona should form constituent units of the new University. The

\* For statistical information about colleges in Poona and outside see Appendices V, VII and VIII.



independence of the existing units in respect of internal management and finance would be maintained. The constitutions of the various organizations conducting these institutions are diverse and there would be no need to disturb them. Some of these organizations also conduct other types of institutions and institutions in other areas. The existence of these raises another difficulty in the way of a merger, but need raise no complications when, as in the proposed arrangement, the independent existence of the organizations is maintained.

### Teaching in the First Two Years.

100. We propose that teaching up to the Intermediate standard, wherever it is conducted, should be left to the constituent units themselves. We have already indicated that the number of students in the first two college classes in the Arts and Science colleges is ordinarily large enough to be separately handled. Further, teaching during these two years does not constitute so much an integral part of university teaching as a link between it and secondary education. Students at this stage require to be taught in a manner essentially different from university students. It would be better, therefore, to leave these stages of teaching to be conducted by the colleges themselves. It is certainly not intended that the University should have no control over the activities of the colleges in this respect. The control exercised by the University over the first two years' activities in the constituent units would, however, be similar to that exercised at present by the University of Bombay over its affiliated colleges. While this would be the nature of the control, we expect that it would be exercised more continuously and in greater detail. It is, perhaps, no exaggeration to say that the students in these two years are less carefully looked after than those at any other stage of our educational system. They come straight from schools where they are accustomed to be taught in comparatively small classes and according to methods which involve a certain amount of direct supervision over their studies. In the colleges they find themselves herded together in large classes, formally lectured to in the mass and with little direction or help in their studies. They are, in all these respects, worse off than even the more mature students of the graduate classes. The Royal Commission on Oxford and Cambridge Universities (p. 38) measured the extent of the increase of teaching by recognized college authorities in those Universities, by the fact of the diminution of private coaching. In a similar manner, it would be possible to measure the ineffectiveness of the teaching in our colleges, especially in the first two years, by the amount of private coaching that exists and by the wide use of notes and such other undesirable aids to examination studies. Unless radical reform was brought about in this state of affairs, increased efficiency at later stages might not be possible. The financial and other resources that would be released by bringing about a university organization in Poona would, we expect, be utilised by the colleges for this reform. A decrease in formal lecturing and a very considerable increase in the amount of tutorial help available to the students are the obvious directions of this reform. The University should exercise adequate powers of general control over the work of the first two years, enabling it to bring about the desired changes.

### Graduate and Post-graduate Work.

101. Beginning with the graduate class, the organization of teaching in Poona would be directly taken over by the University. The University would have at its disposal the services of its own whole-time employees and of a large number of teachers in colleges upon whose services it would be able to draw. Under present arrangements, i.e., under the affiliating system, the colleges maintain a staff in each subject, in such numbers and of such qualifications as are

indicated by general university standards. The University of Bombay has now powers which enable it to disapprove of a particular appointment because the teacher is not fully qualified for his work, or to indicate that the total number of teachers in any particular subject is insufficient. The proposed University would have these powers and would have, in addition, the power to co-ordinate the work of the college teachers in all graduate work. Each college would be required to maintain a given staff in a particular subject, and place its services at the disposal of the University. The responsibility of maintaining a staff of given strength and qualifications devolves even today on all colleges which desire to teach particular subjects up to particular standards. Our proposal contemplates that the academic control, in respect of the formal lecturing work of these members of the staff, should pass from the colleges to the University. It should be clear that the services of the staff would not be made over completely to the University by the constituent institutions. They would be available for tutorial and supervisory work among the students of the graduate and post-graduate classes of their own institutions and also, to a strictly limited extent, for lecture work in the first two years. The University would, of course, control the extent of the work done by these teachers for the colleges, in order to ensure that their work for the University did not suffer.

#### **Arrangements for University Lectures.**

102. When it is proposed that academic control should pass from the hands of the colleges to those of the University, this would mean in practice that the staffs of the colleges would co-operatively control themselves. We anticipate that the arrangements in this behalf would be somewhat as follows: The University Professors and Readers and the recognised college teachers, by which term we mean the quota of teachers in a subject contributed by each college, would constitute together the panel of lecturers in each subject in the University. With their help the University would conduct the teaching of the post-graduate and graduate, Honours and General Degree classes of the University. The panel of lecturers, of which the Chairman would be the head of the department in the University, would meet some time before the beginning of the academic year and propose a scheme of lecture courses to be delivered during the ensuing year. This scheme would go up to the Co-ordinating Committee in each faculty, which would consist of the heads of University departments in that faculty and the heads of constituent institutions who participate in the teaching in that faculty. The co-ordinated schemes of all faculties would be ready and published before the beginning of the academic year. Provision would be made for consultation between different faculties, wherever necessary. It will thus be seen that the transference of academic control from colleges to the University would mean merely the transference of control from isolated bodies of teachers working independently to the co-ordinated control of a body consisting of all of them.

103. The lectures delivered according to the courses arranged for by the University would, it may be expected, be substantially supplemented by tutorial or guidance work undertaken by the college staffs. As regards this work each constituent institution would be left free, the University exercising merely general control so as to ensure (i) that adequate tutorial help is provided and (ii) that individual teachers are not overburdened.

#### **B.A. Pass and B.A. Honours.**

104. It has been proposed by some that, instead of taking over the teaching of the B.A. pass course from the colleges, the University should directly undertake

only the honours and post-graduate courses. The objections to this proposal are obvious. In the first place, students of the B.A. (general) and B.A. (honours) courses are both at the same educational stage. The difference between the two is, or ought to be, that one group spreads its work over a wider field while the other specialises. There is, therefore, no justification for the University leaving outside its fold any one of the groups. Moreover, the number of students in the individual colleges in the majority of pass subjects is very small and the continuance of independent teaching would involve waste of valuable resources. Further, the staffs of colleges are not distinct for the honours and the pass sides. A proper scheme of co-ordination could, therefore, not be worked if the activities of these teachers, in regard to the pass courses, were left out of its purview. All these considerations would acquire greater strength if we assume that the University would shape its graduate courses in consonance with modern ideas on the subject.

#### **Maintenance of College Quota.**

105. Doubts have been expressed as to whether the colleges would be as keen on maintaining the staff in equal numbers and of the same qualifications, when the University takes over directly the responsibility of conducting the teaching of the graduate classes. The arrangements we propose to meet such possibilities are, firstly, that the quotas of contributions of teachers should be fixed for a period of years, say, five, and should be subject to revision only at the end of that period; secondly, that a minimum quota in a subject be a condition precedent to the institutions' being allowed to enrol students in that subject. It should also be possible to link the quota up with redistribution of the proceeds of the fees of the graduate and post-graduate classes. The pooling of the fees of the post-graduate classes and their redistribution according to fixed percentages is current even today in Poona. If, in fixing this percentage of redistribution, considerable importance were attached to the total number of teachers contributed by any institution to the service of the University, a financial incentive would also have been offered to induce colleges to keep up the strength of their quota.

106. It might, however, happen, in course of time, especially in subjects in which the total enrolment of students is not large, that most of the constituent institutions might want to withdraw from teaching. In this case, the teaching might come to be confined to a single institution, or finally only to the University. This is an eventuality which need not be regretted. It would, perhaps, mean a slight increase in the whole-time staff employed by the University, but this would be compensated for by the more direct control that the University would obtain over it. We contemplate that, as long as constituent institutions were participating in the teaching either at the graduate or the post-graduate stage of any subject, the registration of students should be allowed only at the institutions; but, when teaching in any subject at any stage was taken over completely by the University, the students should be registered directly at the University. It should, in addition, be remembered that we expect the University staff to be recruited in the main, from among the qualified men on the staffs of colleges. There would thus continue to operate an important incentive for the recruitment of qualified and competent persons to the college staffs.

#### **Professional Colleges.**

107. The arrangements that we have indicated above would apply to all constituent institutions whether they were ordinary Arts and Science colleges or professional colleges or research institutions. It might happen that where a college, such as a professional college, was the only one of its kind, the effort at co-ordination would

not benefit it as much as the other colleges. For the framing of lecture courses, etc., the staff of the college would be autonomous and independent except where there were University Professors or Readers in any of the subjects taught in the college. Even in such colleges, however, co-ordination would mean a great deal in the honours and post-graduate stages. For example, the Law College should find co-ordination very useful, especially with the Politics, Economics and Sociology departments of the University. In subjects such as Jurisprudence and Constitutional Law even common lecturing arrangements should prove feasible and profitable. The connection of the Commerce College with the Economics department is too obvious to need comment; but this department could helpfully co-ordinate its activities with those of even the Agricultural and the Engineering Colleges, in both of which, studies in Economics have been introduced. While the more specialised work in the subject would be carried on in professional institutions, for the broader and more general courses the department of the University would provide better instruction. A very great deal could be done on similar lines in the co-ordination of the work of the science departments of the University with the professional colleges.

108. In the remarks offered by us later on the possibilities of laboratory co-ordination, we have confined ourselves largely to problems of co-ordination between the three colleges which teach science at present. Similar co-ordination, especially in specialised subjects, could be brought about between these colleges and the Agricultural and Engineering Colleges and the science departments of the University. While these professional colleges would thus be more self-sufficient in respect of a larger part of the ordinary teaching than the Arts and Science colleges, close contact and co-ordination between the various Poona institutions in all the advanced specialised studies would lead not only to a more economical and efficient organisation, but also to a broader outlook.

#### **Possibilities of Academic Reorganisation.**

109. So far our remarks have assumed the continued existence of the present pattern of organization of studies. The fruits of co-ordination would be even more plentiful if it were found possible to adopt some of the innovations that have been brought to our notice. It might, for example, help if an important feature of the organisation of the courses of studies in many American universities were adopted. Here the teaching in all subjects is split up into a series of graduated courses, the more elementary courses being common to all types of degrees and diplomas. The complete course of studies for any degree in any faculty is made up of a series of these courses, elementary and advanced. There is no separate detailed syllabus, for each paper, for each degree and diploma, which involves so much separate teaching in our universities. A very large amount of teaching, especially in the elementary courses, could thus be given in common to students preparing for more than one Arts, Science or professional examination, and there would occur considerable opportunities for economising in staffs and for concentration on specialised post-graduate and research work.

#### **Research Institutions.**

110. All research institutions which consented to become constituent units of the University would also find themselves in a position similar to that of constituent colleges. To the extent of managing their own internal affairs and in respect of such activities as do not fall within the purview of the University, they would remain independent and autonomous. They would, however, have to submit themselves to university control in respect of the contribution of an agreed quota of teachers participating in the teaching and research work of the University, and in respect of any arrangements that might be brought about for the pooling of income from fees. The position of the Deccan

College Post-Graduate and Research Institute would also be that of a constituent institution. It cannot be merged in the University and become merely a department of it, having regard to the terms of its Trust. We expect, however, that when the new University comes into being the Government will transfer the management of the Deccan College Post-Graduate and Research Institute to the University, while providing for its continuance as an independent unit. If some of the research institutions in Poona should find it difficult to accept the position of constituent units, and the control of the University arising therefrom, some other arrangement would have to be devised for co-ordinating their equipment and staffs with those of the University. The problems of co-ordination at the research stage are, however, not so complicated as at the earlier stage, and it would not materially affect the proposed scheme even if one or two research institutions did not immediately come into intimate contact with the University.

### **University Lecture Rooms.**

111. It is obvious that the scheme of co-ordination, according to which the University takes up directly the teaching work at all stages after the intermediate examination, would not be easy to work, especially in the general courses where numerous students are enrolled, unless the University had a central location easily accessible to most teachers and students. One of the first concerns of the University, therefore would be to acquire a suitable central site and to build on it adequate central lecture rooms. The bulk of the lectures in the Arts Faculty would be delivered in these rooms. There might, however, be cases in which they would be delivered at the individual institutions.

### **Co-ordination of Library Facilities.**

112. The libraries and the laboratories which the University commands are among the most important instruments of its work, and the value of having these well-equipped can hardly be exaggerated. The new University at Poona would be faced in this connection with two problems: one, that of co-ordinating the existing facilities, and the other, that of making substantial additions to them in particular directions. Each one of the constituent institutions already possesses certain library facilities. The Arts and Science colleges have general libraries in all subjects, some portions of which, such as the Mandlik Library in the Fergusson College, are special collections of considerable importance. The Colleges of Agriculture and Engineering have well-equipped libraries in their own branches of learning. The Bhandarkar Oriental Research Institute has a specialised library in Sanskrit and allied languages, and the Servants of India Society has a valuable collection of blue books and books on Economics, Politics and allied subjects. The Deccan College Post-Graduate and Research Institute is also rapidly building up a research library in the subjects in which it specialises. The Bharat Itihas Samshodhaka Mandal's collection of manuscripts, paintings, etc., is of extreme value. At present there is very little co-ordination of the facilities afforded by these institutions. A university authority could easily bring about such co-ordination. The general college libraries could be maintained chiefly as student-libraries, and moneys spent on them could be directed more to securing ample library facilities for the students of the graduate classes than to attempting specialised collections of books on most subjects. The Engineering, Agricultural, Law and Medical Colleges would rightly specialise in their own subjects and ordinarily there would be no necessity of duplicating these collections in the University Library. Similarly, the libraries of the Bhandarkar Oriental Research Institute, the Deccan College Post-Graduate and Research Institute and the Gokhale Institute could be treated as specialised branches of the University Library.

113. A co-ordinating scheme on these lines should increase the efficiency of the present libraries and should make it possible, with the same expenditure as now, to equip these libraries more thoroughly. Even so, we expect that one of the earliest items of heavy expenditure that the University would have to incur would be on the housing and building up of a proper University Library. The recurring expenditure would also be considerable. It is obvious that we visualise the University Library as being chiefly a scholars' or research library in such subjects as it chooses to specialise in. All the important library facilities for examination students would be provided by the libraries of the constituent institutions; and the University Library would be organised on lines chiefly useful to the teacher and the research student. We are further of opinion that, in this matter as in others, close co-operation with the University of Bombay would be found to prevent much waste and overlapping.

114. The main directions in which the University would have to control the libraries of the constituent institutions are the following:—(1) to see that an adequate amount is spent by each institution on the purchase of books each year; (2) to give general directions regarding the manner in which these funds are to be spent after arriving at an agreement as to the type of service and specialisation of each library; (3) to compile and maintain a union catalogue; (4) to arrange for the lending of books between libraries and institutions.

#### **Laboratories.**

115. The present number of students on the Science side of the colleges is practically up to the capacity of the college laboratories; so that a scheme of co-ordination could not be based on specialisation by the different colleges in the major science subjects. It would be possible, however, to organise the work in such a manner that the different college laboratories specialised in particular branches of the major science subjects. The control and management of the existing laboratories belonging to the colleges would rest with the authorities of the respective colleges, but the University Professor or Reader in the subject would have the responsibility of seeing that the equipment of the laboratories was adequate for the purpose of the B.Sc. teaching. The University would also generally see that the colleges continued to maintain these laboratories at least at their present standard of efficiency. Further, until such time as the University started its own research laboratories for post-graduate work, the University Professors or Readers in the different science subjects would have to be attached to one or other of the college laboratories, and the authorities of the colleges would have to agree to place at the disposal of the Professor or Reader such laboratory accommodation and facilities as were necessary for his research work. Any special type of apparatus that was needed for his research might be procured by the University and would remain the property of the University, though temporarily housed in a college laboratory.

116. The University would, very soon after its establishment, have to take up the question of starting its own laboratories in Chemistry, Physics, Botany, Geology, Zoology, etc. These should be equipped with the most modern type of appliances, suitable for the higher type of work. This would become specially necessary as soon as the University of Poona came into line with the more progressive of the Indian universities by separating its pass and honours degrees. The B.Sc. honours degree might then require three years' study and matters could be so arranged that the course, involving specialisation in the principal subject, would be done in the University laboratories only. This would enable the really good student, capable and desirous of taking an honours degree and later of doing

research work, to benefit by working under the guidance of the University teachers in the University laboratories. A certain amount of research work done or guided by the members of the staff of the different colleges in their own laboratories would naturally continue to be carried on.

117. Until such time as the University had its own laboratories, the University might not have to appoint demonstrators or even lecturers in science subjects. The practical work in the Junior B.Sc. and Senior B.Sc. classes would be under the general supervision of the University Professor or Reader, but under the day-to-day management of the college professor and college demonstrators. A greater degree of control by the University in the running of these college laboratories would, at least at the present stage not be possible, for the same laboratories are generally used at different times for the first two years' and the last two years' courses, and also because the personnel, stores, etc., are common. Where, however, a part of the laboratory could be reserved as the senior laboratory, for the exclusive use of the B.Sc. classes, the University could easily take charge of it on terms mutually agreed upon, and exercise greater control over it through its own staff working either independently or in conjunction with the staff of the college.

### **The University and Colleges.**

118. It will have been clear, from our remarks regarding the manner in which we expect the co-ordination arrangements at Poona to work, that, while they would eliminate waste effectively and bring into existence a strong corporate body, they need not be thought irksome by the constituent units. The colleges would continue to have exclusive charge of teaching up to the stage of the intermediate examination. In addition to this teaching they would have the sole responsibility for conducting tutorial and supervisory work in connection with intermediate as well as graduate and post-graduate classes. They would also be concerned with the discipline, residence, health, social and corporate life, as also the games and recreation of their students throughout their college course. The University would supplement the activities of colleges by helping the organisation of the corporate life of the students on an all-university basis, by bringing about the establishment of bodies such as a University Students' Union, or a University Gymkhana. Over all these activities the University would exercise only general supervision, which would have special reference to the health and residence of students. The sphere allotted to the colleges will be seen to be very wide and to give ample room for the exercise of the administrative and other abilities of members of the college staffs.

119. In regard to future developments the colleges would have considerable scope for independent work, especially in the field of technical education, at a stage lower than the University stage. We expect that in this field also the colleges by mutual agreement would bring about a division of spheres in which each acts. The equipment and resources thus created would, in their turn, help the development of the appropriate activities at the university stage.

120. The financial resources of the constituent institutions would not be adversely affected by the proposed arrangements. The classes that, under present arrangements, cost comparatively little to conduct, i.e., the first two college-classes, would be left entirely to the colleges. In respect of the fees received for the graduate classes alone the control of the University would be newly introduced. But even in this respect the University would not derive any pecuniary benefit therefrom, and the result of the control would merely be some measure of redistribution in relation to the strength of the staff maintained by the institutions for the University. The tuition fees would partly or wholly go into a pool. The laboratory fees for the graduate class might either be wholly retained by individual colleges which provided

laboratory facilities for the graduate students, or if the University were to take over completely any laboratory, it might receive the laboratory fees of the students and incur all the current laboratory expenses. The contribution of a quota of teachers is a less onerous burden than the reservation of some of the fellowships for university teachers, as required of the colleges at Oxford and Cambridge. In respect of the whole-time university employees, the colleges, under our proposals, would accept no responsibility. These would be wholly maintained by the University. The university staff on the Arts side would work in separate buildings provided by the University. Until the time, however, that the University had its own set of laboratories, the university staff on the science side would work in the laboratories on the premises of the constituent institutions.

### University Control over Colleges.

121. The powers that would have to be given to the University for effectively bringing into existence an organisation of the type we have sketched above may be summarised as follows:—

The control exercised by the University over the first two years of teaching in the constituent colleges would be similar in character to that exercised at present by the University of Bombay over its affiliated colleges. The control over the post-intermediate section would include, in addition to the above, the powers—

(1) to lay down minimum educational qualifications for the different grades of the teaching and tutorial staff employed by the colleges and also the conditions of their service,

(2) to require each constituent college to contribute the requisite quota of teachers in each subject for post-intermediate teaching,

(3) to approve of the appointments to the teaching staff made by constituent colleges and institutions,

(4) to co-ordinate and regulate the library and laboratory facilities of constituent institutions,

(5) to require a constituent college, when necessary, to confine the enrolment of post-intermediate students to certain subjects,

(6) to levy contributions from colleges and make grants to them,

(7) to require satisfactory arrangements for tutorial, supervisory and similar other work in colleges and also to inspect such arrangements from time to time.

### Advantages of Co-ordination.

122. Our scheme of co-ordination would put to more economical use the existing resources in Poona. It would save to some extent duplication of library and laboratory equipment. It would release considerable energies of college teachers, spent to-day in doing routine work, and direct them to specialised studies, and it might help a number of this body of teachers to engage themselves to a limited extent in research work. But the financial and other economies that co-ordination brings about would be used, in the main, for increasing the equipment and efficiency of the college work in the intermediate and the graduate classes. The lack of personal supervision of studies which is, as stated above, most glaring in the first two college classes, leads also to considerable wastage and ill-direction in the general graduate and honours classes. Increasing the extent of this tutorial work and the library and laboratory facilities available to this class of students would



and should have the first claim on the resources made available by the creation of a university centre at Poona. We do not expect that the existing resources would be substantial enough for any significant effort in the direction of the initiation and conduct of research, after these primary claims have been satisfied. This vital work of the University would have, therefore, to be undertaken directly by that body.

#### University Professors and Readers.

123. The main research work at present carried out in Poona is, that undertaken by the research institutes independently founded for the purpose. It will be observed from the account given of these in the last chapter that research in pure or applied science is much less provided for than research on the Arts side. The activities of the existing research institutions are also not completely co-ordinated or systematised. It is essential, therefore, that the University, from the very start, should have a minimum number of whole-time workers spread over the whole field, in such a manner, that the work in all subjects at the University is co-ordinated and organised through their agency. These would be whole-time university posts and it is hoped that it would be possible for the University to institute University Professorships in all the more important departments and Readerships in all minor subjects.

124. For the major portion of the work of teaching, it may not be necessary for the University itself to provide the men. The college staffs would provide these in sufficient numbers and of proper qualifications. It is, however, well-known that the real prestige of a centre, in any subject, depends on the pre-eminence of one or two men engaged in research and teaching at the place. The University should, therefore, endeavour above all to secure such men. The University Professor or the Reader need not necessarily be an outsider. He might be appointed from among the staffs of Poona colleges themselves. But if so chosen, he would immediately become a whole-time university employee and his college would have to set him free from all his other duties. The University Professor or Reader would be placed at the head of the University department and it would be his paramount duty to organise the teaching and research in his subject in the University. This would make it necessary that the amount of class-room teaching he was called upon to do should be strictly limited. Even the limited time that these Professors and Readers might be able to give to the graduate honours and post-graduate teaching would, however, prove of considerable significance. For, in this way, the more advanced students at the University would be brought into direct contact with the best brains devoted mainly to research. We lay great stress on the value of this contact in the stimulation of interest and in the appreciation of proper academic standards among the students of the University.

125. The University might not appoint whole-time Professors when persons of similar standing were available in the research institutions at Poona. We refer in this connection specially to the staff of the Deccan College Institute. This staff is recruited in the manner we expect university teachers to be recruited and engaged mainly on the types of work which we expect the whole-time university teachers to carry on. There would be no need to duplicate the appointment of the university staff in the directions covered by this institute. This would, however, mean the giving of an *ex-officio* status to the staff of such constituent institutions, in order to fit them properly into the frame-work of the university organisation. By an understanding with the institution, its professors would have to be treated as Professors at the University for purposes of the organisation of the University departments and authorities. We do not visualise any difficulty in

arriving at an appropriate understanding, especially in the case of the staff of the Deccan College Research Institute.

### **Agricultural and Engineering Colleges.**

126. We recommend that the Agricultural and Engineering Colleges should become constituent colleges of the new University. In making this recommendation we do not overlook the fact that they are at present intended to serve, and do in fact serve, the needs of the whole Province, and that the entire administrative control over them rests exclusively in the hands of the Government. We are fully aware of the apprehensions which exist in certain quarters that the affiliation of these Colleges to a University which is regional might adversely affect the interests of the other regions of the Province, in the sense that their interests might not be adequately looked after and that students from these regions might not receive equal treatment with the students from the Maharashtra area.

127. We think that these fears are natural, and that it is absolutely necessary to allay them, and that the amplest safeguards should be provided against the possibilities on which these apprehensions are based. We are, therefore, strongly of the view that, in the scheme which we propose, the provincial character of these colleges should be strictly maintained, and the administrative control of the Government over them should not be impaired. We think that it is possible to retain intact both these features of the two Colleges and at the same time draw them into participation in the activities of the proposed University, so essential for their own growth and also for that of the University. We say this because we are deeply impressed by the loss which would result from the isolation of these two Colleges from the other higher educational activities of the area. Such an isolation would be artificial, and could at best be only temporary, capable of lasting only during such time as the other regions of the Province had not developed such colleges within their own areas. We have already indicated how the activities of these Colleges, as also those of the University, could be carried on far more economically by their being made constituent units, and that their isolation would, when the proposed University begins to function, be academically and financially wasteful. So long, however, as these Colleges serve the needs of the whole Province, special provision would have to be made in regard to the nature and extent of Government control over them and their working in matters of, for example—

- (i) reservation of admissions in favour of certain classes,
- (ii) entrance test,
- (iii) availability of the Colleges to the Government and the public for testing materials, carrying out analyses, etc.,
- (iv) courses of instruction and standards of examination.

128. The details of these arrangements should be worked out by a Committee on which the Government, University of Bombay and Poona colleges should have due representation. We hope that the arrangement suggested above would be adequate to maintain the provincial character of these two Colleges and would at the same time, avoid duplication of studies, and the consequent wastage of time and energy, by pooling the teaching and other resources of these Colleges with those of the other constituent colleges.

## CHAPTER VI.

## ORGANIZATION IN THE MAHARASHTRA AREA OUTSIDE POONA.

129. While we recommend the establishment of a strong central organisation in Poona we are also of opinion that the proposed University should have jurisdiction over a wide and comparatively homogeneous area. The main reasons for this recommendation have already been indicated in Chapter III. We may, in addition, note that the Setalvad Committee recommended a wide area of jurisdiction for the University because it felt that "a University established at Poona must not have a preponderance of merely local (i.e. Poona) influence but must reflect the sentiments, aspirations and opinions of the whole of Maharashtra." (p. 53.) This opinion was reiterated in evidence before us by Sir Chimanlal Setalvad and was also expressed by other influential witnesses. There is evidently considerable apprehension in many quarters that a university whose activities are confined to Poona would tend to become narrow in outlook and sectional in character. This is an additional reason for having a university with jurisdiction over all the Marathi-speaking districts of the Province. Another point to which attention might be drawn in this connection is the ultimate pattern of the rearrangement of the present area covered by the University of Bombay. It has been emphasised by many who would look at the problem from this point of view, that no considerable relief to the University of Bombay would be forthcoming unless the new University took away a large region from under its jurisdiction, and that the establishment of a mere city university for Poona would make difficult the ultimate emergence of the University of Bombay as a city university. While these additional reasons support our recommendation, it is based on our conception of what a regional university should be, and the necessity and desirability of bringing such a university into existence for the Marathi-speaking area in the Province of Bombay.

**Proposed Territorial Jurisdiction.**

130. The proposed University is intended to cover the Maharashtra area. The bulk of the Marathi-speaking population in the Province of Bombay is contained within the districts of Poona, Satara, Ahmednagar, Sholapur, Nasik, Ratnagiri, Kolaba, Thana, East and West Khandesh, the City of Bombay and Bombay Suburban District. All schemes of reorganisation of the University of Bombay have contemplated the ultimate emergence of a city university for Bombay. The City of Bombay and the Bombay Suburban District, whose economic and educational life is closely bound up with the City, must, therefore, be left out of the jurisdiction of the proposed University, though they are predominantly Marathi-speaking. The other ten districts enumerated above form obviously the area over which the proposed University should have jurisdiction. It has, however, to be noted that the demarcation of the frontier between linguistic territories brought about by this arrangement is not altogether complete. Some parts of the area on the borders of some of these districts, e.g., Sholapur, contain considerable non-Marathi-speaking elements. On the other hand, parts of some of the districts outside the area of these ten districts, for instance, Belgaum and Kanara may have large Marathi-speaking elements. Such points of jurisdiction would cease to arise only after linguistic provinces with carefully demarcated frontiers have come into existence. We are, however, anxious that, even in the present circumstances, any hardship that might be felt either way should as far as possible be obviated. We, therefore, recommend that, in case any taluka or municipality, within the ten districts, lying on the borders of the proposed jurisdiction is populated by a predominantly non-Marathi-speaking population, it might be excluded from the jurisdiction of the proposed University.

On the other hand, if any taluka or municipality in any of the districts neighbouring on the proposed jurisdiction is found to be predominantly Marathi-speaking it should be added to the jurisdiction of the University. There might still remain some towns and areas in which it might be difficult to prove the dominance of any one language. We have in view the example of Belgaum City which is claimed to be Marathi-speaking by some and Kannada-speaking by others. The balanced position of the two languages in the educational life of this city is brought out by the statistics relating to the matriculation candidates appearing at Belgaum centre in 1942. Of these candidates, 551 offered Marathi as an additional language and 362 offered Kannada. Our recommendation in regard to the few areas of this character is that they should, after careful inquiry, be declared as bi-lingual areas and that schools and colleges located in them should have the freedom to continue their present relation with the University of Bombay or to seek affiliation to or recognition by the new University.

### **University and Contiguous States.**

131. One of the important problems of jurisdiction of the new University relates to the Marathi-speaking area contained within the contiguous Indian States. It is neither desirable nor feasible to compel these States by legislation to come within the jurisdiction of the new University. The decision must rest with the States themselves. The representatives of some of the Deccan and Southern Maratha States, who gave evidence before the Committee, evinced a strong desire that their territories should be brought within the purview of the new University. Other witnesses expressed the opinion that some States might defer their decision till the proposed University was formed and experience obtained of its working. We, therefore, suggest that it would be enough if the Act constituting the new University contained a provision, in terms similar to those of Section 4 (A) of the Bombay University Act, so that it would be possible to include within the territorial limits of the proposed University the area of any State which desired to establish relations with it.

### **University and Distant Areas.**

132. While we hold that the proposed University should begin with a jurisdiction spread over the Marathi-speaking districts of the Bombay Province and the contiguous Indian States that might join it, we do not rule out the possibility of the activities of the new University spreading outside the limits of the area covered at present by the University of Bombay. The sentiment of unity is strong and real amongst persons of Maharashtra origin, however widely scattered they may be. In the small colonies of Marathas in other parts of India the need of keeping up cultural contact with the home area is especially felt. Further, special importance has been attached by many witnesses to the establishment of relations by the proposed University with the heads of old Maratha ruling dynasties, such as those of Baroda, Gwalior and Indore. We are clearly of opinion, therefore, that the new University should not be precluded from enlarging its jurisdiction in these directions or establishing contacts with areas outside the Province. If, for example, a school established in a distant Maratha colony asks for recognition, or a college established in a Maratha State outside the jurisdiction of the Bombay Province seeks affiliation, it should be possible for the new University to grant the recognition or the affiliation. The number of such distant institutions can never be large, but their existence would carry a special cultural significance. We think that a provision similar to that contained in Section 4 (A) of the Bombay University Act would meet the requirements of this case also.

**Matriculation Examination.\***

133. The influence of a university over the area of its jurisdiction is most widely felt through the holding of a matriculation examination. The proposed University, like other statutory Indian universities, would hold a matriculation examination for its jurisdiction and would have the exclusive right of doing so within that area, so that, in the words of the Setalvad Committee, "High Schools in Maharashtra which desire to be recognised for purposes of admission to a university must seek recognition from the proposed University." (p. 53.)

134. A suggestion has been made that certain types of schools, such as those using Indian languages very sparsely represented in the region as media of instruction, might be left out of the purview of the new University and allowed to retain their connection with the University of Bombay. This, however, would be contrary both to the principle of territorial jurisdiction and to our opinion that the proposed University should look after the needs of all elements in the population of the region. Provision for examination, at the matriculation stage, in all languages used in schools within the region must be made by the new University, in the same manner as it is made at present by the Bombay University. Exceptions of the kind suggested would, indeed, lead precisely to the one-sided development which we must at all costs avoid.

**University and School Leaving Examination.**

135. The School Leaving Examination recently instituted by the Government may change in future the status of the University Matriculation Examination in the Province. It may make the influence of the matriculation examination over secondary education less direct and less compelling. But this will not change, in principle, the powers of the University in regard to the matriculation examination or the status of that examination. As the School Leaving Certificate Examination becomes more and more popular the number of students appearing at the matriculation will diminish. It is expected that in this case certain arrangements would be arrived at in respect of the establishment of an equivalence between the School Leaving Certificate Examination and the Matriculation of the new University. It would, however, be always open to the University to hold the examination over the whole area, and any school within the area that desires to send up its students, exclusively or alternatively, to the matriculation examination, could continue to do so.

**Matriculation and Finance.**

136. Financial considerations are often allowed to influence decisions in regard to this question. Jurisdiction in respect of the matriculation examination is desired because the holding of this examination is often a source of considerable income to the organisation that holds it. Changes of jurisdiction, or any other measure affecting the importance of that examination are, therefore, often judged from the point of view of their financial results rather than of the educational principle involved. We do not, however, attach much importance to this point of view, not because we would disregard all financial considerations, but because we think that questions of financial loss or gain are better adjusted otherwise. The expenditure on higher education in the Province is met in the last resort substantially from fee income, profits of conducting examinations and grants from the Government. If any of these sources are transferred from any official or quasi-official organisation in the Province to another, then corresponding adjustments in other sources must follow. If the holding by the Government of the School Leaving Certificate

\* For number of schools and candidates see Appendix IX.

Examination diverts the profits of the public examination from the University to the Government, the logical corollary is that the Government grant should be increased to make up the loss to the University. This was also the position taken up in the Report of the Calcutta University Commission.

### **Control over Schools.**

137. We are of opinion that the proposed University should not exercise any control over secondary education beyond laying down the courses of study for its matriculation. As regards the recognition and inspection of schools, it should arrive at an understanding with the Department of Education on lines similar to the understanding at present subsisting between it and the University of Bombay. According to this arrangement, within the British area under its jurisdiction, the Department of Education would remain responsible for the inspection and recognition of schools. Some arrangements for supervision over recognised schools may, however, have to be made in respect of the areas of the States that come within the jurisdiction of the University.

### **Affiliation of Colleges.**

138. The proposed University would also affiliate to itself all collegiate institutions that might, in future, be established in the area of its jurisdiction and we recommend that, after the foundation of this University, the University of Bombay should not affiliate any new college located within the territorial jurisdiction of the new University. While the colleges and institutions in Poona would be constituent units of the university organisation, the colleges outside Poona would be merely affiliated to it. Differences in distance from the university centre inevitably bring about differences in closeness of relation. We do not, however, think that the interests of collegiate education outside Poona would in any way suffer on this account. The Committee on Bombay University Reform was greatly impressed with the difficulty of combining institutions with differing closeness of relationship into one organisation. In its opinion, such an attempt was bound to result in failure. This opinion was chiefly based on the experience of the University of Allahabad. There is, however, considerable difference between the organisations set up at Allahabad and the one we recommend. By the constitution of the University of Allahabad, separate parallel bodies were set up for the teaching and the affiliating sides of the University, and friction naturally arose between the two authorities. Our proposal, however, does not involve the setting up of two independent sets of authorities. We propose that the representatives of the Poona colleges and of the colleges outside Poona should have the same rights and status in the single set of authorities which would govern the affairs of the University. In this respect the position of the colleges outside Poona would differ in nowise from the position they hold at present in the University of Bombay, except that, according to our recommendations, they would get more assured representation and carry greater weight in the new University. The fact that the Poona colleges, for purposes of the organisation of the academic work at Poona, were knit together more closely with the University would not affect the working of the supreme University authorities. In comparing our proposals with the Allahabad experiment, it might further be noted that the area covered by the affiliating side of the Allahabad University was very large, the affiliated colleges were numerous and the interests of the different parts diverse. In the proposed University the area would be compact and comparatively homogeneous, and the number of affiliated colleges would also be limited.

### **Intermediate Colleges.**

139. We believe that the number of colleges affiliated to the new University should remain strictly limited because we contemplate that in future the proposed University

would, as a general rule, restrict any new colleges that might be started within its area to the teaching of courses up to the intermediate examination only.

140. We agree with the view of the Sadler Commission that the age of 18 or 19, and academic attainments approximating to those represented by the intermediate examination of Indian universities are necessary pre-requisites for enabling a student to obtain, in the fullest measure, the benefit of university studies, in the proper sense of the word. It has been represented to us that at the present day immature students of 16 or 17 years of age crowd the class-rooms, and the majority of them are incapable of profiting by the method of mass-lecturing followed therein, unaccompanied by the personal supervision and guidance of the teachers. This raises, in our opinion, a strong argument in favour of transferring to selected schools or to special intermediate colleges, the work which is done at present during the first two years of the college course. We are, however, desirous of avoiding unnecessary dislocation and, therefore, recommend that existing full-grade colleges within the area of the University should be allowed to retain and conduct the intermediate section, provided they organise the work in a manner calculated to secure for the students the advantages of the teacher's personal guidance and supervision.

141. We are strongly of opinion, however, that the establishment of intermediate colleges in some of the district towns is to be welcomed, and that under good management they may be expected to organise teaching and supervision in the ways most appropriate to adolescent persons up to 18 or 19 years of age. A view has been strongly expressed by certain witnesses, which some members of the Committee share, that these intermediate colleges should also include the last two years of the present high school course, so as to keep the pupils under their care for a period of four years.

#### **University and existing Colleges outside Poona.**

142. We recommend that the existing colleges outside Poona, but falling within the jurisdiction of the proposed University, should, if willing, be affiliated to the new University; if not, they should be left free to continue their affiliation to the University of Bombay. We recommend this somewhat exceptional treatment, because we feel that compulsion in this matter should be avoided. Apart from the large educational centre of Kolhapur, which is outside the jurisdiction of the provincial legislature, there are at present in the Marathi-speaking area which is likely to come within the jurisdiction of this University only three colleges, viz. those at Sangli, Nasik and Sholapur. Not much harm would result to the working of the proposed University if these colleges remained affiliated, for some time, to the University of Bombay. We hope that within a short period of time after the establishment of the new University these colleges would join the University of their own free will. The relations of these colleges with the new University would be more cordial if they were allowed to decide freely. This recommendation does not in essence run counter to the proposal of the Setalvad Committee. This is the only exception suggested by us to the provision for a wide area of jurisdiction for the proposed University. The exception also, we hope, would prove temporary. It would make little difference to the working of the University of Bombay if a few colleges in the Maharashtra area continued to remain affiliated to it for some time. As long as that organisation retains its affiliating character, with units scattered from Sind to Karnatak, the continued affiliation of a few Maharashtra colleges would not affect its working. A difficulty might arise only when all the other regions had their universities and the University of Bombay became a purely city university. We do not, however, anticipate that any of the existing colleges in Maharashtra would continue to remain outside the proposed University till that time.

143. When the existing colleges seek affiliation to the new University it should be granted on terms to be mutually agreed upon. These colleges have not all attained the same level of development. Excepting the colleges at Kolhapur, the other existing colleges are isolated units with varying standards of equipment and efficiency. The general plan that we visualise in respect of the distribution of work is that most of the post-graduate and research work would be concentrated in Poona. Honours teaching would be carried on in the outside colleges as an exceptional case where special facilities are available and special guarantees forthcoming for the maintenance of a satisfactory standard. The existing outside colleges would, however, be permitted as a normal arrangement to teach the graduate classes in the past or the general degree courses. When Kolhapur comes under the jurisdiction of the new University it would have to be treated on lines of its own and might even well develop into an important sub-centre of the University.

### Research Activities outside Poona.

144. A small number of research institutions are functioning in the area of the proposed University outside Poona. Isolated scholars have also done good work in special directions in various parts of the area. It would be one of the most important activities of the proposed University to establish contacts with such institutions and scholars and to encourage the further progress of systematic research in all branches of knowledge throughout the area of its jurisdiction. Our recommendation that most of the research work undertaken directly by the University should be concentrated at Poona, is based chiefly on considerations of economy and administrative convenience. As long as the resources of the University are strictly limited it could not operate fruitfully in this direction except in a small centre. This does not mean that the University would neglect research work which is initiated and carried out by other agencies elsewhere. Some kinds of research work are distinctly local in character. For example, a large number of the physiographical problems connected with the Konkan area must be investigated in that region itself. For such purposes the availability of local nuclei of workers would be found extremely helpful. Moreover, research organisations have come into existence already in parts of the area outside Poona through the efforts of local scholars or the donation of philanthropists. Though the University may not be able to conduct directly the work in other areas, it would be an essential responsibility of the new organisation to foster actively the development of all such local effort and co-ordinate it with the work at the centre of the University.

145. It is difficult to lay down in advance the specific lines on which the co-operation and co-ordination would develop. Mutual service and co-operation in the cause of the development of learning throughout Maharashtra would be the basis of this relationship. With established institutions, which can draw upon fairly permanent sources of revenue and the continued services of workers, the relationship would be put on a permanent basis. This would take the form, we suppose, of recognising particular institutions for research work in specialised branches and might result in even directing students from the university centre for study in specialised subjects at these institutions. Arrangements would in this case be made to co-ordinate the equipment in library and other types of research facilities at these centres with those available at the university centre. If funds permitted, the University would also help these institutions in building up equipment in special directions or in undertaking special projects. Where the work was not based on a permanent foundation of this character and was carried out either by an isolated scholar or by an *ad hoc* organisation, the relationship would be of a more temporary and limited character. Its purpose and its methods would, however, be similar to those sketched



above. Our intention in drawing attention to the work of even insolated scholars and *ad hoc* organisations in this manner is to emphasize the responsibility of the University in respect of all types of work attempted throughout its area and the need for harnessing every resource in the attainment of its aims and objects.

#### Extra-mural Department.

146. The conduct of the matriculation, the affiliation of first and second grade colleges and the organisation of research work are activities included within the normal functions of an Indian university. There are two directions in which it is not so usual for Indian universities to extend their activities, but which, we believe, should be considered especially important by the proposed University; these are (1) the establishment of an external side to the University and (2) the organisation of extra-mural instruction. Of these, extra-mural instruction is the more important and it should be possible to make a beginning with it from the commencement of the University. Indeed, we attach very great importance to this work of the University as one which would bring it more than any other means into intimate contact with the varied aspects of life over a wide area. We may in this connection invite attention to the observation of the Royal Commission on Oxford and Cambridge Universities that "the success of extra-mural instruction depends on its definite acceptance in all Universities as an established and essential part of the *normal work* of a University". (Report, page 123.) The development of extra-mural instruction in British Universities has proceeded along three broad lines: (i) University extension courses of a variety of types, (ii) Summer schools and vacation courses and (iii) Tutorial classes. These three kinds of activities have been directed towards meeting the requirements of a variety of social classes and types of students.

#### Directions of Extra-mural Development.

147. In India, the work of this character undertaken by universities has been so meagre that it is not possible to indicate in detail the lines on which this work should develop under the agis of the proposed University. We may, however, indicate certain general considerations. Firstly, the University would not cover the whole field of adult education by its extra-mural activities. The activities of the University would be confined to that part of the movement of adult education which the University, by reason of its special equipment in men and resources, was in the best position to undertake. For example, the University would not directly participate in the campaign against illiteracy or contribute much to the recreational activities connected with adult education. The sphere of its work would be chiefly the development of facilities for acquiring education in cultural and scientific subjects for those who already possess a minimum of educational equipment. Even in this sphere the University could do a very great deal and could utilise all the methods that have been developed in other countries. It could reach all classes, from the middle class to the urban working class, a substantial proportion of which is in a position to profit from extra-mural activities.

148. In connection with the larger work of spreading these facilities in the rural areas we would emphasize the importance of seasonal gatherings and courses on the lines of the summer schools and vacation courses of some Western Universities. These could have a cultural, a scientific and what might be termed a vocational side; so that the scientific and economic problems of, for instance, the agricultural production, could be discussed at these in such a way as to stimulate interest in their systematic study. We would draw special attention to a class whose needs, we commend, should be specifically studied by the University. This is the class of primary teachers who will constitute in the near future the most important

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educational agency in our country side. The conception of a system of *Lokashalas* has broadened already the basic ideas regarding the equipment of primary teachers. Extra-mural instruction organised by the University would form a logical addition to the *Lokashala* organisation. Vacation courses and summer schools would suit well the needs of the rural primary teachers ; while the tutorial class organisation could specially depend upon attracting the urban teacher. If the University is able to provide for the needs of primary teachers and attract them within the fold of its extra-mural activities it will have gone a long way in extending its influence effectively over the whole area.

#### **Local Authorities and Extra-mural work.**

149. It is obvious that in all this work the University would have to secure the co-operation of local authorities. We also expect that a considerable part of the financial outlay on these classes in each area would be contributed by the local authority of that area. The lines on which this co-operation is brought about would evolve according to the experience gathered in the course of development. The presence of a large number of representatives of local bodies on the Court of the University and the establishment of a special Board of Extra-mural Studies, which we recommend later, should help substantially to bring about such co-operation. It is our hope that, as in other countries, the staff of the University engaged in extra-mural activities would in effect function as the outposts of the University and as the focus of intellectual activity in their respective spheres. While thus engaged in spreading knowledge over a wide area and among many classes and groups hitherto entirely untouched by it, the University would itself receive considerable advantage. The experience of British universities in this matter is indicated in the following extract :—

“ The universities for their part have benefited by this contact with the outside world—not least by contact with working-class organisations. Experience of extra-mural classes has been of value to many university teachers, not only in their intra-mural teaching, but also in their conception of their own subjects. Adult scholars from extra-mural classes are slowly filtering through to the universities, and the presence of this type of student, often with a background and outlook that are different from the normal, can hardly fail to be a source of added strength.” (The Year Book of Education, 1938, p. 436.)

#### **External Side.**

150. We recommend that the Act establishing the University should make it possible for it, if it so desires, to create an external side to its activities. This external side might cater for the needs of special classes within the area of its jurisdiction or might prove of special value in the establishment of relations with distant colonies of people of Maharashtra origin. In regard to the functioning of the external side within the area of its jurisdiction the University would have to guard against any possible weakening of the influence or standards of its internal side.

## CHAPTER VII.

## THE CONSTITUTION OF THE UNIVERSITY.

151. In making our proposals regarding the constitution of the University, we have given careful consideration to the question of the relation between the proposed University and the Government, and in arriving at our decision stated below we have been guided by the following important considerations. As the Government would be making grants in support of the University, it would be only fair that it should have adequate power to see that the funds provided by it were judiciously expended. Likewise, as representing the general public and the taxpayer, the Government is entitled to have representation on the Court of the University through its officials. We are equally anxious to secure that the independence of the proposed University and its freedom to develop according to its own collective experience and wisdom should in no way be interfered with by political influences.

**University and Government.**

152. We, therefore, recommend that—

(1) a fair number of Government officials in high positions, in departments which are connected with studies for which the new University would provide, should have an ex-officio place in the Court of the University,

(2) the Government should have, at least in the initial stages of the University, power to nominate members not exceeding 20 per cent. of the total number of members of the Court, so as to secure the adequate representation of interests which would not be ordinarily represented through the medium of elections,

(3) the Government should have the power of auditing the accounts of the University,

(4) in certain circumstances, such as misappropriation of funds, corruption, bribery and gross inefficiency of administration, the Government should have the power to order an inspection of the affairs of the University, by means of an independent Committee,

(5) except as aforesaid, the Government should have no power of interference with the management or conduct of the University.

**Model of Constitutional Framework.**

153. The constitution we are recommending for the proposed University follows the model of universities, such as Lucknow, which have come into existence after the report of the Sadler Commission. It differs materially from the constitution of the University of Bombay in respect of the nomenclature of the university authorities, and also the functions and powers assigned to them. Broadly speaking the officers of the University would be the Chancellor, the Vice-Chancellor, and the Registrar, as in Bombay, and in addition, the Deans of Faculties. Some of the authorities of the University, however, would have different names. The "Court", instead of the "Senate", would be the deliberative and the main legislative authority, and the "Executive Council" would replace the "Syndicate". The "Academic Council", the "Faculties" and the "Boards of Studies" would remain. Their functions would be similar to those in Bombay, although their composition would be different. It seems to us desirable to change the names of some of the authorities, having regard to the different functions we propose to assign to them. With these preliminary remarks we shall proceed to describe the salient features of the constitution as drawn up by us.

**Officers of the University.***(1) The Chancellor.*

154. The Governor of the Province of Bombay shall be the Chancellor of the University.

We are aware of the feeling which exists in some quarters that the office of the Chancellor should be made elective, to emphasise the ideal of academic independence and administrative autonomy of the University. We think, however, that this step should not be taken at present. The association of the Head of the Provincial Government with the new University, as its Chancellor, would be, in its initial stage, of great advantage. The Governor of the Province, by reason of his detached position, would be better able than an elected Chancellor to exercise the power, which is proposed to be vested in him, of nominating to the Court of the University representatives of Muslims, other minorities, scheduled and backward classes and similar other interests. We do not, however, wish to rule out a reconsideration of this recommendation in the future. We accordingly recommend that this provision, viz., that the Governor shall be the Chancellor, may be reviewed by the University after ten years.

155. The Chancellor shall by virtue of his office be the head of the University and the President of the Court and shall when present preside at the Convocation of the University. The Chancellor shall also have such other powers as may be conferred upon him by the Act of Incorporation or the Statutes. We think it is desirable to have a provision in the constitution, similar to that contained in the Lucknow and Allahabad University Acts, giving power to the Provincial Government to order, after due notice, in certain contingencies to be specified in the Act, an inspection of the University or any of its adjuncts and institutions and also of its work, and to order an inquiry in respect of any matter connected with the University. Having regard to the possibility of the future Provincial Governments being in increasing touch with public sentiments, and also to their financial interest in the administration of University affairs, we prefer to follow the model of the Allahabad and Lucknow Universities in vesting this power in the Government of the Province and not in the Chancellor personally.

156. We consider it desirable also to have a provision, as in the Bombay University Act, that if any question arises regarding the interpretation of any provision of the Act of Incorporation or of any Statute, Ordinance or Regulation, or about the due election or appointment of any person to be a member of any authority or body of the University, the matter may be referred to the Chancellor, and his decision, formed after taking such advice as he deems necessary, shall be final. We are further of opinion that it would be unnecessary to burden the Chancellor with any other powers or duties, e.g., the power of sanctioning the Statutes or of disallowing Ordinances or Regulations.

*(2) The Vice-Chancellor.*

157. The Vice-Chancellor shall be the principal executive and academic officer of the University and shall hold office for such term and subject to such conditions as may be prescribed by the Statutes. He shall be elected by the Executive Council subject to confirmation by the Chancellor. We recommend that this election should be entrusted to a small body like the Executive Council, which would be in close touch with the practical needs and problems of the University and consequently the best judge of the suitability of the appointment.

**Case for an Honorary Vice-Chancellor.**

158. Two different views, however, prevail among the members of the Committee about the nature of this office and the extent of its executive and academic duties. One view is that the Vice-Chancellor of the University should not be stipendiary, and that he should be an honorary officer to whom a suitable allowance might be given to meet expenses incidental to his office. It is argued that, having regard to the traditions that have been built up in Poona, a highly paid full-time academic officer would be out of place. Where the large bulk of teachers engaged in work connected with the University are paid on a basis intended to meet their bare needs, it would be anomalous to have, at the head of the academic structure, a person who, if stipendiary, would have to be paid a salary commensurate with the eminence of his office and his attainments. In view of the fact that a large number of distinguished persons from all over Maharashtra settle down in Poona, it should not be difficult to secure a Vice-Chancellor willing to accept the office in an honorary capacity. It should be specially noted in this connection that the Vice-Chancellor of the proposed University would not have the onerous duties which fall to the lot of the Vice-Chancellors of the teaching universities in other parts of India. In these universities all activities of the university are controlled directly by the university through its departmental organisation. The Vice-Chancellor has no one with whom he can share responsibility. Under the proposed arrangements at Poona the independence and autonomy of the constituent institutions would be maintained and on the heads of these institutions would fall the chief responsibility regarding the discipline, residence, health, etc., of the students, the arrangement of tutorial supervision and a considerable part of the work of providing the financial and teaching equipment. The direct responsibility of the Vice-Chancellor would arise in respect of the comparatively small number of whole-time university employees and the library, laboratories, play-grounds, etc., directly in the charge of the University, though he would, of course, be expected to exercise general supervision over the whole organisation including the sphere of collegiate activities. In these circumstances, it is not expected that the work of the Vice-Chancellor of the proposed University would take up more time than the work of, say, the Vice-Chancellor of the University of Bombay. The work of the Bombay Vice-Chancellor has grown enormously, especially during the last ten or twelve years. Yet it is found possible to obtain the services of distinguished men engaged in education, business or other spheres to take up, for a period, this honorary office. It cannot be disputed that the general respect that the Vice-Chancellor commands is likely to be much greater in the case of an honorary officer than of one who receives a salary.

**Case for a Stipendiary Vice-Chancellor.**

159. The other view is that the Vice-Chancellor should be a stipendiary officer of the University and should devote his whole time to its affairs. Without in the least depreciating the eminently valuable self-sacrificing work done by many educationists in Poona during the last sixty years, some members of the Committee feel that, though such honorary work might have been necessary in the pioneering stage of higher education, it is but proper now to remunerate every man adequately for the work he does. Judges, bishops, cabinet ministers and high officers of Government or of business houses are, it is urged, not the less devoted to their work nor do they command the less respect among their co-workers because they are paid for their services. It is only in the educational profession that the intrinsic dignity of the work is so often emphasised, and it is time that this idea of getting the full-time services of eminent men for practically nothing is once for all given up as the fundamental principle of educational administration. The members who take this view consider that the Vice-Chancellor of the proposed University would be more

than fully occupied, especially in the initial stages. He is the one individual on whom would mainly depend the successful future of the University. He would have to keep in constant touch with the work of drafting the Statutes, Ordinances and Regulations of the new University and co-ordinating the whole work. Presiding at meetings or signing papers placed before him is, perhaps, the least part of his work. The task of getting a number of institutions, which have so far been practically independent, to work together in harmony would call for even greater tact and involve more responsibility and mental effort than if he were personally the administrative head of all departments. It may also be expected that the activities and sphere of direct University work would inevitably increase as time goes on and the Vice-Chancellor would thus have to shoulder more and more responsibility. The Vice-Chancellor would also have to be continually thinking out the lines of future development of the new University. In all these ways his work would be far more onerous than can be required of a person working in an honorary capacity with the aid of the Registrar and the principals of the constituent and affiliated colleges. It is also urged that in all the newer universities of India, and even in some of the older ones like the Punjab, the Vice-Chancellor is a full-time stipendiary officer. The example of Oxford and Cambridge, where the Vice-Chancellor is selected in rotation from among the heads of colleges, is hardly applicable to Poona, as these heads are, in virtue of their position, some of the most highly paid educationists in England and their headship involves only nominal work. The honorary character of the appointment is also likely to circumscribe the field of choice as it would necessarily be limited to men who have retired and settled in Poona. It is desirable to keep open the possibility of occasionally getting an eminent man, from other parts of the Province or even of the country, who is not too intimately entangled in local affiliations, so as to bring a fresh mind to bear upon the affairs of the University. All these considerations point, in the opinion of some members, to the need of securing a whole-time salaried officer, with ample physical energy and mental vigour, who may not therefore be necessarily a retired man with a distinguished past.

The [Committee, being divided in its opinion on this point, is unable to make a definite recommendation.

#### **Duties of the Vice-Chancellor.**

160. The principal duties and powers of the Vice-Chancellor would be :—

(i) to preside at the meetings of the Court and Convocations of the University in the absence of the Chancellor,

(ii) to convene meetings of the Court, the Executive Council and the Academic Council,

(iii) to be the Chairman of the Executive Council and of the Academic Council, and to be present with the right to speak at any meeting of any authority of the University,

(iv) to see that the provisions of the Act of Incorporation, the Statutes, Ordinances and Regulations are faithfully observed. (He shall have all powers necessary for this purpose).

(v) to exercise such other powers as may be prescribed by the Statutes and Ordinances.

#### (3) *The Registrar.*

161. The Registrar shall be a whole-time salaried officer of the University appointed by the Executive Council. He will be the custodian of the records of the University. He shall act as Secretary to the Executive Council, and keep minutes of the meetings of the Court, Academic Council, Faculties etc. He shall perform



such other work as may be desired by the Vice-Chancellor and the Executive Council in the due execution of his official duties.

(4) *The Deans of Faculties.*

162. The Deans of Faculties shall be elected by the Faculties and shall perform such duties as may be assigned to them by the Statutes and Ordinances.

(5) *Other Officers.*

163. There shall be such other officers as may be declared by the Statutes to be officers of the University.

**Pro-Chancellor.**

164. We recommend that the Act should provide for the creation of the office of Pro-Chancellor whenever it is considered necessary. Such an office exists in several universities such as Benares, Aligarh and Andhra. It may be of special importance in this University and could be occupied by Rulers of Indian States who evince an interest in the work and progress of the University.

**Authorities of the University.**

165. The principal feature of the constitution proposed by us is the balancing of the academic and non-academic (including the executive) functions of the University. Difficulties often arise from a confusion of these functions or a disturbance of the balance which makes for the smooth working of the University. We have, therefore, separated the representative, the executive and the purely academic functions, and have created appropriate spheres for their operation so as to avoid a conflict between them. Speaking generally, academic functions have been assigned to bodies almost exclusively made up of teachers and educational experts as, for instance, in the Academic Council. Non-academic functions, connected with the representative character of the University in its relation to the community in general, have been assigned to the Court, which has a preponderance of the non-academic element. The body in which the executive power and functions of the University predominantly reside, viz., the Executive Council, has been composed of elements, academic and non-academic, with a proper balance between the two. It is hoped that such an arrangement, coupled with the reduction of elections to a minimum, as mentioned in the succeeding paragraphs, would procure for the University an atmosphere fitted for harmonious working and co-operation.

166. The academic part of the structure begins with the Boards of Studies as the primary units. Out of these rise the various Faculties, and these in their turn culminate in the Academic Council, the apex of the academic structure of the University. Side by side with it grows another edifice, the Court, with a broad based foundation. It would be the main legislative authority in all matters relating to the growth and welfare of the University *vis-a-vis* the public and the various interests composing it. It would also possess general powers of supervision and control, but the actual day-to-day administration of the University would be removed from its control and interference. The Executive Council would have sole and complete control over the property and funds of the University, its finances and their administration. We also propose to invest this body with residuary powers, for, we think that by reason of its compact and well-knit character and also of the presence of non-academic elements in it, it would be in a position to exercise these powers more satisfactorily and harmoniously than a body composed of diversified elements like the Court.

### Elections to Authorities.

167. We have likewise tried to eliminate as far as possible competitive elections to academic bodies, viz., the Boards of Studies, the Faculties and the Academic Council. These bodies would be made up of college teachers and professors, who would obtain a place on them by reason of their long devotion to the cause of education and the position they held in the component units of the University. The result would be, it is hoped, that academic bodies would be saved the storm and stress of periodical elections which often disturb the even tenor of their academic preoccupations. In the non-academic sphere, we have minimised the frequency of elections. We recommend the introduction of the principle of Proportional Representation in such elections as would be necessary, and we hope that this method will reduce the incentive to form groups and cliques for winning elections on party lines.

168. We propose that the term of office of the Court should be six years and that of the Executive Council, three years. The elections to the Court and the Executive Council should all—except elections to fill casual vacancies which shall be duly and properly provided for—be held at the same time. This would not only lessen the number of elections, but would also lead to the more satisfactory working of the system of proportional representation and guarantee the representation of all important groups. Consequently, in the elections in the constituency of registered graduates, which would be the widest under the scheme we propose, it is hoped that a candidate with strong local support would succeed without the adventitious aid of pacts and agreements with outside groups, which often demand the price of reciprocal assistance. In a similar manner, as all seats, from the Court to the Executive Council, would be filled simultaneously, the Executive Council would contain representatives in due proportion of all the various elements that we have included in the constitution of the Court. Other elections, such as, for instance, of the representatives of district local boards and of municipalities, have been limited in scope to one district only. This would restrict the area of competition, giving free scope to the assertion of local merit, unhampered by swamping by competitive forces from outside. These proposals would contribute, we hope, to the production of greater peace and harmony in the life of the University.

#### (1) *The Court.*

169. The Court corresponds roughly to the Senate of the University of Bombay. It would be the largest body in the University, representative of the different social elements and interests, the educated classes and the men of educational experience belonging to the region. Its functions would be in keeping with its widely representative character. It would be eminently fitted to voice the needs, sentiments and expectations of the community in general, to lay down and periodically discuss broad lines of policy, to pass in review the working of the executive bodies and to exercise general supervision over financial administration. We propose to limit the Court to these functions and leave the actual management of university affairs and its finances in the hands of the Executive Council, subject to the legislative control and superintendence of the Court.

### Constitution of the Court.

170. The Court shall consist of the following persons:—

Class I.—*Ex-officio* members:—

- A. (i) The Chancellor,
- (ii) The Vice-Chancellor,
- (iii) The Registrar,

- (iv) The Deans of Faculties,
- (v) Ex-Vice-Chancellors of the University.

- B. (i) The Chief Justice of Bombay,  
 (ii) The Minister of Education, Bombay,  
 (iii) The Director of Public Instruction, Bombay,  
 (iv) The Surgeon-General with the Government of Bombay,  
 (v) The Director of Agriculture, Bombay,  
 (vi) The Director of Industries, Bombay,  
 (vii) The Secretary to the Government of Bombay, Public Works Department.  
 (viii) Vice-Chancellors of other universities established by law in the Bombay Province.  
 (ix) Such other persons as may be designated by the Statutes.
- C. (i) Heads of University departments,  
 (ii) Heads of constituent and affiliated colleges and institutions.

**Class II.—Ordinary members :—**

A. Elected as prescribed below :—

(i) By head-masters of recognised schools	5
(ii) By public associations or bodies as under :—	
(a) Poona City Municipality	1
(b) Sholapur City Municipality	1
(c) Municipalities in each of the ten districts within the area of jurisdiction	10
(d) District Local Boards in the ten districts	10
(e) (i) The Bombay Legislative Assembly, of whom one shall be the representative of the University of Bombay on the Assembly if he is not already a member of the Court.	5
(ii) The Bombay Legislative Council	2
(f) Commercial and industrial bodies functioning in Maharashtra to be named in the Statutes, not exceeding	5
(g) Registered Graduates	25

B. Nominated by the Chancellor, including representatives of the Muslims, other minorities, scheduled and backward classes and similar other interests ; and distinguished educationists .. 25

C. Representatives of Indian States (singly or in groups) which participate in the scheme of the University by associating their educational institutions with the University, in such number as the Statutes may provide.

D. Donors (or their representatives) of 1 lac of rupees or more : if individuals, for life : if associations, for 20 years.

**Composition of the Court.**

171. The inclusion of the Minister of Education and the Director of Public Instruction needs no comment. Ex-Vice-Chancellors of the University would supply a valuable element of experience and practical knowledge. Heads of University departments and of constituent and affiliated colleges and institutions would provide academic ability and administrative experience.

172. Among elected members, the representatives of registered graduates have been given seats commensurate to their importance. It is hoped that the active interest of the educated classes would thus be enlisted in the cause of the University. We recommend that, in addition to the graduates of the new University, this group

should include graduates of recognised Indian and foreign universities domiciled within the area of jurisdiction, provided they register themselves on payment of the prescribed fees, within a period of ten years after the passing of the Act of Incorporation.

173. We have provided for 22 representatives of the municipalities and district local boards, in the hope that these bodies, which cover the whole region, would thereby be drawn into close contact with the University. The Municipalities of Poona and Sholapur have been given special representation, in consideration of their eminent position. The elections to the municipalities and the district local boards are at present based on a very wide franchise, giving thereby due representation to the several sections of the population, in proportion to their numerical importance. It is expected that this feature will be reflected in the Court of the University, through the ample representation we have accorded to these bodies.

174. According to our conception of the composition of the Court, the presence of teachers on it is intended to provide only for the representation of the academic point of view, in regard to the various matters under discussion. We do not consider it desirable that the teachers should influence the decisions of that body by their presence in large numbers. We, therefore, recommend that only the heads of University departments and the heads of all the constituent and affiliated institutions should find a place on the Court. They would be members in virtue of their office and, as such, they would be in a position to offer information or explanation in regard to all matters that are likely to be considered by the Court. We, therefore, propose that college and university teachers should be debarred from being candidates at elections to the Court by registered graduates. The aim of the representation of registered graduates is to secure representation for the point of view of the educated classes in general. This representation should be as varied as possible and should be essentially non-professional. If members of the staffs of the University institutions or colleges acquired seats in this constituency, they would make the representation to that extent less rich and varied; and as from our point of view mere additional representation of teachers on the Court is unnecessary, we recommend that college and university teachers be prevented from contesting these elections. This would also remove what we consider to be a source of grievance felt by other members of this constituency against teachers.

175. In a previous part of this report we have briefly explained the reason for vesting in the Chancellor the power of filling by nomination seats not exceeding 20 per cent. in the Court. We hope that this power of nomination would ordinarily be held in reserve to make good deficiencies in representation. We contemplate that the power of nomination mentioned above would also be utilised for securing the presence, on the Court, of women, and of educationists of pre-eminence, whose age or position might make them averse to contest a popular election.

#### **University and Indian States.**

176. Many witnesses have pressed on our attention the need of establishing a close relation between important Maratha States and the proposed University. The State of Kolhapur is, in this respect, specially important; it holds a peculiarly significant historical position and the City of Kolhapur is the most important educational centre in the Maharashtra area outside Poona. Other important Maratha States, such as Baroda, Gwalior or Indore, are not situated close to the area of the proposed University. Even so, the establishment of relations with them has, for a very large number of people, special significance. They would not only link up the University with cherished historical traditions, but also, it is claimed,

import into University administration valuable elements making for a wider outlook and a more general appeal. While we are keenly aware of the great value of such associations for the University, we find it difficult to make concrete proposals in this behalf at this stage.

177. The States that are situated near or within the Maharashtra area and that enter the jurisdiction of the University can be easily brought into relation with it. It would be possible and proper to give them representation on the Court, on the analogy of the representation given to various regional local authorities, such as district local boards and municipalities. Though it might not be possible to provide for independent representation for each one of the smaller States joining the jurisdiction of the University, substantial representation by groups could be given to these States in the Court of the University. Kolhapur would obviously have to be treated in a special manner. States which are not close to the area of the University might also seek recognition from the University for certain institutions within their jurisdiction.

178. Another channel through which the States could be brought into relation with the University would be through the provision made for representation of patrons and donors on the Court. This would, perhaps, be the more usual way by which the distant States might be related to the University. It is obvious that the precise manner or the terms of representation cannot be indicated by us. We would merely state our opinion that all efforts should be made either at the stage of framing the University Act, or immediately after the establishment of the University, to secure the association of Maratha States, and that the Act should provide for it.

### Powers of the Court.

179. The Court shall exercise the following powers and perform the following duties :—

- (1) Making Statutes, amending and repealing them ;
- (2) Considering and passing resolutions on the annual report, annual accounts, and the financial estimates ;
- (3) Considering and passing resolutions on any matter of general policy relating to University education and administration ;
- (4) Considering and cancelling Ordinances ;
- (5) Electing members to the Executive Council ;
- (6) Exercising such other powers and performing such other duties as may be prescribed by the Act of Incorporation or the Statutes.

180. The power of making Statutes represents the legislative authority of the Court. The power of passing resolutions on matters of general policy belongs to the sphere of its deliberative functions. In finance the Court would have the power of passing resolutions on accounts and estimates, but would not have the right to modify or pass the annual financial statement. Financial management would thus rest directly in the hands of the Executive Council, and the Court could influence it by comment, suggestion and criticism. As we propose to give the Court the power of electing more than one half of the total number of members of the Executive Council, it would thus possess an effective means of influencing University administration.

181. Subject to the provisions of the Act, the Statutes may provide, *inter alia* for the following matters :—

- (a) conferment of honorary degrees ;
- (b) term of office and conditions of service of the Vice-Chancellor ;
- (c) designations and powers of the officers of the University ;
- (d) constitution, powers and duties of the authorities of the University.

182. The first Statutes shall be those made at the time of passing the Act. These Statutes may be amended, repealed or added to by Statutes made by the Court. The Executive Council may propose to the Court the draft of any Statute to be passed by the Court. The Court may approve such draft and pass the Statute, or may reject it, or return it to the Executive Council for re-consideration and amendment.

### (2) The Executive Council.

183. The Executive Council shall be the executive authority of the University. Its constitution and the terms of office of its members, other than *ex-officio* members, shall be prescribed by the Statutes. The Executive Council shall consist of—

- (i) The Vice-Chancellor—*ex-officio* member and Chairman ;
- (ii) The Director of Public Instruction ;
- (iii) Persons elected by the Court from among its members—8 ;
- (iv) Persons elected by the Academic Council—4 ;

Provided that no whole-time employee of the University shall be elected to membership of the Executive Council.

The powers of the Executive Council will be *inter alia* :—

- (i) To hold, control and administer the property and funds of the University ;
- (ii) To administer funds placed at the disposal of the University for special purposes ;
- (iii) To accept the transfer of any movable or immovable property on behalf of the University ;
- (iv) To manage and regulate the finances, accounts and all administrative affairs of the University, and for that purpose to appoint such agents as it may think fit ;
- (v) To appoint in accordance with the Statutes officers, teachers and servants of the University, and to define their duties and conditions of service ;
- (vi) To grant to colleges or institutions incorporation, affiliation or recognition and withdraw the same ;
- (vii) To exercise such other powers and perform such other duties as may be conferred or imposed on it by the Act of Incorporation or the Statutes ;
- (viii) To exercise all other powers of the University not otherwise provided for by the Act of Incorporation or the Statutes.

184. It will be clear from our scheme that the Executive Council would be the most powerful body of the University, subject to the general supervision of the Court. It would, *inter alia*, have the right of granting or refusing to grant affiliation, managing the property, funds, finances and the administrative affairs of the University. It would also possess and enjoy the general residuary powers of the University. It would have the power of making Ordinances for the regulation of business. Only in academic matters its scope and authority would be limited by that of the Academic Council in the manner stated below.

### (3) The Academic Council.

185. The Academic Council shall be the academic body of the University and shall have the control and general regulation of, and be responsible for, the maintenance of the standards of teaching and examination within the University. It shall have the right of advising the Executive Council on all academic matters, and shall exercise such other powers and perform such other duties as may be

conferred or imposed upon it by the Statutes. The Academic Council shall be constituted as follows :—

- (i) Deans of Faculties ;
- (ii) Chairmen of all Boards of Studies ;
- (iii) Principals of all constituent and affiliated colleges and heads of all constituent and affiliated institutions ;
- (iv) Representatives of teachers in constituent or affiliated full-grade colleges, each such college having at least one representative ;
- (v) All University Professors and Readers ;
- (vi) Two representatives of head-masters ;
- (vii) Persons (not exceeding three in number and not being teachers in the University) nominated by the Executive Council, having regard to their expert knowledge.

186. The Academic Council, to be adequately representative of both the academic and administrative sides, must be a comparatively large body. Its strength would depend on the number of University departments and of constituent and affiliated units. However, as some of the categories mentioned above would overlap, we expect the total number of its members not to be less than 60 or more than 75.

187. While we have not thought it necessary to give representation on the Court to teachers in colleges, we would provide for their direct representation on the Academic Council and, through it, on the faculties. Such representation would prove valuable in securing to the University the services of representative teachers who do not hold the office of head of an institution. We suggest that this representation of college teachers should be given separately to the staff of each first grade college. We do not favour incorporating all college teachers in one constituency. The points of view of the teachers in colleges are largely conditioned by the circumstances peculiar to the institutions to which they belong, and it would be difficult for the teachers in one college to appreciate or represent adequately the views of those in other colleges. Moreover, as we have indicated above, the creation of a single constituency may not secure representation for the smaller colleges, thus creating a gap and a grievance. It is all the more necessary to guard against this in the constitution of the proposed University where, otherwise, colleges outside Poona may be very meagrely represented. We recommend that the teaching staff of each constituent or affiliated first grade college should be represented on the Academic Council of the University by at least one elected representative. The bigger institutions might be given larger representation as determined later by Statutes. The teachers in the intermediate colleges need not be given this representation, as their interest in the academic life of the University is not so considerable as that of the teachers of first grade colleges. The intermediate colleges would be represented in the Court and the Academic Council through their heads. This would be the position of the research institutions also, for whose workers we are not suggesting separate representation, in view of the smallness of their numbers. The colleges outside Poona would each have distinct representation in both the Court and the Academic Council.

#### (4) *The Faculties.*

188. The University shall include the Faculties of Arts, Science, Technology, Law, Medicine and such other faculties as may in course of time be instituted by the Statutes. Each faculty shall, subject to the control of the Academic Council, have charge of the teaching and the courses of study and the research work in such subjects as may be assigned to it by the Ordinances. There shall be a Dean of each faculty, who shall be elected by the members of the faculty from among themselves,

and he shall be the executive officer of the faculty, responsible for the due observance of the Statutes, Ordinances and Regulations relating to the faculty.

A faculty shall consist of:—

(1) Members of the Academic Council assigned to that faculty by the Academic Council;

(2) Members of the Boards of Studies in subjects attached to that faculty.

The faculties will thus be genuinely academic bodies.

#### (5) *The Boards of Studies.*

189. Each Board of Studies shall consist of:—

(i) The head of the University department in that subject (to be *ex-officio* chairman);

(ii) Recognised teachers in that subject;

(iii) Heads of that department of studies in full-grade affiliated colleges;

(iv) Such other persons, not being teachers in the University, as may be co-opted by the Board, subject to limits laid down by the Statutes.

190. The boards of studies are the basic bodies in the academic structure. They would contain all the teachers participating in the graduate, post-graduate and research work conducted by the University in Poona. These teachers would carry out the bulk of the work with which the boards of studies would be concerned. To these would be added the heads of the particular department in all first grade affiliated colleges. These would supply the necessary outside element. The board would be completed by a certain proportion of co-opted members. We visualise that the co-opted members would belong chiefly to two types: (i) experts in the area outside the circle of the University or the college staffs, (ii) members of the corresponding boards of studies in the University of Bombay. We would welcome the presence on each board of persons belonging to both these types, though persons belonging to the first type might not be available in all subjects. We recommend that the power of co-option should have both a minimum and a maximum limit. The boards of studies would be concerned largely with the framing of courses and the laying down of syllabuses, but in view of the type of University organisation that we recommend we have proposed a constitution for them which would enable them to initiate proposals regarding their subjects. We recommend that the boards of studies should be empowered to submit for the consideration of the faculties and the Academic Council their proposals regarding the organisation and conduct of teaching and research in their respective subjects.

#### (5) *Boards for Special Purposes.*

191. The University shall include boards for special purposes, for instance, for extra-mural teaching; health, residence and discipline; appointments to posts under the University and such other purposes as may be prescribed by the Statutes.

192. Among other important bodies that we expect the University to set up, we make special mention of the Board of Post-graduate Studies, the Board of Selection and the Board of Extra-mural Studies. The Board of Post-graduate Studies would be composed of representatives of the different faculties together with a small number appointed by the Executive Council. It would be in charge of the entire work of organising post-graduate and research studies in the University, and it would be its duty to consider the case of each individual research student, to approve the subjects proposed for research and to direct the students to appropriate University teachers for guidance, in consultation with the appropriate board of



studies. In view of the number of whole-time appointments in the University that we propose, it would be necessary to provide for proper Boards of Selection of candidates for the important teaching posts at the University. We recommend the institution of special boards of selection for making all appointments to posts of University Professors and Readers. The constitution of such boards, as provided in the Bombay University Act, would be suitable for the same purpose in the proposed University. A Board of Extra-mural Studies is necessary for looking after this special and important branch of University activities. Roughly, half of the members of this Board should be directly elected by the Court, the other half being appointed by the Executive Council and the Academic Council. It is not necessary for us to go into further detail regarding the constitution of these boards or other boards or committees which the University may find it necessary to set up.

#### (7) Other Authorities of the University.

193. In addition to the authorities specified above, others may be constituted, and their constitutions, powers and duties may be declared by the Statutes.

#### Committees for Appointment of Examiners.

194. Appointment of examiners is an important subject in university affairs. After careful consideration of the question the Committee recommends that the best way of dealing with this matter would be to provide for an annual *ad hoc* committee for each faculty, as under :—

- (1) Vice-Chancellor.
- (2) Dean of the faculty.
- (3) Two members appointed by the Academic Council.
- (4) Two members appointed by the Executive Council.

This committee shall be charged with the duty of drawing up lists for appointments to university examinations from amongst persons included in panels to be prepared by the boards of studies. For each faculty, there would be a separate committee of this description and it would continue to act for one year only.

195. The lists of examiners prepared by these committees shall be submitted for approval to the Academic Council, and the Executive Council. These bodies would suggest or make a change in the lists prepared by the committees only by a special resolution stating the specific grounds on which each change, suggested or made, is based. In our opinion it is highly desirable that the members appointed by the Academic Council and the Executive Council to Examiners' Committees should change often and no ground should be given for complaint that the suggested method had merely succeeded in concentrating patronage into the hands of a small group.

## CHAPTER VIII.

## FINANCE.

196. The scheme outlined in this chapter has reference exclusively to the initial stage of the University. Our estimates of expenditure on the staff and on equipment represent what in our opinion is absolutely essential to give the University a fair start on the lines that we have laid down. The recurring and the non-recurring expenditure would both have to be considerably larger than our estimates, to enable the University to grow into an institution contributing substantially to the development of the economic and cultural life of the region and establishing for itself a notable position as a seat of higher learning. We expect the University to evolve gradually on the lines laid down for it. A University which grows in consonance with its needs and opportunities of expansion proves more fruitful in results and is better adapted to its environment. Further, a University springing into being as a completely developed institution would require much larger financial assistance from the Government and the public than it would be wise, under present circumstances, to rely upon. We have, therefore, contented ourselves with indicating the equipment and the finance which we think it essential that the University should secure at the start to enable it to grow in the manner desired by us.

197. We have not drawn upon any source of revenue other than fees and a grant from the Government. This is not because we do not expect the University to attract the support of the public. We are hopeful that the love of learning and appreciation of selfless service which the public and the Ruling Princes of Maharashtra and outside have exhibited in the past will be a perennial source of support to the new University.

**Help by the Public.**

198. We may, however, point out that the private educational societies in Poona have been able to attract considerable endowments only by making constant and systematic efforts. It would be equally necessary for the University to set up a special organisation for raising funds from the public. It is obvious that the success of such efforts would depend on the interest which the University was able to arouse by its work in the initial stages, and on the programme of development it was able to place before the public. We would in this connection draw attention to the practice, prevailing in American Universities, of having a regular department devoted to securing financial support. Also, the example of missionary institutions, which often raise large sums through a wide net-work of organisations appealing to different classes for contribution, however small, should prove a valuable guide. We feel sure that the University would be able to secure, in this behalf, the assistance of a number of enthusiastic workers. Until, however, the University is established no organisation could start the work of collecting funds for it. Moreover, the response to an appeal from an active organisation would necessarily be much more satisfactory than to an appeal on behalf of an organisation that is yet to come into being. Endowments or donations which the University may obtain before its establishment would not affect our estimates; they would enable the University to start with a better equipment than the minimum which we have indicated in the following paragraphs.

**Non-recurring Expenditure.**

199. To take the non-recurring expenditure first. The University would be able to utilise the lecture rooms, libraries, and laboratories of the constituent units.

There are, however, some directions in which the University would have to incur certain expenditure as soon as it begins to function. It must have a central location for its offices and lecture rooms. The lecture rooms are a necessity under the co-ordinated system of teaching suggested by us regarding the graduate and post-graduate classes. They would chiefly accommodate the Arts students. Students of professional colleges would ordinarily work in their own institutions, and science lectures would be delivered in the vicinity of the appropriate laboratories in the different colleges. A building for the University library is equally an urgent initial need. A large structure need not be immediately raised for it, but a beginning would have to be made with a structure capable of adequate expansion to meet the growing needs of the University.

200. We give below an approximate estimate of the cost of construction of these three sets of buildings based on pre-war rates:—

	Rs.
(i) University offices .. .. .	50,000
(ii) Central lecture rooms .. .. .	2,00,000
(iii) A building for the University Library .. .. .	2,50,000

201. We recommend that the Government of Bombay should make an initial grant of Rs. 5 lakhs for these buildings, which we consider essential for giving a start to the University. This amount is exclusive of the cost of the site or sites. It is difficult to be definite about the cost of the site, but we discuss elsewhere certain alternative proposals in regard to this subject.

#### Annual Income and Expenditure.

202. Our estimate of the recurring income and expenditure of the University is as follows:—

#### *Statement of estimated Income and Expenditure.*

Receipts.	Rs.	Expenditure.	Rs.
Examination fees ..	2,25,000	Establishment ..	20,000
Registration and other fees .	10,000	Examination expenditure.	1,50,000
Government Grant ..	2,50,000	Travelling allowance ..	10,000
		Printing, Stationery and Miscellaneous.	20,000
		Professors and Readers ..	1,55,000
		University Library ..	50,000
		Laboratory expenditure.	25,000
		Research assistants and grants.	25,000
		Insurance of buildings, Taxes, etc.	10,000
		Extra-mural department.	20,000
Total ..	4,85,000	Total ..	4,85,000

#### Receipt Items.

203. The estimate of receipts from examination fees is based on (1) the present number of students appearing at the matriculation examination of the University

of Bombay from the ten districts in the proposed jurisdiction of the University and (2) the present number of students appearing at higher university examinations from the Poona colleges. The rates of these fees are taken to be the same as those charged by the University of Bombay. The recurring Government grant is taken to be Rs. 2½ lacs every year and we recommend that it should be so fixed by the Provincial Government. We have not allowed for any receipt of contributions from colleges or fees from the students of the University. As we have explained in Chapter V, our scheme contemplates the pooling of tuition fees and their redistribution among the colleges in proportion of their contribution to the quota of teachers. We also have left out of account grants from municipalities, local boards and similar other bodies. We do not expect that local bodies would be in a position to contribute substantially towards the ordinary activities of the University. We hope, however, that they will finance to a material extent the extra-mural work of the University in their areas.

### **Expenditure Items.**

204. Many of the items on the expenditure side do not require comment. The estimates regarding expenditure in connection with examination, library, travelling allowances, printing, stationery, upkeep of buildings and insurance are based on the expenditure incurred by the University of Bombay on these items, with such modifications as are necessary for the requirements of the proposed University. The expenditure in respect of office establishment has been estimated on scales of salaries corresponding to those proposed by us below for University Professors and Readers.

### **Whole-time University Staff.**

205. Under the arrangement that we suggest, all post-intermediate teaching in Poona would be taken over by the University and would be carried on co-operatively (1) by recognised teachers belonging to the different colleges and (2) the whole-time staff appointed by the University. The constituent colleges would be responsible for supplying the teaching staff for graduate teaching on a quota basis. The University would not directly recruit or pay the teaching staff of the colleges. The University would only recruit its own whole-time teachers. These teachers would be of two grades (1) Professors and (2) Readers. We think that, in addition to the existing teaching resources of the Poona Colleges, it would be necessary for the University to have at the beginning about 12 Professors and 12 Readers for the Arts and Science departments taken together. Later on it may be found necessary to appoint demonstrators, and in certain cases lecturers.

206. The relationship of the present life-members to their respective societies would not in any way be disturbed if they were only "recognised teachers" of the University. The question would, however, arise when a life-member was selected for employment as a whole-time University Professor or Reader. A life-member would not apply for a University appointment without the permission of his society; and, in the event of his selection for the appointment, the society might release him totally or partially from the obligations of life-membership or grant him special leave or arrive at some arrangement to make his services available to the University. In any case he would remain a whole-time employee of the University and subject to its regulations and conditions of service. We are definitely of opinion that university appointments should be fully open to applicants from all quarters, and that, when life-members are chosen to fill them, the choice must be determined exclusively by considerations of merit.

**Staff Salaries.**

207. We suggest the following scales of monthly salary for the different grades of teachers employed directly by the University :—

(1) Professor	..	..	..	500—25—700
(2) Reader	..	..	..	300—20—500
(3) Lecturer	..	..	..	200—10—300
(4) Demonstrator	..	..	..	100—10—150

Demonstrators would not ordinarily be kept in service for more than 5 years.

208. These scales appear to the majority of us to be necessary in order to attract the best men into the service of the University and also to place them above the necessity of securing subsidiary occupation for supplementing their income. A few of us are of opinion that considerably lower scales could be adopted without sacrificing the quality of the teaching staff, and that such lower scales would be more in accord, not only with the traditions of education in Poona, but also with the facts of economic life in Maharashtra. The salary suggested on this basis for a Professor is Rs. 400, and for a Reader, Rs. 200—10—300 per mensem. It may be mentioned that this scale of salaries is identical with that sanctioned by the Government for the Deccan College Post-Graduate and Research Institute.

**Staff Numbers.**

209. The appointment of 12 University Professors and 12 University Readers should suffice at the outset. We may observe, however, that this economy in the number of appointments becomes possible only on account of the pooling and co-ordination of existing resources, which are the essential feature of our recommendations. The teaching staff directly appointed by the University and the recognised teachers in constituent institutions would be working harmoniously over the entire course of studies. This body of teachers would further be strengthened by the accession of scholars belonging to the different research institutes, in Poona and outside, whom the University may be able to draw into association with its own activities.

210. We must, however, state with some emphasis that the twenty-four appointments we recommend represent only the beginnings of an activity which, in course of time, is sure to increase in volume and variety, necessitating the opening of more departments and the establishment of more chairs.

**Other Items of Expenditure.**

211. Our estimates for the science departments are in addition to the expenditure already incurred by the colleges on their laboratories. We have correspondingly not taken into account the income from laboratory fees. The estimate given above is based on the requirements of extra expenditure on the laboratories incurred on account of the work of graduate and post-graduate students and also of the University Professors and Readers in the science departments. The item "Research Assistants and Grants," provides for what appears to us to be the minimum help necessary for the whole-time staff of the University in connection with the research projects that it undertakes. We have already indicated our opinion that extra-mural activities should be an essential and distinctive feature of the University, representing its direct contact with the general body of citizens. In order to carry out those activities properly the University would have to appoint from the beginning a nuclear central staff. It would also be an essential part of these activities to publish popular literature of the proper type on scientific and cultural subjects; for, without such literature, the carrying on of extra-mural activities would be well-nigh impossible. The estimate of Rs. 20,000

which we recommend should be earmarked for the extra-mural department, includes our estimate of the minimum requirements of the two sides of the activities of this department.

### Government Grant.

212. Lest our recommendation for a non-recurring grant of Rs. 5 lacs and a recurring grant of Rs. 2½ lacs be considered excessive, we might point out that the grants recommended by us are by no means too high for a University serving the needs of the largest and the most populous part of the Province of Bombay. Indeed, we claim that they are modest. When, in the neighbouring Province of Madras, the Andhra and the Annamalai Universities were established, the Government of the Province gave to each an endowment fund of Rs. 25 lacs in addition to a generous annual grant. Other Indian Provinces, too, spend with great liberality on university education. We are convinced that if the Government would be generous in its initial and recurring grants, it would help to stimulate private generosity. It should be noted that the grants we recommend are in addition to what the Government spends on the Deccan College Research Institute and the Agricultural and Engineering Colleges and on grants to colleges and institutions in Poona and outside.

213. We are aware that the estimates that we have put forth above may appear to many as unduly low, and they are low as compared with those put forth by the Setalvad Committee. Two considerations might be emphasised in this connection. Firstly, we expect the new University to draw upon and utilise the existing resources of Poona institutions. Our estimates are, therefore, confined to the cost of the additions that are necessary to existing equipment and do not cover the entire cost, recurrent and non-recurrent, of the University organisation. Secondly, the salary scales proposed are somewhat lower than in other university centres. But this is because of the peculiar circumstances and traditions connected with educational activity in Poona. While in the large majority of cases the salaries we propose should, therefore, prove ample, the University, we believe, should be prepared to offer higher emoluments, as a special case, if that is necessary to attract a particularly outstanding scholar to the University centre. We do not, it will be noted, suggest economising on the essentials of the university equipment, which are required for the conduct of research and all higher work at the University.

## THE MEDIUM OF INSTRUCTION.

214. The question of the medium of instruction is perhaps the most difficult that the Committee has had to deal with. It is also the one which has most exercised the mind of the public. The Committee has, therefore, given to it very anxious consideration.

**Case for Adoption of Marathi.**

215. It is now generally expected that one important aspect of the work of the proposed University will be experimentation with the introduction of Marathi as a medium of instruction and examination. The demand for this is based not only on the general principle that the mother tongue is the most suitable medium of instruction at all stages of education, but also on the ground that the use of a foreign tongue for the purpose imparts a definite bias to all studies, and influences modes of thought. The undue emphasis laid in India in most branches of study on conditions in Europe and America, and on the development of thought in western countries is chiefly due to the use of English as the general medium of instruction and to the resultant adoption of English or American text books. The device commonly adopted to counteract this tendency, namely, prescribing courses of study having special reference to Indian conditions, has not been completely successful, and has itself the defect of creating an unnatural division in the study of an integrated subject. It is, therefore, held by many that real independent thinking of a fundamental character, consonant with Indian developments, will not be possible unless the best scholars of the land think and express themselves in their mother tongue.

216. Further, a foreign medium acts as a handicap, especially to classes backward in education. Its retention in university education makes for a break in the continuity of the educational system and creates difficulties in the way of easy progress in education, especially on the part of adult students. The failure to use Indian languages as media of instruction also retards the more general diffusion of knowledge through them. We have emphasised above, a number of times, the need for attracting to university studies students from various classes, and for specially facilitating the progress of poor students and students from backward classes. A system of scholarships helps the progress of only a small band of the brightest among the poor and the backward. To reach larger numbers it would be necessary to provide facilities for adults to take up studies of the university grade, after they have left the regular educational institutions. This would be impossible so long as all such knowledge was imparted only through a foreign medium; for, in that case, as at present, all those who are ignorant of the foreign language are denied access to higher learning. Hitherto an acquaintance with English has been compulsory for all those who desire the acquisition of knowledge of even the matriculation standard in any subject. If a regular system of *Lokshalas* comes to be established, a new stage in educational progress will have been reached. The efforts of the University to use Marathi as a medium of instruction, and to create literature of university standard in Marathi would be work in continuation of the *Lokshala* system. It is in the light of such considerations that some have gone so far as to maintain that no real democracy is possible so long as the language of the region is not the language of administration and of all education also.

**Trend of Events.**

217. In these circumstances it is impossible to ignore the question of the medium of instruction in the proposed University. We have referred so far specifically to the adoption of Marathi as a medium of instruction as it is the predominant

language of the region. This does not mean, however, that we preclude the possibility of experimentation in other languages if and when conditions are found suitable.

218. The proposal to use the mother tongue as a medium of instruction is not new. The early exponents of occidental learning, both Indian and English, were clear in their minds about the place of the languages of the country in any system of national education. They foresaw that these languages would ultimately become the predominant media of instruction, scholarship and culture. They regarded the use of English as only a passing phase, necessitated by political circumstances and by the undeveloped condition of Indian languages. The signs of the times indicate, it is held, that, after a long eclipse, Indian languages are now coming into their own. An indication of this tendency is afforded by the fact that at the All-India Educational Conference, which meets yearly at different centres in India to consider vital problems of education affecting the whole country, resolutions have been passed, year after year, urging the desirability of using these languages as media of instruction at all stages of education.

### **Analogy of other Countries.**

219. Moved by such considerations some witnesses have urged that the proposed University should immediately adopt Marathi as the exclusive medium of instruction and examination. This is regarded as the logical conclusion of the process which has already begun at the secondary stage of education in Bombay and other Provinces. The difficulties in the way of carrying out this change are recognised, but it is said that they would soon disappear if faced with determination. The instances of Turkey and Japan are cited in illustration of this possibility. It is claimed that the development of Marathi language and literature has made great strides during the last three quarters of a century, and that if Marathi still suffers from certain deficiencies, it is on account of the failure to use it for purposes of university instruction. When once this is done its capacity, it is said, for expressing advanced thought and dealing with technical subjects would rapidly develop and the present lack of books, if any, would soon be rectified.

### **Grounds for Caution.**

220. On a careful review of the subject, however, we have come to the conclusion that, while a larger use of Marathi is generally desirable, the practical difficulties in the way of speedily attaining this end cannot be overlooked. It seems to us that the previous preparation necessary for the immediate adoption of this step is lacking; nor can we, like Turkey or Japan, bend the will and resources of a whole nation to the task. Marathi is not yet rich enough in the majority of the subjects, especially scientific subjects that will have to be taught at the University, though it may be admitted that this lack of adequate literature is itself partly the result of the inferior status of the language in higher education. There is a vicious circle, which can only be broken by vigorous effort. Ultimately the result will depend on the zeal and ability of the scholars whom the University produces and their efforts in the service of their mother-tongue.

### **Case for the Retention of English.**

221. Secondly, the present position of the English language in the life of the country and its practical importance to the educated classes have to be taken into account. So long as English is the dominant language of administration, of the learned professions and of commerce and industry, high proficiency in it is important for all those who seek an entrance to these walks of life. Learning a foreign language is always difficult and with the best efforts the proficiency attained



in it can only be limited except in rare cases. But such proficiency will further deteriorate, if the contact which the student has with that language is curtailed by the exclusive adoption of Marathi as the medium. The result will inevitably be that the student, whatever his proficiency in other subjects may be, will find himself at a disadvantage in the competition which will face him in his search for honourable employment in the higher branches of the central and provincial services, in the world of finance, banking, commerce and industry, or in inter-provincial journalism and public life. Some of these difficulties will undoubtedly diminish or disappear with the formation of primary provincial units based on linguistic homogeneity, or when a *lingua franca* is eventually evolved in India.

### Complexity of the problem.

222. Further, it seems to us inevitable that the progress of the proposed University in this direction should be limited by the necessity of making the migration of students possible from and to other Indian universities, and by the need for the maintenance of contact with scholars in other parts of India and of the world. We consider it highly desirable that the University should attract and provide for students from other parts of the Province and of India, and that students from Poona and Maharashtra should continue to be in a position to study under eminent scholars and in specialised institutions in other parts of the country. The pace of reform in this matter will be regulated by the action of other universities in India. It seems to us obvious that no long-range adjustments on this vital question are possible without keeping clearly in view the relative claims of the mother tongue, of a *lingua franca* that in course of time may be evolved in India, and of an international medium like English, so that the interests of the region, of Indian unity and of the world community of scholarship are all duly preserved.

### Discretion to University Authorities.

223. The extent to which Marathi can or will be used by the proposed University as a medium of instruction, and the speed with which this development will take place, are thus matters which depend on a large number of independent factors. It would be hazardous to speak dogmatically about the future and it is also not necessary for us to make a definite pronouncement. This is a matter, decisions regarding which must rest ultimately with the authorities of the University. The pace and direction of experimentation will depend to such a great extent on the concrete experience gathered during its progress that no external authority can, in advance, lay down a definite policy. We are, therefore, not in favour of suggesting a definite objective in categorical terms or of indicating a fixed period of time during which a certain degree of progress must necessarily be achieved. We have full confidence in the ability of the new University to deal with the matter in the best possible way as occasion arises. In the few Indian universities where Indian languages are being tried as the sole or as alternative media of instruction, the step is yet experimental and cannot afford sure guidance.

### Linguistic Heterogeneity.

224. While we thus recommend that, in the matter of the introduction of Marathi as the medium of instruction, the authorities of the future University should have complete discretion, we must deal with another aspect of this question, which makes it necessary that certain limits be laid down, within which this discretion may be used. These limits have reference to the needs and educational interests of the non-Marathi-speaking population inhabiting the Maharashtra area. The region

that we have proposed for the jurisdiction of the University is predominantly Marathi-speaking; it contains, however, some non-Marathi-speaking groups. It will be interesting to note the extent of the linguistic variety of the region, as reflected at the Matriculation examination of the University of Bombay. A rough indication of it will be afforded by the number of candidates offering different Indian languages at this examination. A candidate has to offer English or an Indian language in addition to one classical or modern European language. These two groups form together one compulsory subject of examination. The Indian language offered is generally the student's mother tongue or the language which he finds it easiest to use. We give below the figures for the year 1942 for Poona and the other centres in the Maharashtra area (outside Bombay), showing the number of matriculation candidates offering the different languages under the two groups specified above. We have given separate figures for Poona, as it reflects linguistic variety more strongly than other centres.

*Classical languages and modern European languages group.*

	Poona Centre.	Other Centres.*	Total.
Sanskrit	1,722	2,990	4,712
Persian	143	221	364
Ardha-Magadhi	327	622	949
Pali	207	11	218
Arabic	23	....	23
French	118	39	157
German	19	....	19
Portuguese	1	....	1
Latin	17	....	17
Total	2,577	3,883	6,460

*Indian languages and English group.*

Marathi	2,227	3,646	5,873
Gujarati	58	14	72
Kannada	5	26	31
Urdu	74	91	165
Hindi	....	24	24
English	213	82	295
Total	2,577	3,883	6,460

**Demand of Non-Marathi Groups.**

225. These figures indicate that, though the overwhelming number of students in the University will be Marathi-speaking, a certain number of non-Marathi-speaking students will always remain. Their needs and interests must be carefully provided for, in any scheme which the University may adopt for extending the scope of Marathi as a medium of university education. The demand of such groups has been for the continued use of English as an alternative medium in the University.

226. We are of opinion that the University should be free to develop the use of Marathi as a medium concurrently with the adequate maintenance of English as an alternative medium of instruction. Such a provision will, it is hoped, meet adequately the demands and needs of non-Marathi-speaking students.

\* These centres are :—Ratnagiri, Nasik, Kolhapur, Sholapur, Sangli, Satara and Dhulia.

227. The natural course of development in the matter of the medium would be, it seems to us, the use of Marathi in subjects which make an exclusive appeal to Marathi-speaking students or which lend themselves naturally to treatment through Marathi. Likewise, some branches of study in which Marathi is at present employed as the medium, such as Ayurvedic medicine, would continue to be taught through Marathi. An increasing number of other subjects would come to be taught through Marathi in course of time, but they would also continue to be taught alternatively through English. Scope would be given for all efforts in the direction of establishing the Marathi medium, while the educational interests of non-Marathi groups at all stages would be protected. No hardship need, therefore, be experienced by non-Marathi-speaking students in the University, as instruction through English, in such courses of studies as they are interested in, would be available to them.

### **Muslim Apprehensions.**

228. Fears have been expressed by some representatives of the Muslim community regarding the manner in which the establishment of the proposed University might affect their interests and we must deal specifically with them. They apprehend that their interests might be adversely affected in two directions : (i) that the new University might neglect some of the studies that concern or interest them and (ii) that the progress of Marathi as the medium of instruction might materially diminish the educational facilities open to them at present. We have already indicated our view that the University should concern itself with the cultural and other needs of all sections of the population in the region. This recommendation will, we hope, serve to allay the first apprehension. The second has to be considered in greater detail. The general use of English as the medium of instruction to-day makes it possible for the non-Marathi-speaking population to receive instruction in all departments of study provided for at present in Poona and other centres of university education in Maharashtra. It is the claim of the representatives of the Muslims that these facilities should not be impaired. Ordinarily, we expect the University authorities to conduct their efforts to extend the use of Marathi as a medium of instruction in such a manner as not to affect materially the interests of any section of the population. However, in view of the definite opinions that have been expressed before us, it becomes necessary to assure these sections in advance that the proposed University will look after their interests also.

### **Proposed Safeguards.**

229. The best manner in which this can be done is to provide adequately for the continued use of English as a medium of instruction and examination at all stages of university education. This will mean that the experiments of the University will leave intact the nature of present facilities, and this should be enough to satisfy all reasonable demand. The detailed manner in which this should be provided for is indicated in the following recommendations :—

(1) All experiments made by the University of Poona in the direction of the adoption of Marathi as the medium of instruction shall be limited by the following conditions ; and subject to them, the University shall have complete control over all education of the university grade within the area of its jurisdiction :

(i) At the Matriculation Examination of the University, English shall remain one of the media of answering papers in all subjects.

(ii) In the event of the adoption of Marathi as a medium of instruction and examination, in any part or in the whole of the courses of studies leading up

to the intermediate examination, English shall be maintained as an alternative medium of instruction in such studies in at least one institution in Poona, connected with the University and shall be retained as a medium of examination in all subjects at the intermediate examination conducted by the University.

(iii) In all courses of instruction directly controlled or conducted by the University, adequate provision shall be maintained for teaching all subjects through English, provided that this shall not apply to (a) Sanskrit or Marathi studies, i.e., studies relating to Sanskrit language and its derivatives and their literature, and studies relating to Marathi language, literature and the thought and life of the Marathas, (b) Institutions, which might later be connected with the University, but in which the medium of instruction is at present Marathi; for example, institutions like the Ayurvedic.

(2) In the event of the University desiring at any time to be released from the operation of any of these conditions in any particular direction, it shall make a representation in that behalf to the Provincial Government and the Provincial Government, after enquiry, may refuse the permission to the University or grant it on such terms as, in its opinion, the circumstances require.

230. It will be observed that these recommendations follow the lines on which progress has been made so far with the introduction of Indian languages as media of instruction in secondary education. We believe that, while satisfying the legitimate claims of non-Marathi-speaking populations, they leave an ample field for experimentation to the University.

## CHAPTER X.

## MISCELLANEOUS.

**Faculties and Departments at the University.**

231. We have recommended that power may be given to the University to start such faculties as it may think proper, and that the following faculties be constituted immediately in the new University: (1) Arts, (2) Science, (3) Technology, (4) Law and (5) Medicine. These are the faculties which now exist at the University of Bombay. We find that teaching in all important subjects covered by these faculties is provided in Poona. The only deficiency was in respect of Commerce, but we are glad to find that it has been made good by the recent opening of a College of Commerce. We recommend that, in the Arts course, there should be separate departments of study relating to Fine Arts, including music. Poona has no college of medicine, but the B. J. Medical School can, without much effort, be raised to the status of one and the foundation of a Faculty of Medicine laid. A similar course, we understand, was recommended on previous occasions by more than one committee, and we think that the time is ripe for its adoption.\* In the earlier stages of this college, adequate control will have to be vested in the hands of the Government. We recommend that the question of the conversion of the B. J. Medical School into a Medical College be immediately taken into consideration and steps taken to bring a full medical college into being at Poona either on the establishment of the University, or, if possible, even before it.

232. Apart from the continued development of studies and institutions already in existence, the inception of new studies and the establishment of many new departments have been pressed on our attention by a number of witnesses. For example, the representatives of the Maharashtra Chamber of Commerce stressed the need of the development of technological studies, especially those of oil and sugar technology, which have particular importance for the Maharashtra area. Maharashtra has taken in recent years a very active part in the revival and systematisation of Ayurvedic studies and our attention has been called to the great potentialities of this development. It has been pointed out that by linking these studies to the study of western medicine at the centre, great impetus may be given to further research in both systems. Other witnesses have emphasised the military traditions of Maharashtra and the known attachment of its people to physical culture. Poona has become in recent years an important centre of military training, and there have been created at this place considerable facilities for imparting education in various aspects of military science. It is possible that some of this activity will cease or diminish at the end of the present war. In this case the University could ask for the transference to itself of some of the resources that are being accumulated, and establish, perhaps with the special help of Maratha States, departments of military and aeronautical studies at the centre. Equally appropriate and equally in keeping with the traditions of the people would be the development of naval studies in the Konkan area. An exponent of Yogic culture, which in one of its aspects is closely connected with physical culture, is resident within the area and conducts an institution called Kaivalyadhama† in Lonavla. He presented a scheme to the Committee for the establishment of a complete Faculty of Yoga. Reference has also been made to the great part played by both professionals and amateurs from Maharashtra in the development of the systematic study, as well as the popularisation, of Indian music, and

\* See Appendix X.

† See note (Appendix XI) on research work carried on at this institution.

the establishment of a University Department of Music, and the inclusion of the subject in its courses of study have been suggested. This is merely an illustrative list of the various projects urged on our attention. The grounds on which such branches of study and research are suggested relate either to their innate cultural value, or to their special suitability to the temper, traditions and genius of Maharashtra, or to their special utility in view of its economic and industrial needs. Most of these developments are, no doubt, appropriate and desirable. The limiting conditions, however, are finance and the practicability of fitting them into the general scheme of the teaching and research organisation of the University. We refer to them only to draw attention, among other things, to the variety of directions in which the work of the proposed University could develop, and the expectations of special adaptation which the people of the region have in respect of the proposed University. A detailed consideration of the various schemes and their implementing in due course has obviously to be left to the authorities of the University when they begin to function.

### **Collaboration with the University of Bombay.**

233. One aspect of this problem of expansion deserves special attention. A clear-cut division of work between the Universities of Bombay and Poona, within the existing faculties or the major branches of study, is neither practicable nor desirable. But we are of opinion that all future projects which relate to the establishment of specialised departments or extensions into hitherto unexplored fields should be matters of consultation between the two Universities. Whether the University of Bombay continues to serve a large area or becomes a city University, the physical proximity of the two centres and the close relations that have subsisted between them make it imperative that the two Universities should always work in close collaboration. We have already indicated the need for the exchange of information and ideas and for an understanding regarding specialization in the working of the libraries at the two centres. It would be possible to bring this about even in an informal manner. In view, however, of the great necessity of securing coordination and avoiding duplication of effort, particularly in highly specialised and costly departments like the Department of Chemical Technology, we are of opinion that a Joint Board of the two Universities should be set up for considering such questions. Such a Board might consist of the Vice-Chancellors of the two Universities and four members, nominated by the Syndicate of each University, two members to represent the academic side and two the non-academic side. We expect this Board to meet frequently and to discuss all questions of coordination of effort between the two Universities. As a corollary we recommend that specialised departments existing in only one of the Universities of the Province, such as Chemical Technology in Bombay, should be kept open to students of other universities in the Province. The analogy of such departments with the provincial Colleges of Agriculture and Engineering is close and we suggest treatment of this problem on lines indicated by us in regard to those two colleges. We hope that the two Universities will work in close co-operation in other directions also. We have already recommended that on the boards of studies in the proposed University members of the corresponding boards of the Bombay University should be coopted. We expect also an interchange of examiners and special provision for the migration of students from one university to the other. We suggest that the proposed Joint Board should consider questions of expansion, as also those relating to admission and migration of students.

234. Another question affecting relations between the two Universities is the possibility of the diversion of existing endowments at the University of Bombay

to the proposed University. There are numerous difficulties in the way of taking such a step; its feasibility, especially in the case of scholarships, etc. intended to benefit specifically students of areas to be included within the jurisdiction of the proposed University might, however, be considered by the Joint Board.

### Teaching and Examination Reform.

235. Various suggestions have been made to us concerning courses of studies, and methods of teaching and examination. Passing reference has been made to some of these in earlier chapters. The formulation of a proper General course for the B.A. degree and of really specialised Honours courses has been mentioned. Reference has also been made to the possibility of changing the structure of courses of study so as to approximate more to the American or the German model. It has been shown that this would make not only for simpler organisation, but would also facilitate the migration of students. We might draw special attention to the importance of training in research methods and of carrying out a minimum of original work for all aspirants to higher university degrees. One of the most eminent of Poona scholars, the late lamented Dr. Sukhatankar, emphasized his faith in this training by stating that no student should get a university degree unless he had been through a certain amount of research training. There is no doubt that for all those who would specialise in any branch of study, training in research methods and the undertaking of some independent work is a necessity. We feel sure that, with the proper recruitment of the whole-time university staff and the adequate provision of equipment, proper attention would be paid by the proposed University to this aspect of the organisation of the courses of study.

236. Even more urgent, because it deals with the mass of the students, is the question of the reform of teaching and examination methods, such as that of providing for the personal direction and supervision of the work of students. We have already commented on this need in connection with the organisation of work in the first two college classes. Such provision is needed for the students of the graduate and post-graduate classes no less than for those of the first two years. We consider it a great merit of our scheme of organisation that it would enable colleges to take up this work of reform immediately, and we feel no doubt that the University and the colleges will take appropriate steps in this direction immediately on the organisation of the university centre at Poona. Such an organisation should also lead to considerable reform in examination methods. The adoption of some system by which the judgment formed on the whole year's work of the student is made less dependent on his few hours' performance in a written examination at the end of the year, is generally desired. It is, however, only when students work throughout the year continuously under the personal supervision of their teachers that it becomes possible to attach due weight to the record of work during the year. There is little doubt that a large number of advocates of the proposed University favour the idea of its establishment because they feel that it would carry out many of these reforms which are urgently required. We have every hope that the new University will fulfil all the legitimate expectations of its advocates in this direction.

### Location of the University.

237. The Committee was not able to consider in detail the problem of the location of the University offices and other buildings of the University. However, it considered some of the proposals in this regard that were placed before it. It should be noticed, in the first instance, that in view of the coordinating character of the University and the dispersed location of its constituent institutions, it would not be possible in this University to locate a major portion of its activities in one centre or in one set of buildings. The effort at coordination would mean the

acquisition by the University of a central site for certain purposes, such as those of lecture rooms and offices. It is, however, not necessary to locate all the buildings of the University or the future extensions of its departments, etc. in one place. As a matter of fact, it would be almost impossible to acquire a site in a central position in Poona extensive enough for such purposes. In many other respects, we have visualised the development of the University as taking place along lines similar to Cambridge and Oxford; in respect of the scattering of university departmental activities, it would have also to follow the lines of the two ancient British Universities.

238. In selecting the site for the University offices and lecture rooms, the main desideratum would seem to be a central position. Having regard to this, the area in the neighbourhood of the Shivaji Statue is obviously indicated as the most desirable location. We have not made any detailed enquiry as to the availability of sites within this area. It has, however, been pointed out to us that under the Town Planning Scheme, part of this area (Sambhaji Park) has been reserved as a park in a location not far removed from the Shivaji Statue. It is likely that, if the University does not crowd the site with buildings and maintains within it a public park, the Municipality might be induced to permit its use for the location of some University buildings. In this case, the offices and central lecture rooms could easily be constructed on this site. This would not, however, accommodate the University Library, for which we propose that a building should be immediately constructed. It is not necessary that the location of the University Library should be equally central. We have suggested that the development of this library would be chiefly in the direction of a teachers' and a research library. In this connection, we may make special mention of a generous offer made by the trustees of the Hirabag Town Hall Committee to give over the area in their charge, under certain conditions, to the University. The Hirabag site, though not central is yet conveniently situated in many respects, and would be suitable for locating the University library and other University departments. The site extends over nearly 12 acres of land. The new University would be well advised to accept thankfully the offer of the Town Hall trustees and develop the area for its library and related purposes. Adjoining the Hirabag site, is the location of an old disused lake which is, at present, in the process of being filled up. It should be possible at moderate cost to convert this area into a suitable play-ground, etc. for the University. A little beyond the Hirabag site, on the confines of the municipal limits, is a site with old historic associations held by the trustees of the Parvati Sansthan. This site, the Ramana, has been mentioned by Professor Potdar as being suitable for the purposes of the University. Though not suitable for any of the buildings immediately necessary for the University, it might be considered in the event of future extensions.

### **Military Training.**

239. We have already referred to the advisability of making provision for teaching in military, naval and aeronautical subjects. But, in addition, we consider it desirable to encourage the development of the University Training Corps. At present the number of students that can secure admission is very limited. We consider that the numbers in the Corps should be greatly increased, and the training they receive should be much wider in scope. Even if compulsory military training for all university students be considered out of the question at present, in our opinion the discipline inculcated by such training is very valuable, and as many students as possible should get the benefit of it.



**Residence of Students.**

240. A matter to which we might also draw attention is better organisation of the supervision of the residence of students in Poona. A very large body of students at this centre stay neither with their guardians nor their families, nor in institutional hostels, but in hired lodgings over which no supervision is exercised by any authority. We suggest that the new University should, as early as possible, take in hand the question of systematically organising the supervision of such lodgings. Indeed, it might be found necessary for the University to create a special Board in order to look after the residence and health of students at the centre.

**Poor Students.**

241. Intimately connected with the question of the University serving the needs of the whole community is that of the devising of means by which it would be possible for students from all strata in society to study at the University. The keeping down of university charges and the general expenses of university education, and making it possible for the poorer students to take advantage of university education are problems which have attracted the attention of educationists in all countries. It is not possible for us to make detailed recommendations in this behalf as the solution of the problem lies, in the main, beyond the powers of the University. In respect of university charges the maintenance of free places is usually the most important solution. Under our scheme of coordination the receipts from tuition fees would mostly benefit the constituent units. These units already award a certain number of free studentships, which would naturally be continued. Another matter to which attention might be drawn is the eleemosynary treatment of scholarships. This has been recently insisted upon in Oxford and Cambridge. The endowments for scholarships in the Poona centre are not very considerable, yet something might be done by seeing that these scholarships are awarded not on grounds of academic merit alone, but partly in accordance with the needs of the students.

242. In Maharashtra the problem of attracting students from all classes is two-fold. It should be possible to make provision not only for poor students, but also for students belonging to classes backward in education to enable them to reach the university stage. The solution of the latter problem, in particular, is dependent on the existence of a wide system of special State scholarships. A general extension of the system of scholarships at present in existence is, however, a question in which the University authorities can directly do little. If the University cannot financially help the poor or the backward student to a substantial extent, it might at least consider his special needs in arranging its courses and its methods of instruction. The possibilities of obtaining part-time employment are not extensive in a city like Poona, but we would specially emphasise the need for the University to provide, by fixing, as far as possible, suitable hours of instruction, opening evening classes, etc., for the requirements of the student who works through a course of university education by his own efforts.

**Employment of Students.**

243. Fears have been expressed by some witnesses that the graduates of Poona and Maharashtra might find themselves handicapped in obtaining employment, because of the establishment of the new University. It is suggested that the prestige that attaches to the name of an old established university like that of Bombay would not quickly become attached to the degrees of the new University. We do not think that these fears are well founded. Though the University might be new the institutions that will train the students are amongst the oldest in the University

of Bombay, and the establishment of the new University cannot lead to any lowering of standards or of efficiency. As a matter of fact, one of the main grounds on which the case for the establishment of the new University is based is that it would materially increase the efficiency of teaching, the standard of examinations, and the proficiency of students. Representatives of the Maharashtra Chamber of Commerce, who gave evidence before us, were of opinion that there would not be any discrimination against the students of the proposed University by employers in Bombay City.

244. This leads, however, to a suggestion that the University should specially watch the situation regarding the employment of its students. The University might well establish for this purpose a Board of Appointments, such as exists in many British Universities. Though we are emphatically against the University altering its settled courses of study merely with a view to facilitating the employment of a special class of students, we are not averse to the University undertaking the provision of additional courses which might benefit a substantial number of its students. We draw pointed attention to this question because some activities which it was proposed that the University of Bombay should undertake in this behalf could not be taken into consideration under the provisions of the University Act.

245. We would also point to the desirability of the University giving thought to the relating of its work to the requirements of practical life, in framing its courses and in shaping its methods of instruction and teaching. We do not subscribe to the belief that there is a necessary antithesis between academic and utilitarian studies, and we feel that, while maintaining high academic standards, the instruction at the University could yet come closer to life and contribute more substantially to fitting its alumni for the tasks which lie before them in life. This aspect of academic planning was forcibly placed before us, with concrete illustrations, by the representatives of the Maharashtra Chamber of Commerce. It has also the support of modern educational theory as evidenced by the following extract from one of Dewey's standard works :

“The two distinctions, psychological and political, translated into educational terms, effected a division between a liberal education, having to do with the self-sufficing life of leisure devoted to knowing for its own sake, and a useful, practical training for mechanical occupations, devoid of intellectual and aesthetic content. While the present situation is radically diverse in theory and much changed in fact, the factors of the older historic situation still persist sufficiently to maintain the educational distinction, along with compromises which often reduce the efficacy of the educational measures. The problem of education in a democratic society is to do away with the dualism and to construct a course of studies which makes thought a guide of free practice for all and which makes leisure a reward of accepting responsibility for service, rather than a state of exemption from it”. (J. Dewey: *Democracy and Education*, p. 305.)

## CHAPTER XI.

## SUMMARY OF RECOMMENDATIONS.

*N.B.*—Bold figures in brackets indicate paragraph numbers.

## CHAPTER III.

We would specially urge on the authorities of the proposed University the establishment of a department of Modern Indian Languages and Literature, in which a comparative study of the trends of thought and literature of the other "sub-national" groups in India is carried out. (34)

We recommend a Regional University for Maharashtra, which would have (i) a strong and efficient centre of university work and (ii) close contact with the intellectual, economic and social life of the whole region. (42)

The special aims and functions of the proposed University should be as follows :—

(1) To lay the foundation of a strong Teaching University by creating a central organisation in Poona for conducting directly all teaching in graduate and post-graduate courses, and for organising and carrying on research in the Faculties of Arts, Science, Technology, Law, Medicine and such other faculties as occasion may require.

(2) To lay down adequate standards for the admission of students to university courses, by holding the matriculation examination, if necessary ; to link together and bring into contact with itself institutions of higher learning in Maharashtra and to co-ordinate research facilities and activities throughout Maharashtra by associating with itself scholars and institutions, and by promoting research projects through such scholars and institutions.

(3) While not losing sight of its essential character as a University, i.e., a seat of universal learning which recognises no frontiers or barriers except those of the human mind itself, to keep in view the special needs, interests and traditions of Maharashtra and its people, and in particular—

(a) its economic resources, its special problems of agriculture, industry and commerce, and generally the various aspects of its economic and industrial life,

(b) Marathi language and literature, the history, civilisation, art and culture of Maharashtra, and in general every branch of study relating to what may be regarded as the distinctive features of the life and thought of the people of Maharashtra of all classes and communities.

(4) To diffuse widely the benefits of university education among all classes by organising centres of extra-mural teaching and university extension activities, and encouraging the production of popular literature on scientific and cultural subjects.

(5) To institute and award diplomas of merit and proficiency, in various branches of theoretical and practical study, of a standard lower than the degree standard of the University. (43)

Poona is in our opinion the most suitable headquarters for the new University. (45)

We recommend that the name of the proposed University for Maharashtra should be "The University of Poona". (46)

## CHAPTER V.

While we do not consider the objections urged against a merger of the existing educational societies in Poona as insurmountable, we have been impressed by them so far as to think it inadvisable to bring about a merger until a large body of their life-members and the members of their governing bodies favour such a step. (93 and 94)

Although a merger, under the present conditions, may not be practicable, a very close co-ordination of the activities of the various institutions is a condition precedent to the creation of a strong university centre. (95)

We propose that all institutions conducting teaching of the graduate standard in Poona shall form the constituent units of the new University. (99)

We propose that teaching up to the intermediate standard, wherever it is conducted in Poona, should be left to the constituent units themselves. The control exercised by the University over constituent units in respect of intermediate teaching would be similar in nature to that exercised by the University of Bombay over affiliated colleges, but it should be exercised more continuously and in greater detail, particularly over tutorial and supervisional arrangements. (100)

We recommend that, beginning with the graduate class, the organisation of teaching both in the Arts and Professional colleges in Poona should be directly taken over by the University. Each constituent college and research institution would be required to maintain a given quota of teachers in a particular subject, and place their services at the disposal of the University for graduate and post-graduate work. Such "recognised" teachers and the University Professors and Readers would constitute together the panel of lecturers in each subject in the University, for graduate and post-graduate work. (101)

We recommend that the Deccan College Post-graduate and Research Institute and any other research institutions that are willing should occupy the position of constituent institutions. (110)

The main directions in which the University would have to control the libraries of the constituent institutions are the following:—

(1) To see that an adequate amount is spent by each institution on the purchase of books each year; (2) to give general directions regarding the manner in which these funds are spent after arriving at an agreement as to the type of service and specialisation of each library; (3) to compile and maintain a Union Catalogue; (4) to arrange for interlending of books as between libraries and institutions. (113)

The different college laboratories should specialise in particular branches of the major science subjects. The management of these laboratories would remain with the colleges, under the supervision of the University Professor or Reader in the subject. (115)

The University, very soon after its establishment, would have to take up the question of starting its own laboratories for research work in various subjects. (116)

The powers which we recommend to be vested in the University for bringing into existence a teaching organisation in Poona are as follows:—

(1) To lay down minimum educational qualifications for the different grades of the teaching and tutorial staff employed by the colleges and also the conditions of their service.

(2) to require each constituent college to contribute the requisite quota of teachers in each subject for post-intermediate teaching,

(3) to approve of the appointments to the teaching staff made by constituent colleges and institutions,

(4) to co-ordinate and regulate the library and laboratory facilities of constituent institutions,

(5) to require a constituent college to confine the enrolment of post-intermediate students to certain subjects,

(6) to levy contributions from colleges and make grants to them,

(7) to require satisfactory arrangements for tutorial, supervisory and similar other work in colleges and also to inspect such arrangements from time to time. (121)

We recommend that the Agricultural and Engineering Colleges should become constituent colleges of the University, and that a Committee should be appointed to settle the detailed provisions necessary for maintaining the provincial character of these institutions. (126 to 128)

## CHAPTER VI.

We recommend that the territorial jurisdiction of the University should cover—

(i) The Marathi-speaking area within the Province of Bombay excluding Bombay City and Bombay Suburban District. (130)

(ii) Such contiguous Indian States as desire to establish relations with the University. (131)

It should be open to the University to recognise or affiliate institutions in distant areas containing colonies of people of Maharashtra origin. (130 and 132)

We recommend that the University should have the exclusive right of holding the matriculation examination within the area of its jurisdiction. (133)

The University should not exercise any control over secondary education beyond laying down the course of study for its matriculation. (137)

We recommend that all collegiate institutions that might, in the future, be established within the area of the jurisdiction of the new University should be affiliated to it, and that after the foundation of this University, the University of Bombay should not affiliate any new college within the territorial jurisdiction of the new University. (138)

We recommend that, in future, the University should restrict, as a general rule, any new college that might be started within its area to the teaching of courses up to the intermediate examination. (139)

The existing full-grade colleges within the area of the University should be allowed to conduct the First Year and the Intermediate Classes. (140)

We recommend that the existing colleges outside Poona, falling within the jurisdiction of the proposed University, should, if willing, be affiliated to the new University; if not, they should be left free to continue their affiliation to the University of Bombay. (142)

The general plan of the distribution of work, between colleges in Poona and outside colleges, visualised by us is that most of the post-graduate and research work would be concentrated in Poona; honours teaching would be carried on in existing outside colleges, where special facilities are available; existing outside

colleges would be permitted, as a normal arrangement, to teach graduate classes for the pass, i.e., the general degree. (143)

We recommend that the proposed University should establish contact with institutions and scholars engaged in research work within its area and should try to encourage, systematise and co-ordinate such work. (144)

We strongly recommend that the University should, from the very beginning, undertake the duty of organising and conducting extra-mural instruction for the benefit of the adult population within the region. (147)

It should be the endeavour of the University to secure the co-operation and financial support of the local self-government authorities, in this field. (149)

We recommend that the University should be vested with the power to create an External Side to its activities. (150)

## CHAPTER VII.

Our recommendations regarding the relation between the Government and the proposed University are as follows :—

(1) A fair number of Government officials in high positions in departments which are connected with studies for which the University would provide should have an *ex-officio* place in the Court of the University.

(2) The Government should have, at least in the initial stages of the University, power to nominate members not exceeding 20 per cent. of the total number of members of the Court, so as to secure the adequate representation of interests which would not be ordinarily represented through the medium of elections.

(3) The Government should have the power of auditing the accounts of the University.

(4) In certain circumstances, such as misappropriation of funds, corruption, bribery and gross inefficiency of administration, the Government should have the power to order an inspection of the affairs of the University, by means of an independent committee.

(5) Except as aforesaid, the Government should have no power of interference with the management or conduct of the University. (152)

The Officers of the University shall be (1) The Chancellor, (2) The Vice-Chancellor, (3) The Registrar, and (4) The Deans of the Faculties. (153)

[Their powers and duties are set forth in paragraphs 154 to 156, 157 and 160, 161, and 162, respectively.]

The Governor of the Province of Bombay shall be the Chancellor of the University. This provision may be reviewed by the University after ten years. (154)

The Vice-Chancellor should be elected by the Executive Council subject to confirmation by the Chancellor and would be the academic and executive head of the University. He may be either honorary or stipendiary. (157)

We recommend that the Act should provide for the creation of the office of Pro-Chancellor. (164)

The principal feature of the constitution proposed by us is the balancing of the academic and the non-academic functions of the University; academic functions have been assigned to bodies almost exclusively made up of teachers and educational experts, and non-academic functions to bodies with a preponderance of the non-academic elements. (165)

We have eliminated competitive elections to academic bodies, as far as possible, and minimised their frequency in the non-academic sphere. (167)

We propose that the term of the office of the Court shall be six years and that of the Executive Council three years. All seats shall be thrown open to election at one time, and filled under the system of proportional representation. (168)

The Authorities of the University shall be (1) The Court; (2) The Executive Council; (3) The Academic Council; (4) The Faculties; (5) The Boards of Studies; and (6) The Boards for special purposes. (165 and 166)

[The constitutions, powers and functions of these bodies are set forth in the paragraphs noted against each :—

- (1) Court : Paragraphs 170, 179, 180 and 181.
- (2) Executive Council : Paragraphs 183 and 184.
- (3) Academic Council ; Paragraphs 185, 186 and 187.
- (4) Faculties : Paragraph 188.
- (5) Boards of Studies : Paragraphs 189, 190.
- (6) Boards for special purposes (Board of Post-graduate Studies ; Boards of Selection : Board of Extra-mural Studies) Paragraphs 191 and 192.]

We recommend that annual *ad hoc* committees for different faculties be set up in connection with the appointment of examiners. (194)

### CHAPTER VIII.

The financial scheme outlined by us has a reference exclusively to the initial stage of the University, and our estimates of expenditure on the staff and equipment represent what, in our opinion, is absolutely essential to give the University a fair start. (196)

We recommend a non-recurring Government grant of Rs. 5,00,000 to meet the cost of construction, at pre-war rates, of the following three sets of essential buildings :—

	Rs.
(1) University offices .. .. .	50,000
(2) Central lecture rooms .. .. .	2,00,000
(3) Building for the University library .. .. .	2,50,000

The estimates given above are exclusive of the cost of the site or sites. (200 and 201)

We recommend a recurring Government grant of Rs. 2,50,000 towards the current expenditure of the University. (202)

We recommend the appointment of 12 University Professors and 12 Readers, at the outset, on the following scales of salaries (207 and 209) :—

	Rs.
Professor .. .. .	500—25—700
Reader .. .. .	300—20—500

### CHAPTER IX.

One important aspect of the work of the proposed University will be experimentation with the introduction of Marathi as a medium of instruction and examination. (216)

We are in favour of leaving discretion to the authorities of the new University in this matter while safeguarding the educational interests of the non-Marathi-speaking groups within the region. (223 and 228)

The best manner in which this can be done is to provide adequately for the continued use of English as a medium of instruction and examination, at all stages of university education. We recommend the following provisions in this behalf :—

(1) All experiments by the University of Poona in the direction of the adoption of Marathi as the medium of instruction shall be limited by the following conditions ; and subject to them, the University shall have complete control over all education of the University grade within the area of its jurisdiction :—

(i) At the Matriculation Examination of the University, English shall remain one of the media of answering papers in all subjects.

(ii) In the event of the adoption of Marathi as a medium of instruction and examination, in any part or in the whole of the courses of studies leading up to the intermediate examination, English shall be maintained as an alternative medium of instruction in such studies, in at least one institution connected with the University in Poona. and shall be retained as a medium of examination in all subjects at the intermediate examination conducted by the University.

(iii) In all courses of instruction directly controlled or conducted by the University adequate provision shall be maintained for teaching all subjects through English, provided that this shall not apply to (a) Sanskritic or Marathi studies, i.e. studies relating to Sanskrit language and its derivatives and their literature. and studies relating to Marathi language, literature and the thought and life of the Marathas, (b) Institutions, which might later be connected with the University, but in which the medium of instruction is at present Marathi, for example, institutions like the Ayurvedic.

(2) In the event of the University desiring at any time to be released from the operation of any of these conditions in any particular direction, it shall make a representation in that behalf to the Provincial Government and the Provincial Government, after inquiry, may refuse the permission to the University or grant it on such terms as, in its opinion, the circumstances require. (229)

## CHAPTER X.

We recommend that power may be given to the University to start such faculties as it may think proper and that the Faculties of (1) Arts, (2) Science, (3) Technology, (4) Law and (5) Medicine be constituted immediately. There should be a separate department of studies relating to Fine Arts, including Music. (231)

We recommend that steps should be taken to bring a full Medical College into being at Poona, if possible, even before the establishment of the University. (231)

We recommend the formation of a Joint Board consisting of representatives of the University of Bombay and the new University, for the purpose of securing close collaboration between them, promoting co-ordination and avoiding duplication of effort, particularly in the matter of opening and developing highly specialised and costly departments. (233)

We think that the Hirabag site and the Sambhaji Park site are suitable and sufficient for the present needs of the University. (237 and 238)

We think it highly desirable to encourage the development of military training through the expansion of the University Training Corps. (239)

We recommend that the University should take in hand the question of systematically organising supervision over the lodging of students, who do not live with their guardians or in the hostels of institutions. (240)



We suggest that the University should give attention to the problem of attracting students from all classes in the region, and that it should afford facilities to poor students who seek to earn while learning. (242)

We suggest the establishment of a Board of Appointments by the University, with a view to facilitating the employment of its alumni. (244)

M. R. JAYAKAR—*Chairman.*

R. P. PARANJPYE

R. P. MASANI

JOHN MCKENZIE

D. R. GADGIL

B. G. JAGTAP

G. B. JATHAR

SHAIKH ABDUL KADIR  
SARAFRAZ (signed sub-  
ject to my note).

*Members.*

P. M. LIMAYE,  
*Secretary.*

Poona, the 6th August 1943.

*Remarks of the Committee on Prof. Shaikh's Note.*

The Minute which follows was submitted by Prof. Shaikh only after what was intended to be the final meeting of the Committee. We have not been able, therefore, to give detailed consideration to it. We would, however, make the following remarks :—

(1) At an early stage in the proceedings of the Committee, we came to an understanding that we would seek, if possible, to reach unanimity in our recommendations and that if we found, in any particular matter, that we were not able to reach unanimity we would submit alternative recommendations which would be embodied in the Report. In certain matters we have actually submitted such alternative recommendations.

(2) Prof. Shaikh did not at any time in the course of our deliberations urge the points contained in his dissenting minute or ask that they should be set forth in the Report. The recommendations which we make in these matters and particularly regarding the medium of instruction and examination were the outcome of a compromise to which we understood him to be a party; (he actually was a party to the Resume of our Recommendations which was submitted to H. E. Sir Roger Lumley, on which it is now impossible to go back). If he had laid these points before us during our discussion, we would have made the most earnest endeavours to reach an understanding.

(3) We think that Prof. Shaikh is mistaken in his assumption that Muslim interests would be better protected by the kind of statutory provisions which he proposes than they would be by those which the Committee has recommended. Besides, the provisions which Prof. Shaikh suggests would, if accepted, deprive the proposed University of all freedom to make any changes or arrangements which it may consider desirable. We would further invite attention to the fact that any statutory provisions can be changed by the authority which makes them and we are of opinion that it is highly improbable that the Legislature would, at any time, use its power in a manner detrimental to Muslim interests.

M. R. JAYAKAR.

R. P. PARANJPYE.

R. P. MASANI.

JOHN MCKENZIE.

D. R. GADGIL.

B. G. JAGTAP.

G. B. JATHAR.

## NOTE BY KHAN BAHADUR PROF. SHAIKH A. K. SARAFARAZ.

As far as I understand, I have been appointed on the Maharashtra University Committee to represent the Muslim point of view and to safeguard Muslim interests, in the event of a University for Maharashtra being established, and I consider it my duty to state briefly my own views and those of the educationists of my community in this respect.

Broadly speaking, the Muslim educationists, who have given evidence before the Committee and who have either fully or partly opposed the establishment of the University, have done so on two grounds—political and linguistic.

Their opposition on political grounds seems to have been based on their personal experience, which is the result of their long and wide contact with certain sections of the Hindu Community in public and political matters. They apprehend that the proposed University is likely to be domineered by a political party which may not be favourably disposed towards the Muslims, and that, when it so happens, the educational interests of the latter will be imperilled. The evidence tendered by Khan Sahib A. A. Khan, M.A., LL.B., M.L.C., and Mawlawi Sir Rafiuddin Ahmad, Bar-at-Law, ex-Minister of Education, Bombay Province, also is based on similar views.

To understand the Muslim opposition on linguistic grounds, we have to go back to their history in Maharashtra before the advent of the British. History informs us that they came as conquerors and settled down in different parts of Maharashtra. Their cultural language was Persian, but they habitually spoke Urdu among themselves. The extent of the political importance of Persian can be judged from the fact that it was in Persian that treaties between the Peshwas and the British were drawn up and all correspondence between the Peshwas and their agent at the Court of the Governor General at Calcutta was carried on in the same language. After the downfall of the Peshwas, the Poona Sanskrit College was established in 1821 for "the encouragement and improvement of the useful parts of Hindu learning" and "to preserve the attachment of the learned Brahmins". While adequate provision was made for the education of Brahmins and the study of Sanskrit and Marathi, Arabic, Persian and Urdu were left to shift as best they could. With the abolition of Persian as the court language, the Muslims employed in courts were all thrown out of employment. When local vernaculars were substituted for Persian, only Marathi came in for a share of Government support and encouragement. Urdu, the mother tongue of the Muslims, received but scant attention. About the sixties of the last century, the Director of Public Instruction, Mr. E. I. Howard, M.A. (Oxon.), Barrister-at-Law, reported that the Muslims "speak Urdu and not the vernacular" and therefore "require special schools". But the Director's recommendation seems to have been pigeon-holed. It was not till 1871, when Lord Mayo's Government issued a resolution on the condition of the Muslim population of India as regards education and desired that more systematic encouragement should be given to the classical and vernacular languages of the Muslims in all schools and colleges, that the question of Muslim education received careful consideration at the hands of the Bombay Government. As a result some Urdu schools were opened, but the Hindu educational authorities and Municipalities were generally averse to opening special Urdu schools for Muslims and insisted on Muslim children attending Marathi schools. For want of a sufficient number of suitable Urdu schools, Muslim parents had to rest content with "maktabs" and "madrasas" conducted on traditional lines. This state of things continued until 1882, when the Indian Education Commission was appointed under the chairmanship of Sir William Hunter, LL.D., I.C.S. The Honourable Mr. Badruddin

Tyebji, the Honourable Khan Bahadur Kazi Shihabuddin, C.I.E., the Honourable Mr. R. M. Sayani, M.A., LL.B., and Khan Bahadur Munshi Ghulam Muhammad gave evidence before the Commission, and all of them with one voice declared that the mother tongue of a vast majority of the Muslims of the Bombay Presidency was Urdu and emphasized the importance of teaching Muslim children through the medium of that language. The Honourable Mr. Badruddin Tyebji recorded *inter alia* the following complaints before the Commission:—

(1) "That the ignorance prevailing among the Muhammadans is to a great extent due to the absence of all educational facilities for them, and in particular to the absence of instruction through the medium of Hindustani", by which he meant Urdu.

(2) "That the ordinary Gujarati and Marathi schools are utterly unsuited to Muhammadans, most of whom do not understand or care for either of those languages and that instruction must be imparted to them in Hindustani."

The Hon'ble Kazi Shihabuddin said: "I deny that it is a special measure. Such a large population has a legitimate claim to be educated through a language most acceptable to them. This object can only be achieved by establishing a sufficient number of Urdu schools and by placing them on a thoroughly efficient footing." The other two witnesses were equally emphatic in their advocacy of Urdu as the medium of instruction and of the establishment of a sufficient number of efficient Urdu schools. Most of the Commission's recommendations were turned down by the Bombay Government, though some more Urdu schools were opened and two Muslim graduates—Mawlawi Sayyed Sirajuddin, B.A., and Mirza (afterwards Sir) Abbas Ali Baig, B.A., were in course of time appointed to look after Urdu schools. The medium of instruction in these schools was a kind of "patois", a mixture of Marathi and Urdu. The two posts of Deputy Educational Inspectors were abolished afterwards and nineteen posts of Assistant Deputy Educational Inspectors for Muslims, one for each district in the Presidency proper (excluding Sind), were newly created. With the introduction of the Morley-Minto reforms, separate electorates were formed and the representatives of Muslims began to assert themselves. As a result of their endeavours, the post of Deputy Educational Inspector was revived in the Central Division, a number of Urdu schools teaching the purely Urdu standards were opened, and Muslim education received a decided impetus. In 1913 the Government of Bombay appointed a Committee of Muslim educationists, with the Director of Public Instruction (Mr. W. H. Sharp) as Chairman and Mr. F. B. P. Lory, Educational Inspector, Southern Division, as a member, to consider and report what measures should be taken for the promotion of education among the Muslims of the Presidency Proper. The Committee submitted its report in August 1914, and the Bombay Government passed orders on the recommendations of the Committee in April 1917. The central recommendation of the Committee, that the experiment already instituted by Government of having all instruction in Urdu schools given through the medium of Urdu should be extended to the whole Presidency, was unhappily whittled down by Government. Sir Mahadev Chauhan, a member of the Executive Council, was then in charge of Education. The Government Resolution raised a chorus of dissent from the Muslims. Mawlawi (now Sir) Rafiuddin Ahmad took up the cudgels for the Muslims and published a series of letters in *The Times of India*, proving by facts and figures that Government had not a true conception of the educational needs of Muslims. He also proved beyond reasonable doubt that the mother tongue of the Muslims was Urdu and urged the necessity of educating their children through the medium

of that language. Mr. K. Natrajan also ably supported Mawlawi Rafiuddin Ahmad in the columns of the *Indian Social Reformer*. As a result of this advocacy, Government held an informal conference of Muslim educationists and Government officials. The conference met in the Bombay Secretariat Building and was presided over by Lord Willingdon. A full-dress debate was held and the question of Urdu as the medium of instruction was thoroughly discussed. Lord Willingdon, Mr. (now Sir) G. S. Curtis, Sir Mahadev Chaubal, Sir Rafiuddin Ahmad, Sir Ibrahim Rahmatullah, and Mr. J. G. Covernton, Director of Public Instruction, took part in the debate. But Sir Rafiuddin Ahmad, by his earnest advocacy and forensic skill, carried the day. Sir Mahadev Chaubal was succeeded by Sir Ibrahim Rahmatullah, and during his regime Urdu was restored to the important position which it held in the curriculum before the issue of the above-mentioned Government Resolution and Muslim education made an onward march. It has since made headway, though there is still much leeway to make up. At present there are some Anglo-Urdu High Schools for Boys and Girls and some Anglo-Urdu Middle Schools in Maharashtra. There is also a net-work of Urdu schools spread over the whole Province. During recent years two Muslim young men have obtained the Chancellor's Medal and some others have won distinction in the degree examinations. Muslim girls are also coming forward in larger numbers than before to avail themselves of the existing facilities for higher education, and some have taken degrees in humanistic as well as scientific subjects. This in brief is the history of Muslim education in Maharashtra during the last seventy-five years. It will be seen that Muslim education has, during this period, gone through several vicissitudes, has often met with reverses, and has as often retrieved its fortunes. If now in the proposed University Marathi is established as the sole medium of instruction "the effect of this measure," to quote Khan Saheb S. Bakar Ali, B.E.S. (Retired), "will be simply disastrous. Most of these Urdu schools and Urdu High and Middle Schools will have to be closed. You will put back the hands of the clock seventy years."

The Committee has recommended that the proposed University may make an experiment in the direction of adopting Marathi as a medium of instruction and has laid down certain conditions, under which the experimentation should be conducted. It has also recommended that, "in the event of the University desiring at any time to be released from the operation of any of these conditions in any particular direction, it shall make a representation in that behalf to the Provincial Government, and the Provincial Government, after enquiry, may refuse the permission to the University or grant it on such terms as, in its opinion, the circumstances require". This condition is so wide that it gives practically a blank cheque to the future Government in regard to the introduction of Marathi as the medium of instruction and examination. In all Constitution Acts, as a rule, *Statutory provision* is made to safeguard the interests of minorities, and any Act which may be framed to implement the scheme for a University for Maharashtra, would be extremely defective, if it did not contain a Statutory provision to safeguard adequately the interests of the minorities, such as the Muslims.

Personally I have no objection to the establishment of the University of Poona, provided that no Bill which may be brought forward, as a result of the recommendations of the Committee, is placed on the Statute Book, unless it contains the following Statutory provisions to safeguard the interests of the Muslims :—

(i) that in a High School or a College connected with the University, the facilities and provisions for teaching, through English, of Arabic, Persian, Urdu, Muslim History, Islamic Culture, are, in no way reduced below *the present level* and that the facilities available to Muslim students desiring to

receive instruction through English, *in other subjects* are not denied or curtailed, owing to any restriction of numbers on the institution teaching through that medium :

(ii) that in the graduate and post-graduate work conducted by the University, the facilities in regard to the study, through English, of Arabic, Persian, Urdu, Muslim History, Islamic Culture, and *other subjects*, are not reduced below their present level.

These, in my opinion, are irreducible minimum requirements for which Statutory provision should be made in the Act.

In conclusion, I must say that I have written this note strictly in obedience to the clear and imperious call of the obligations I owe to both Hindus and Muslims.

Shaikh Abdul Kadir Sarafaraz.

Poona, 22nd June 1943.

*P.S.*—After the general discussion of the Report was over I felt on second thoughts that with reference to the last clause of the conditions, a safeguard of a more permanent nature was necessary. Hence I wrote the above Note explaining the position and making the recommendations contained in it. In these circumstances it was not possible for me to place the suggested safeguards before the Committee.

S. A. K. S.

## APPENDIX I.

## QUESTIONNAIRE ON THE ESTABLISHMENT OF MAHARASHTRA UNIVERSITY.

NOTE.—In answering the questionnaire you are requested to pay special attention to those questions which are particularly relevant to your activities and interests.

- | No. | Questions.   |
|-----|--|
| 1.  | Do you consider that the time has now come when new universities should be established in the Province of Bombay and in particular, a new University for Maharashtra ?   |
| 2.  | It is apprehended in certain quarters that a regional University like the proposed Maharashtra University will tend to weaken the sentiment of national unity. Do you share such fears, and if so, what measures would you recommend to prevent such a tendency ?  |
| 3.  | If you consider that a separate University for Maharashtra is necessary what special functions should it be made to serve in the educational organisation of the Province ?  |
| 4.  | What should be the territorial jurisdiction of the Maharashtra University ?  |
| 5.  | Where should the headquarters of such a University be located ? It is generally assumed that Poona would be the most suitable place for this purpose. Do you agree with this view or have you any alternative to suggest ?   |
| 6.  | What should be the relations of this University with the Marathi-speaking regions of India outside the Bombay Province ?   |
| 7.  | The recognised types of Universities are :—<br>I Purely affiliating and examining :<br>II Unitary and teaching :<br>III Federal (after the model of Oxford or Cambridge where, while the central University authority conducts certain activities and regulates others, the colleges and other constituent units maintain their separate entity and perform certain specific functions).   |
|     | Which of these types would be appropriate for the purpose of the Maharashtra University, or do you favour any other type ? Please give details of the scheme you suggest.  |
| 8.  | I. (a) If you consider that the character of the Maharashtra University should be <i>purely affiliating and examining</i> , are you of the opinion that all higher educational institutions within its territorial limits should be affiliated to this University, or do you think that they should have the option of continuing their affiliation to the University of Bombay ?<br>(b) What do you think should be the constitution of the main authorities of such a University ?<br>(c) Assuming you prefer this type in what manner would you provide for post-graduate education and research ?<br>(d) What should be the nature and extent of the control exercised by the University over the affiliated colleges ?<br>(e) Please give a rough estimate of the initial cost of establishing such a University and of the recurring expenditure of its maintenance. |
| 9.  | II. If you consider that the type of the proposed University should be <i>purely unitary and teaching</i> .<br>(a) What are your proposals regarding the existing colleges in Poona under their present constitution ?<br>N.B.—The existing colleges in Poona are managed either by private societies or by Government : your answer should cover the cases of both these classes of colleges.<br>(b) What should be the position of the Agricultural and Engineering Colleges, especially in view of the fact that they are Provincial institutions ?<br>(c) What should be the constitution of the main authorities of such a University ?<br>(d) Please give a rough estimate of establishing a purely unitary and teaching university and of the recurring expenditure of its maintenance.   |
| 10. | III. If in your opinion the character of the proposed University should be <i>federal</i> ,<br>(a) How would you delimit the spheres of work of the various colleges and of the University ?<br>(b) What should be the character of the control exercised by the university over these constituent colleges ?<br>(c) How would you safeguard the interests of the other parts of the Province in Provincial institutions like the College of Engineering and the College of Agriculture ?<br>(d) What should be the constitution of the main authorities of the university under this scheme ?<br>(e) Please give a rough estimate of the initial as well as recurring cost of the type of federal university you propose.   |
| 11. | In case you prefer either of the types II or III, what do you think should be the position of the colleges in Maharashtra other than those at the headquarters of the University ?<br>(i) Would you continue their affiliation to the University of Bombay ?<br>(ii) or would you in any way restrict their sphere of work ?<br>(iii) or again would you have an external or affiliating side to the Federal University ?  |

- | No. | Questions.  |
|-----|---|
| 12. | What faculties do you think should be immediately constituted in the Maharashtra University ?   |
| 13. | Do you think that some faculties should be restricted to Bombay and others to Poona, or do you think that each University should be allowed to constitute whatever faculties it chooses provided of course that it possesses the necessary financial and other means for the purpose ?  |
| 14. | What should be the relation of the proposed university to the various research institutions in Maharashtra which are not fully affiliated to the University of Bombay, e.g., The Gokhale Institute of Economics and Political Science; The Bhaudarkar Oriental Research Institute; The Bharata Itihasa Samshodhak Mandal; The Ranade Institute of Economics; The Deccan College Research Institute ?  |
| 15. | What other similar institutions in Maharashtra might, in your opinion, be brought into association with the University ?  |
| 16. | What do you think should be the relation between the proposed university and secondary schools in Maharashtra ?   |
| 17. | Should it have its own Matriculation Examination with or without control over secondary schools in Maharashtra ?  |
| 18. | Should a separate Board of Secondary Education be constituted for schools within the territorial limits of the University ?   |
| 19. | If so, what should be its constitution and relation<br>(i) to the Educational Department ;<br>(ii) to the University of Bombay; and<br>(iii) to the Maharashtra University ?  |
| 20. | Do you consider that the Matriculation Examination (of approximately the present standard) should be retained as the qualification for admission to the University, or do you think that the work done at present in the First Year (or alternatively in the first two years as in the United Provinces) in an Arts, Science or Commerce College, should be transferred to selected schools in different parts of Maharashtra or to special Intermediate Colleges ? |
| 21. | Assuming that you favour a type of university in which postgraduate instruction and research and possibly also instruction for the first degree are under the direct control of the university, how would you recruit the various kinds of teachers required for the purpose ?  |
| 22. | What would be the position of those teachers who are at present life-members of various societies in Poona (and consequently serving on less than full remuneration) when they are taken over fully or partially by the University ?  |
| 23. | What scales of remuneration would you suggest for the various grades of teachers employed to do the work in the direct charge of the University ?   |
| 24. | Please give your idea of the number of different grades of teachers required in the various branches of study in the direct charge of the University.   |
| 25. | What methods would you suggest for raising the necessary funds for the Maharashtra University ?   |
| 26. | Would you be in favour of giving a place—or places—on the Senate of the University to a person contributing a substantial amount (say Rs. 50,000) or an annual contribution of, say, Rs. 10,000 ?   |
| 27. | Do you think it possible for the University to raise a certain amount by running its own publishing department ?  |
| 28. | Do you think it possible to raise a certain amount from the profits of the Matriculation Examination, whether this is conducted by the University or by a School Leaving Examination Board ?  |
| 29. | What contribution, do you think, Government may be expected to make towards (a) the establishment and (b) the maintenance of the University ?   |
| 30. | How much per year on an average do you think a reasonably careful student, reading for an Arts or Science degree of the proposed University, may be expected to spend ?   |
| 31. | What proportion do you think the fee income of the University should bear to its total expenditure ?  |
| 32. | Do you think it necessary that the University should have a certain proportion of free places and a certain number of scholarships paid from its own funds until there are endowments for the purpose ?   |
| 33. | Taking into consideration the accommodation at present available in the various colleges and other institutions in Poona, what amount of additional building would be necessary immediately, for the establishment of the Maharashtra University ? Please give details.   |
| 34. | What site would you suggest for the location of the office and other building of the University ?   |



- | No. | Questions.  |
|-----|---|
| 35. | What additional buildings would in your opinion, be required for the University in the course of, say, the next ten years ?   |
| 36. | Do you think that a new building for the University Library would be immediately required ?   |
| 37. | How would you proceed to bring about effective co-ordination of work between the University Library and other libraries in Poona ?  |
| 38. | Do you think it necessary for the University in its initial stages to build its own laboratories for the various branches of science ?  |
| 39. | To what extent and by what means do you think it would be possible to make use of the facilities at present available for the purpose in Poona ?  |
| 40. | What would be the administrative staff required for the University and the approximate expenditure involved ?   |
| 41. | Do you think that the office of the Vice-Chancellor should be honorary, or fully or partially paid ?  |
| 42. | What should be the qualifications and salary of the Registrar, Assistant Registrar, Accountant, etc. ?  |
| 43. | What should be the relation between the proposed University, and<br>(a) Government,<br>(b) the University of Bombay,<br>(c) Indian States within its territorial limits, and<br>(d) other Provincial Governments ?  |
| 44. | How would you secure the academic independence of the University, while at the same time making it duly susceptible to the force of public opinion ?  |
| 45. | How would you constitute the various authorities of the University and what should be the approximate size of each ?  |
| 46. | Do you advocate the establishment of a Medical College at Poona ? What agency do you propose for the establishment and conduct of such a college ? Please give a detailed scheme.   |
| 47. | What steps do you propose should be taken by the University to co-ordinate research activities throughout Maharashtra ?   |
| 48. | In what way would you ensure the maintenance of adequate standards of examination and instruction in the Maharashtra University, and secure the recognition of its examinations by other Indian Universities, especially by the University of Bombay ?  |
| 49. | What should be the medium of instruction in the proposed university ? Do you think that there are difficulties in the way of using Marathi as a medium ? If so, state these difficulties.   |
| 50. | Do you think that it is necessary to make provision in the University Act itself regarding the medium of instruction ?  |
| 51. | To what extent, in your opinion, is the question of adopting Marathi as the medium of instruction in the Maharashtra University dependent on the existence of advanced literature in Marathi in the various subjects of study, scientific as well as humanistic ? How far also do you think that this question is dependent on the action of other Universities in the matter of adopting an Indian language as the medium of instruction ? |
| 52. | What steps should be taken by the University to organise and encourage physical and military education within its territorial limits ?  |
| 53. | Please give your views on any other points in connection with the Maharashtra University which may not have been covered by the above questions.  |

## APPENDIX II.

(A) List of (1) Individuals, (2) Institutions and Associations, and (3) Indian States who sent replies to the questionnaire.

Those marked with an asterisk gave oral evidence before the Committee.

## (1) INDIVIDUALS.

1. Abhyankar, Prof. S. Y., Law College, Poona.
2. \*Adarkar, Prof. B. P. (along with Mr. P. M. Lad), Allahabad.
3. Agaskar, Mr. G. R., B.A., LL.B., Bombay.
4. Ajrekar, Prof. S. L., Poona.
5. \*Altekar, Prof. M. D., Wilson College, Bombay.
6. \*Bakar Ali, Khan Saheb S., B. E. S. (Retired), Poona.
7. Bakthyar, Mr. W. N., B.A., LL.B., Collector, Kanara District, Karwar.
8. Banhatti, Prof. S. N., Morris College, Nagpur.
9. Bapat, Prof. P. V., Fergusson College, Poona.
10. \*Barni, Mr. Z. L., Senior Urdu Translator, Bombay.

11. \*Barve, Mr. S. G., B.A. (Cantab.), I.C.S., Bombay.
12. \*Belvalkar, Prof. S. K., Poona.
13. \*Beri, Prof. S. G., Sydenham College, Bombay.
14. Bhagwat, Prin. V. K., Ramnarain Roia College, Bombay.
15. Bhat, Prof. V. G., Karnatak College, Dharwar.
16. Candy, Major General R. H., C.I.E., B.M.S., Surgeon General with the Government of Bombay, Bombay.
17. \*Chapekar, Mr. N. G., B.A., LL.B., Badlapur.
18. Contractor, Miss Navajbai D., Principal, Chandaramji Girls' School, Bombay.
19. \*Dalvi, Mr. D. G., M.A., LL.B., Bombay.
20. Danule, Prof. P. R., Nowrosjee Wadia College, Poona.
21. \*Dani, Prof. P. G., Poona.
22. Daroowalla, Mr. P. N., Bar-at-Law, Bombay.
23. Deshpande, Prof. R. R., Ramnarain Roia College, Bombay.
24. Dhopeswarkar, Prof. A. D., Karnatak College, Dharwar.
25. Divatia, The Honourable Mr. Justice H. V., Bombay.
26. \*Driver, Prof. P. N., Ismail Yusuf College, Bombay.
27. \*Dühr, Rev. J., S.J., St. Xavier's College, Bombay.
28. Gajendragad, Prof. N. G., Shree Maharani Tarabai Teachers' College, Kolhapur.
29. Ganu, Mr. L. G., B.A., LL.B., Hyderabad (Deccan).
30. Gharpure, Prin. J. R., Law College, Poona.
31. Gharpurey, Lieut.-Col. K. G., I.M.S. (Retired), Poona.
32. Ghatge, Mr. A. M., Lecturer, Rajaram College, Kolhapur.
33. \*Ghate, Mr. V. D., M.A., B.T., T.D., Educational Inspector, Central Division, Poona.
34. Ghatge, Mr. S. A., B.A., LL.B., Collector, District Ahmednagar, Ahmednagar.
35. \*Gokhale, Mr. B. N., B.A., LL.B., Bombay.
36. Gokhale, Rao Bahadur Capt. V. B., F.R.C.S., Poona.
37. Haindaday, Moulvi M. Y., B.A., LL.B., Bombay.
38. \*Harshe, Dr. R. G., D.Litt., Registrar, Deccan College Post-Graduate and Research Institute, Poona.
39. \*Hidayatullah, Khan Bahadur M., Head Master, Anglo-Urdu High School, Poona.
40. Hirlekar, Mrs. Yamuna, Principal, Girls' High School, Andheri, Bombay.
41. Hudlikar, Prof. S. B., Khalsa College, Bombay.
42. \*Jhaveri, Dewan Bahadur K. M., M.A., LL.B., Bombay.
43. Jog, Mr. G. S., M.A., LL.B., Belgaum.
44. \*Joshi, Rao Bahadur K. G., I.E.S. (Retired), Poona.
45. \*Joshi, Prof. K. L., S. L. D. Arts College, Ahmedabad.
46. Joshi, Mr. N. G., B.A., LL.B., M.L.A., Belgaum.
47. \*Joshi, Rao Bahadur N. S., B.E., I.S.E., Executive Engineer, Satara.
48. Joshi, Dr. P. M., Ph.D., Librarian, University Library, Bombay.
49. Joshi, Prin. V. M., S. N. D. T. Women's College, Poona.
50. \*Kalelkar, Prin. B. S., Sykes Law College, Kolhapur.
51. \*Kampli, Mr. G. D., M.A., B.T. (along with Mr. S. R. Shende), Sangli.
52. \*Kane, Mr. P. V., M.A., LL.M., Bombay.
53. \*Kanitkar, Prof. K. R., Nowrosjee Wadia College, Poona.
54. Kapadia, Prof. D. D., Poona.
55. Karmarkar, Prin. R. D., Sir Parashurambhau College, Poona.
56. Karve, Prin. B. D., Training College for Women, Hingne, Poona.
57. \*Karve, Mrs. Iravati, Reader, Deccan College Research Institute, Poona.
58. Kelkar, Mr. N. C., B.A., LL.B., Poona.
59. \*Khadye, Prof. K. M., Nowrosjee Wadia College, Poona.
60. \*Khair, Mr. G. S., Superintendent, Maharashtra High School, Poona.
61. \*Khan, Khan Sahab Abdul Kadeer, M.A., LL.B., Poona.
62. Khare, Rao Bahadur G. N., B.A., Poona.
63. Khasnis, Rao Sahab A. Y., B.A., LL.B., Jath.
64. Kibe, Sardar M. V., M.A., LL.B., Indore.
65. \*Kogekar, Prof. S. V. (along with Prof. D. D. Vadekar), Willingdon College, Sangli.
66. Kolhatkar, Prof. G. B., Fergusson College, Poona.
67. \*Kolhatkar, Prin. V. Y., College of Commerce, Baroda.
68. Krishnayya, Dr. G. S., Ph.D., Inspector of European Schools, Bombay Presidency, Poona.
69. Kulkarni, Rao Sahab D. J., Principal, Private High School, Rajapur.
70. \*Kulkarni, Prof. K. P., Elphinstone College, Bombay.
71. \*Kulkarni, Prin. T. A., Hansraj Praggi Thakersey College, Nasik.
72. Kumbhare, Prof. V. N., Superintendent, New English School, Poona.
73. \*Kuvalyamand, Shrimat, Director, Kuivalyadhama, Lonavla.
- \*Lad, Mr. P. M., M.A. (Cantab.), I.C.S., District Judge, Belgaum (see No. 2 above).
74. Lagu, Prin. B. C., Ayurveda Mahavidyalaya, Poona.
75. Lathe, Mr. A. B., M.A., LL.B., M.L.A., Belgaum.
76. Lel, Dr. B. C., Ph.D., Assistant Educational Commissioner, Baroda.
77. Limaye, Diwan Bahadur N. C., B.A., LL.B., Sholapur.
78. \*Limaye, Prof. P. M., Fergusson College, Poona.

79. Mantri, Mr. K. T., B.A., B.T., Special Literacy Officer, and Secretary, Bombay Adult Education Committee, Bombay.
80. \*Mascarenhas, Prin. W. N., College of Engineering, Poona.
81. Mehrchand, Principal, Dayanand Anglo-Vedic College, Lahore.
82. \*Mehta, Dr. Sir Mangaldas V., F.R.C.S., F.C.P.S., O.B.E., Bombay.
83. Moolgaonkar, Dr. S. R., F.R.C.S., Bombay.
84. Motwani, Prin. R. C., Grant Medical College, Bombay.
85. \*Mujumdar, Sardar G. N., B.A., C.I.E., (along with Mr. G. H. Ranade), Poona.
86. Mutalik, Sardar V. N., B.A., LL.B., Satara.
87. \*Nalavade, Mr. B. N., B.A., LL.B., Satara.
88. \*Nanal, Shastri (Vaidya) P. G., Poona.
89. \*Naralkar, Prin. N. G., R. A. Podar College of Commerce, Bombay.
90. Paude, Pandit Chandra Bali, Editor "Hindi" Benares.
91. \*Paranjpe, Prin. G. B., Royal Institute of Science, Bombay.
92. \*Paranjpe, Prof. V. G., Fergusson College, Poona.
93. Parkhi, Mr. R. S., Assistant Librarian, Fergusson College, Poona.
94. Patel, Prin. B. S., College of Agriculture, Poona.
95. Patil, Mr. D. R., M.A., Deccan College Research Institute, Poona.
96. Patil, Mr. S. K., M.L.A., General Secretary, Bombay Provincial Congress Committee, Bombay.
97. \*Patwardhan, Mr. C. N., Principal, Ranji Assar Vidyalyaya, Ghatkopar.
98. Patwardhan, Mr. G. P., M.A., Sholapur.
99. \*Pavate, Mr. D. C., M.A. (Cantab.), Assistant Director of Public Instruction, Poona.
100. Phulambrikar, Master Krishnarao, Bombay.
101. Potdar, Prof. D. V., Poona.
- \*Ranade, Mr. G. H., Lecturer, Fergusson College, Poona (see No. 85 above).
102. Ratanjankar, Mr. S. N., Bombay.
103. \*Rehman, Prin. B. Z., Ismail Yusuf College, Andheri, Bombay.
104. \*Sahasrabudhe, Prof. D. L., Poona.
105. Sankalia, Prof. H. D., Deccan College Research Institute, Poona.
106. Sankaran, Mr. C. R., Reader, Deccan College Research Institute, Poona.
107. Sathaye, Dr. D. D., F.R.F.P.S., Poona.
108. \*Sathe, Prof. S. G., Poona.
109. \*Shah, Prof. S. V., Rajaram College, Kolhapur.
110. Shaikh, Mr. C. H., Reader, Deccan College Post-Graduate and Research Institute, Poona.
- \*Shende, Mr. B. S., Secretary, Brihan Maharashtra Karyalaya, Sangli (see No. 51 above).
111. \*Shroff, Prof. P. J., Government Law College, Bombay.
112. Shukla, Mr. S. U., Principal, Morarji Public School, Andheri, Bombay.
113. Sukthankar, Dr. Mrs. Malini, M.B.B.S., Bombay.
114. Syed, Mrs. Zubeida, Lady Superintendent, Urdu Training College for Women, Poona.
115. \*Tawade, Mr. S. R., M.A., T.Ed., Educational Inspector, Southern Division, Dharwar.
116. Trilokekar, Prof. Y. M., S. L. D. Arts College, Ahmedabad.
117. Upadhye, Prof. A. N., Rajaram College, Kolhapur.
118. \*Vad, Dr. B. G., M.D., Bombay.
119. \*Vakil, Prin. K. S., Shree Maharani Tarabai Teachers' College, Kolhapur.
- \*Vadekar, Prof. D. D., Willingdon College, Sangli (see No. 65 above).
120. Vakil, Mr. R. N., Principal, Modern School, Bombay.
121. Wadia, the Honourable Mr. Justice B. J., Bombay.
122. Warty, Mr. K. G., Head Master, Municipal High School, Gokak.
123. Yajnik, Prin. R. K., Dharmendrasinhji College, Rajkot.
124. Yodh, Dr. B. B., M.R.C.P., Bombay.
125. \*Ziauddin Ahmed, Dr. Sir, M.L.A. (Central), Vice-Chancellor, Muslim University, Aligarh.
126. Zuhuruddin Ahmed, Principal, Bahauddin College, Junagadh.

## (2) INSTITUTIONS AND ASSOCIATIONS.

1. Anandashram, Poona.
2. Anjuman-e-Taraqqi-e-Urdu, Delhi.
3. Annamalai University, Annamalainagar.
4. Bhandarkar Oriental Research Institute, Poona.
5. Bharatiya Sangit Prasarak Mandal, Poona.
6. Central Provinces Research Society, Nagpur.
7. \*Deccan Education Society, (Governing Body), Poona—Representatives giving Oral Evidence—  
Mr. B. S. Kamat, Principal G. S. Mahajani, Prof. D. G. Karve.
8. \*Deccan Education Society, (Life Members), Poona.
9. \*Deccan Muslim Institute, Poona—Representative giving Oral Evidence—Khan Sahab.  
M. R. Dabeer.
10. Deccan Vernacular Translation Society, Poona.
11. \*Indian Medical Association, (Maharashtra and Karnatak Branch) Poona—Representative  
giving Oral Evidence—Dr. B. V. Muley.
12. Ismail Yusuf College (Common Room of), Bombay.
13. Karnatak Sangli, Bombay.

14. Karnatak Vidya Vardhak Sangh, Dharwar.
15. \*Maharashtra Chamber of Commerce, Bombay—Representatives giving Oral Evidence—Messrs. E. B. Rajderkar, V. K. Dhage, D. V. Kelkar.
16. \*Maharashtra Kosha Mandal, Poona—Representative giving Oral Evidence—Mr. Y. R. Date.
17. \*Maharashtra Sahitya Parishad, Poona—Representative giving Oral Evidence—Rao Saheb R. L. Joshi.
18. \*Mumbai Marathi Sahitya Sangh, Bombay—Representatives giving Oral Evidence—Prof. A. B. Gajendragadkar, Prof. A. A. Kanekar, Dr. A. N. Bhalerao, Mr. C. N. Patwardhan.
19. Muslim Educational Conference, Bombay Presidency, Poona.
20. \*Saraswat Brahman Samaj, Bombay—Representative giving Oral Evidence—Mr. B. N. Mahajan.
21. \*Shikshana Prasarak Mandal, Poona—Representative giving Oral Evidence—Prof. B. V. Bhide.
22. \*Shri Shivaji Maratha Education Society, Poona—Representative giving Oral Evidence—Mr. B. R. Gholap.
23. S. N. D. T. Indian Women's University, Bombay.
24. Vaidika Samshodana Mandal, Poona.
25. \*\*“Vaidyaka,” (Editorial Board), Bombay—Representatives giving Oral Evidence—Dr. V. R. Khanolkar (along with Prof. A. S. Paranjpe).
26. \*Vangmaya Seva Mandal, Bombay—Representative giving Oral Evidence—Prof. M. D. Altekar, Bombay.

## (3) INDIAN STATES.

Representatives giving oral evidence.

- |                        |              |                                       |
|------------------------|--------------|---------------------------------------|
| 1. Dewas Junior,       | 5. *Phaltan, | Prof. P. M. Limaye.                   |
| 2. Ichalkaranji.       | 6. Ramdurg.  |                                       |
| 3. Jamkhandi.          | 7. *Sandur,  | Mr. N. L. Hasabnis.                   |
| 4. Kurundwad (Senior). | 8. *Sangli,  | Messrs. T. M. Bhat and D. L. Gokhale. |

(B) *Persons who appeared as witnesses, but did not submit replies to the questionnaire.*

1. Chandavarkar, Sir Vithal N., Bombay (In camera).
2. Deodhar, Mr. B. R., Bombay.
3. Fyzee, Prin. A. A. A., Bombay.
4. Ghurye, Prof. G. S., Bombay (In camera).
5. Khardekar, Prin. B. H., Kolhapur.
6. Mehta, Dr. J. M., Baroda.
7. Sir Rafiuddin Ahmad, Poona.
8. Seal, Prin. B. N., Bombay.
9. Setalvad, Sir Chimanlal H., Bombay (In camera).

(C) *The Committee met the following gentlemen for an informal exchange of views on matters pertaining to the inquiry. Those marked with an asterisk attended a Conference held in Poona on 24th December 1942, as representatives of institutions.*

- |                           |                            |
|---------------------------|----------------------------|
| 1. Ajrekar, Prof. S. L.   | 9. Kelkar, Mr. N. C.       |
| 2. *Dangle, Prof. P. R.   | 10. *Limaye, Prof. D. B.   |
| 3. *Gharpure, Prin. J. R. | 11. Mahajani, Prin. G. S.  |
| 4. Joag, Prin. V. K.      | 12. *Mate, Prof. S. M.     |
| 5. *Joshi, Prof. C. B.    | 13. Potdar, Prof. D. V.    |
| 6. Kapadia, Prof. D. D.   | 14. *Sukhtankar, Dr. V. S. |
| 7. *Karve, Mr. C. G.      | 15. *Tulpule, Prof. H. V.  |
| 8. Karmarkar, Prin. R. D. | 16. *Vaidya, Dr. P. L.     |

(D) *Representations.*

(1) Representation submitted to the Committee by 2,443 signatories, comprising 547 graduates, 1,301 under-graduates and 585 matriculation students, in favour of the establishment of a University for Maharashtra.

(2) Resolution passed by a public meeting at Sangli on 11th February 1943, urging the establishment of a University for Maharashtra.

## APPENDIX III (CHAPTER II).

REPRESENTATION SUBMITTED TO HIS EXCELLENCY THE GOVERNOR OF BOMBAY, ON 3RD APRIL 1933, BY A DEPUTATION ON BEHALF OF THE MAHARASHTRA UNIVERSITY COMMITTEE, URGING THE ESTABLISHMENT OF A UNIVERSITY FOR MAHARASHTRA.

To

His Excellency Sir Frederick Sykes, G.C.I.E., G.B.E., N.W.D., C.M.G.,  
Governor of Bombay.

May it please Your Excellency,

We have the honour to represent to Your Excellency the keen desire felt by the people of Maharashtra for the establishment of a University at Poona, and to press on the attention of Your Excellency's Government the urgency of taking up early legislation in this behalf.

2. The large volume of opinion in favour of the establishment of a University for Maharashtra was clearly shown in the evidence tendered before the Bombay University Reform Committee (1924-26). That Committee accordingly expressed its opinion in very clear terms regarding the establishment of additional Universities in the Presidency the first of which was to be established in Poona. The Committee observed:—"We have now reached a stage in the expansion of higher education in the Presidency at which the present University of Bombay should no longer be left to grapple single-handed with the problems which present themselves with increased magnitude and complexity. We therefore regard the establishment of these divisional universities, the first of which we propose should be a University for Maharashtra with its head-quarters at Poona, as a principal and organic part of our scheme for the future development of the Bombay University". It is nearly eight years now since this recommendation was made, and Poona has in the meanwhile continued to grow in the multiplicity of its educational institutions and the number of students attending them. A new Arts College, the N. Wadia College, only last year came into being. Research institutions of considerable standing such as the Bhandarkar Oriental Research Institute, the Ranade Economic Institute and the Bharat Itibah Samshodhak Mandal have now found a recognised place in the post-graduate studies of the Bombay University together with a new institution the Gokhale Institute of Politics and Economics. It is further expected that it will before long be possible for the B. J. Medical School to be converted into a collegiate institution. It is no exaggeration to observe that Poona is in various respects more advanced educationally than the majority of the seats of Indian Universities, and we feel that the establishment of a University at Poona can no longer be appropriately delayed in the interests of the Presidency as a whole and Maharashtra in particular.

3. There was some difference of opinion in Poona itself when the Bombay University Reform Committee reported as to the form that the new University should take. These differences have since been happily composed, and there is now general agreement on the main essentials of such a University, as the representative character of this deputation would testify. It is now agreed that the proposed University should be of a combined type, as indicated by the Bombay University Reform Committee in its main recommendation. The Committee observed:—"If a University be established at Poona, it should be an affiliating one, but one with substantial teaching functions and that all the existing Colleges of Maharashtra must be affiliated to it, while High Schools in Maharashtra which desire to be recognised for purposes of admission to a University, must seek such recognition from Poona University. But a University established at Poona must not have a preponderance of merely local (i.e. Poona) influence but must reflect the sentiments, aspirations and opinions of whole Maharashtra". We are unanimous in pressing for the establishment of a University at Poona, which we trust will reflect the educational and cultural aspirations of the whole of Maharashtra and not only of certain sections thereof. It will likewise have a strong teaching section working at Poona.

4. The territorial limits of the Maharashtra University would be co-terminus with the boundaries of the Marathi-speaking districts of the Presidency with exception of Bombay City and its Suburbs. All High Schools in this area will be recognised by the University and all Colleges within the area (outside Poona) will be affiliated to it. The transference of the present affiliation from the Bombay to the Maharashtra University will involve no change in the educational status of these institutions, as the conditions of affiliation will remain in all respects the same as now. It is expected that the different Colleges when affiliated to the Maharashtra University will have greater opportunities of making their influence felt in matters relating to University education than they have to-day. The Colleges within the Poona area will form the constituent Colleges of the proposed University and the necessary provision will have to be made by legislation to enable it to co-ordinate the teaching and other activities of these Colleges, thus leading to a considerable economy in time, money and energy accompanied by increase of efficiency. The details of such a co-ordination scheme will, of course, have to be worked out, at the appropriate stage, largely by these institutions themselves under the guidance of the University.

5. The Bombay University Reform Committee had proposed that the College of Agriculture and the College of Engineering at Poona should both remain affiliated to the Bombay University, on the ground that they were Presidency Colleges. We desire, however, strongly to urge that it is absolutely

vital that these two Colleges should be incorporated into the Maharashtra University. An isolation of these two Colleges from the higher educational activities of their surroundings would be most artificial and could not but be harmful to the interests both of the new University and the Colleges concerned. That they are at present Presidency institutions would be no adequate ground for excluding them from the purview of the Poona University. Regulations about admissions, etc., could easily be framed so as to ensure their continuing to serve faithfully the needs of the Presidency and it is hoped that, with adequate guarantees of the equivalence of examination tests, no unfair advantage to the students of the Poona University need arise over those of Bombay. Further, any measure that the new University may adopt providing for the use of the vernacular for instruction and examination need not apply to these institutions, so long as they retain the character of Presidency institutions. There are, we believe, no adequate grounds for the apprehension that the standards of efficiency maintained in these Colleges will suffer in any way by the mere transfer of their affiliation to the Maharashtra University. It is expected that the staff of these two Colleges will have a powerful voice in the control of the academical affairs of the new University, in the same if not a larger measure than they have at present at the Bombay University. On the other hand, with the development of strong co-ordination on the teaching side in the new University, the close association of these Colleges with the other constituent units of the new University in Poona is bound to prove very fruitful. This is apart from the intellectual and financial waste that is sure to arise by reason of the exclusion of these Colleges from all participation in the activities of their surroundings.

6. It is obvious that one of the main attractions of a separate University for Maharashtra, which the people residing therein feel, is the expectation that the new University will have both the time and freedom to give adequate attention to development of the study of Marathi language and literature; as also of Maratha culture and history. It is hoped that considerable advance could be made with these and other subjects by the new University, by the adoption of Marathi as an alternative medium of instruction. It is, however, fully realised that the steps to be taken in this connection cannot be very much in advance of similar activities of the other Universities in India and that the surest way to achieve lasting results in this behalf is to proceed with caution. While certain departments of the proposed University may organise and encourage the study of the language, literature, history and culture of Maharashtra there will be in the University departments catering for other languages and fields of study and research which, it is hoped, will convey an appeal to the non-Marathi-speaking elements as well, so that there is no danger of the Maharashtra University becoming parochial.

7. The first step in building up a teaching side at Poona will be the harmonious co-ordination of the various institutional libraries, laboratories and the teaching work of the several units. But this in itself would, it is feared, not be sufficient. The institution of University Professorships and Readerships and the opening of laboratories, museums and other useful departments, especially for studies so far ignored by the several Colleges would be most essential in the development of the proposed University. It is realised that, while a purely affiliating and co-ordinating University (such as the proposed University will not be) may largely depend on the proceeds of examination fees. A proper development of a teaching side of the type visualised by us would require very considerable funds. It is obvious that a completely equipped University cannot come into existence at once. It is a matter of slow growth dependent mainly on the intellectual and financial response of the community. It is, however, felt that a certain equipment in this direction could be secured from the very start—something more than a minimum—without which there is little chance for the University to grow in the manner desired by us. It will be difficult to give detailed figures here, for they must depend upon a closer inquiry, not possible at this stage, but it is clear that without substantial help from outside, the mere proceeds of examination and other fees would not suffice to give the University a fair start. Such assistance will have to come from the State, and the public. We feel sure that the people and Princes of Maharashtra, who have in the past so generously helped the cause of education, will be found willing to contribute liberally if Government makes a definite declaration of policy favouring the establishment of a Maharashtra University. The Re-organisation Committee recently appointed by the Bombay Government has expressed its opinion that the establishment of at least one additional University on Western lines in the Presidency can no longer be delayed and has suggested that the economies effected by the closure of Government Colleges in the Presidency should properly be applied to this cause. This and the recent announcement of Government policy on the question make it clear that if the time has come for Government to cease directly controlling institutions for higher learning, it can do so only by promoting the growth of organisations of the type of the University sketched out in the foregoing lines. In this connection we beg to suggest to Your Excellency that, if the recent decision announced by Your Excellency's Government regarding the closure of the Deccan College as a Government College with effect from April 1934 is to stand unmodified, Government may be pleased to make a beginning towards the establishment of the Maharashtra University on proper lines by agreeing to hand over to the University when it comes into existence the buildings, library, laboratory and other equipment of that College together with such annual grants as Government can then spare for the purpose. We realise, however, that it may take some two or three years for the new University to come into existence and strongly feel that the Deccan College should not, in the meanwhile, be allowed to cease to function as a collegiate institution. We beg to suggest to Your Excellency that the College should be handed over to any educational association which may be ready to carry it on in its present form in the intervening period and to hand it over to the new University when it comes into existence to form the nucleus of its post-graduate departments. Such a step, it is needless to say will be highly appreciated by the public of Maharashtra and will also be in conformity with the history and traditions of that College.

8. Perhaps the best asset of the proposed University will be the memorable traditions that have been established in Maharashtra during the last few decades of self-sacrificing and patient educational work. These traditions will facilitate, in great measure, the economic maintenance of the proposed University within the limit of resources, far less ample than for a similar University elsewhere in the country. It will be wise to harness this growing desire for selfless work in one great effort of a high order, which will enable the people of Maharashtra to evolve on lines peculiar to their history and tradition, and at the same time relieve the Bombay University of a multiplicity of impediments and excrescences, which have so far checked its growth. When the people grow conscious of the past achievements of their race and desire to emulate them, in the field of culture and education, it is the surest sign of a deep national awakening, the fruition of which cannot be long delayed with safety. We feel, therefore, that this reform is urgent and overdue, and we do devoutly hope that Your Excellency, before laying down your high office, will be pleased to extend your gracious help and support to this effort, so that Your Excellency's noble name may be intimately associated with the fulfilment of the highest ambitions of Maharashtra and its people, amongst whom are to be found some of the proudest martial communities of India, whose history is full of glorious achievements in the field of valour and culture alike.

Bombay,  
3rd April 1933.

M. R. JAYAKAR.  
N. C. KELKAR.

- (R. B.) R. R. KALE (University Representative on Bombay Legislative Council, President, Satara Municipality).  
(R. B.) P. C. PATIL (Ex-Principal, Agricultural College, Fellow, Bombay University).  
R. K. NAIDOO (President, Poona City Municipality, Fellow, Bombay University).  
G. S. MAHAJANI (Principal, Fergusson College, Fellow, Bombay University).  
R. P. SARNIS (Principal, S. P. College, Fellow, Bombay University).  
J. R. GHARPURE (Principal, Law College, Poona, Fellow, Bombay University).  
K. M. KHADYE (Principal, Wadia College, Ex-Vice-Chancellor, Annamalai University).  
M. R. PARANJE (Fellow, Bombay University).  
D. R. GADGIL (Director, Gokhale Institute of Politics and Economics, Fellow, Bombay University).

APPENDIX IV (CHAPTER III).

IMPORTANT TERRITORIAL DIVISIONS COMPRISED WITHIN THE AREA OF THE JURISDICTION OF THE UNIVERSITY OF BOMBAY, WITH THE COLLEGES AND COLLEGE STUDENTS AS ON 31ST MARCH 1942.

Division.	Area in square miles.	Number of Colleges.	Number of College students.
1. Bombay City and Bombay Suburban District ..	178	16	8,848
2. Gujarat (Five districts and adjoining States) ..	68,232	11	6,710
3. Maharashtra (Ten districts and adjoining States) ..	58,424	13	6,945
4. Karnatak (Four districts and adjoining States)* ..	19,937	4	1,581
5. Sind (Including Khairpur State) ..	52,428	6	2,730
6. Portuguese territory ..	1,376	....	....
Total ..	1,96,575	50	26,814

\*The States included in the Karnatak area are those attached to the Karnatak Group, under Statute 185 of the University of Bombay. All other States in the Deccan States Agency and the Kolhapur Residency are included in the Maharashtra area.

## APPENDIX V (CHAPTER IV).

DISTRIBUTION OF STUDENTS BY COLLEGE CLASSES, AT THE END OF THE FIRST ACADEMIC TERM OF 1941-42.

	F. Y. Arts.	Inter Arts.	B.A.	LL.B. & B.T.	M.A. Ph.D. LL.M.	F. Y. Sc.	Inter Sc.	B.Sc.	Engi- neering and Agri- cul- ture.	M.Sc. Ph.D. D.Sc.	Total of columns 2 to 11.	No. of Resi- dent stu- dents
1	2	3	4	5	6	7	8	9	10	11	12	13
<i>I. Poona City and Suburbs—</i>												
1. Fergusson College ..	215	201	276	..	128	403	411	262	..	41	1,937	418
2. S. P. College ..	253	220	274	..	71	250	204	100	..	23	1,400	109
3. N. Wadia College ..	99	116	185	..	33	146	130	76	..	9	744	121
4. Engineering College.	..	..	..	..	..	..	..	..	324	..	324	62
5. Agricultural College.	..	..	..	..	..	..	..	..	232	12	244	131
6. Law College ..	..	..	..	428	28	..	..	..	..	..	456	80
7. Tilak College ..	..	..	..	115	..	..	..	..	..	..	115	..
*Research Institutions ..	..	..	..	..	108	..	..	..	..	21	129	..
Total ..	572	537	665	543	368	799	745	438	556	106	5,849	..
<i>II. Ten Maharashtra Districts outside Poona City and Suburbs—</i>												
1. Willingdon College, Kupwad.	83	83	101	..	70	74	49	..	..	..	460	104
2. H. P. T. College, Nasik.	89	70	97	..	20	..	..	..	..	..	276	62
3. D. A. V. College, Sholapur.	82	58	..	..	..	100	48	..	..	..	238	15
Total ..	254	211	198	..	90	174	97	..	..	..	1,024	..
<i>III. Contiguous States—</i>												
1. Bajaram College, Kolhapur.	168	146	186	..	59	146	91	68	..	..	664	58
2. Sykes Law College, Kolhapur.	..	..	..	124	..	..	..	..	..	..	124	20
3. Tarabai Training College, Kolhapur.	..	..	..	100	..	..	..	..	..	..	100	13
Total ..	168	146	186	224	59	146	91	68	..	..	1,088	..
Grand Total ..	994	894	1,069	767	517	1,119	933	506	556	106	7,481	..

\* Post-graduate and research students were distributed among these, as follows —

(1) Ranade Institute. 8; (2) Bhandarkar Institute. 3; (3) Gokhale Institute. 68; (4) Deccan College Institute. 62



## APPENDIX VI (CHAPTER V).

## SIR RAGHUNATH P. PARANJPEE'S NOTE ON THE UNITARY UNIVERSITY ORGANIZATION AND THE GENERAL SCHEME OF THE REORGANIZATION OF EDUCATION.

The waste of valuable resources mentioned above in connection with collegiate education is also characteristic of other grades of education in Maharashtra as well as in other parts of the Province. This was perhaps inevitable in the case of a rapidly growing system—when expansion rather than sound planning was regarded as the more important objective. It would be desirable, if it were at all possible, to make a serious effort to put our whole educational system on a rational basis with a view both to prevent waste and to follow right psychological principles of education. At present various types of institutions do not pay much heed to the mental and moral development of their pupils, and pupils in various stages are herded together in the same institutions. This has had a deleterious effect on educational methods as well as on the character of the pupils. The effect of herding together intermediate students with graduate students has already been mentioned; the mass lecturing suited to the latter has been used even in the case of the former who are really in the school stage and require more individual attention. The same may be observed more or less in high schools which have pupils ranging from eight to eighteen and over. Educationists have consequently been coming round to the view that the whole course of education should be divided into four distinct grades, each with its proper objective, a definite well marked termination, and specially designed institutions. A rough idea of it was sketched by me in a note presented to the Setalvad Committee. That idea has now received wider acceptance and a few years ago the Conference of Indian Universities passed a resolution according to which the whole educational course of sixteen years from the infant class and the degree was to be divided into four well marked categories (1) Elementary (ranging over five or four years) (2) Middle (ranging over four or five years) (3) higher secondary (ranging over four years) and (4) University (ranging over 3 years for the first degree). The first stage was to be immediately universal for all, the second for the large mass of people who want to be fairly well educated and desire to obtain lower paid employment as clerks, primary school masters (after due professional training), etc., the third for those who want later to enter ordinary professions etc. and the fourth for the highly educated leaders of society. Each stage will be completed by means of a formal examination. It is not proposed to enter into a detailed consideration of such a radical re-organisation, but it is felt by many that the time has now come for such a thorough re-organisation and planning of our educational system.

Our Committee is, however, immediately concerned with the third and fourth stages mentioned above. It would be desirable if instead of the present high schools we had two distinct classes of institutions, the lower parts of the high schools becoming middle schools or *lokshalas* teaching approximately up to the present fifth Anglo-vernacular standard or somewhat above the present vernacular final examination, the two highest standards of the high schools and the two lower classes in colleges being merged in a new class of institutions to be called higher Secondary schools, intermediate colleges or junior colleges. One of the witnesses before us presented a very interesting memorandum on such institutions which are being rapidly developed in America. Some of our members as well as a considerable number of witnesses agree in considering such intermediate colleges as a desirable innovation in our educational system. Such intermediate colleges will bring a much higher grade of education than at present within the reach of wider classes of the people, for they can be started at all district headquarters and at other important centres of population. Young boys and girls of the age of sixteen will not be required to go to distant places for so-called college education, but will remain near their own homes till about the age of eighteen. The intermediate colleges will be new centres of higher intellectual life in many more places than at present. Vocational training can, when necessary and practicable, be made a part of the education in such institutions and different places can select their own kind of vocational training according to local needs and conveniences. So far as Maharashtra is concerned, it may be expected that there will be room for about fifteen to twenty of such colleges in various centres in addition to about three each in Sholapur and Kolhapur and about six to eight in Poona. The optimum strength of such an institution would be about 600, the minimum and maximum limits being 300 to 800. It would also be possible to have separate institutions of this type for boys and girls, at least five of the thirty of the contemplated institutions being girls' intermediate colleges.

If such intermediate colleges be brought into existence, the scheme for the new University can be made logical and complete. The present colleges should continue to have their independent existence as intermediate colleges (with the two highest classes in high schools added to them), the Societies managing them seeking further expansion of their activities in additional institutions of this type either in Poona or at other suitable centres. The new University will take over all the activities of the colleges in Poona above the intermediate stage with their assets and liabilities. The present buildings, assets and equipment will be suitably apportioned between the newly constituted intermediate colleges and the University by a special commission which may be constituted under the Act for the purpose. The University and the Societies will also divide the staffs, especially the life-members, between themselves by mutual agreement. The University will undertake to carry out all the liabilities in respect of the personnel taken over by it from the Societies and this personnel will thereafter be entirely the employees of the University. It is an essential feature of this scheme that the intermediate colleges should be absolutely distinct both in location and management from the University. The general control over intermediate colleges can be exercised either by the University or by a special board like the High School and Intermediate examination Boards in U. P. and Rajputana on which the University will have adequate representation.

This far-reaching re-organisation has reference to Poona Colleges only, but the few colleges in other parts of Maharashtra existing at present can either be associated with the new University as its external or affiliating side or continue to be affiliated to the University of Bombay as hitherto. New degree colleges will, however, not be allowed to be started in Maharashtra but new Intermediate colleges will be freely encouraged under adequate safeguards about need, efficiency and elimination of unhealthy competition. They will have free scope in pioneering new paths especially in the matter of vocational education.

I consider that such a radical re-organisation of our educational system deserves further consideration. It will lead to the new University starting under the most favourable conditions. It naturally involves some sacrifice of special interests, but the present Societies have been started with the laudable object of extending and improving higher education, and the establishment of such a university will mean the proper culmination of their valuable work during the last sixty years. Formal and legal difficulties can be solved without much effort if there is the will and the necessary spirit of sacrifice. Maharashtra has set an object lesson to other parts of India of the spirit of self help in education. Is it too much to hope that the same spirit will work to effect a bigger consolidation of educational effort and bring into existence a new University of which Maharashtra can be legitimately proud ?

## APPENDIX VII (CHAPTER V).

## CLASSIFICATION BY SUBJECTS OF GRADUATE AND POST-GRADUATE STUDENTS IN THE THREE ARTS AND SCIENCE COLLEGES IN POONA.

*Arts Side.*

## B.A.

	Fergusson College.	S. P. College.	N. Wadia College.
English Honours .. .. .	17	25	23
Sanskrit Honours .. .. .	19	14	6
Ardha Magadhi Honours .. .. .	6	..	..
Pali Honours .. .. .	3	..	..
Marathi Honours .. .. .	21	61	8
German Honours .. .. .	6	..	..
Persian Honours .. .. .	4	..	5
French Honours .. .. .	..	..	7
Urdu Honours .. .. .	..	..	2
*Languages, Pass Course .. .. .	12	35	3
Economics Honours .. .. .	113	45	29
History Honours .. .. .	21	18	12
History and Economics, Pass Course .. .. .	29	29	14
Philosophy Honours .. .. .	7	25	19
Philosophy Pass Course .. .. .	6	8	..
Mathematics Honours .. .. .	12	20	5
Mathematics Pass Course .. .. .	..	4	1
<b>Total ..</b>	<b>276</b>	<b>274</b>	<b>134</b>

*M.A. & Ph. D.*

## M.A.

*Languages .. .. .	51	44	20
Mathematics .. .. .	11	8	..
Philosophy .. .. .	9	8	1
Ancient Indian Culture .. .. .	6	..	1
History Thesis .. .. .	2	..	..
History, Political Economy, Sociology .. .. .	41	11	10
<b>Ph. D. ..</b>	<b>8</b>	<b>..</b>	<b>1</b>
<b>Total ..</b>	<b>128</b>	<b>71</b>	<b>33</b>

\*Distributed over different language groups.

APPENDIX VII—contd.

SCIENCE SIDE.

B.Sc.

Subject.	Fergusson College.		S. P. College.		N. Wadia College.	
	Number offering as principal subject Jr. & Sr. B.Sc. (a)	Number offering as subsidiary subject Jr. B.Sc. (b)	(a)	(b)	(a)	(b)
Chemistry .. ..	131	8	74	..	59	3
Physics .. ..	59	71	16	56	..	35
Mathematics .. ..	38	39	10	11	15	..
Botany .. ..	24	8	..	..	..	12
Geology .. ..	10	7	..	..	..	3
Zoology .. ..	..	12	..	..	2	2
<b>Total .. ..</b>	<b>262</b>	<b>145</b>	<b>100</b>	<b>67</b>	<b>76</b>	<b>55</b>

M.Sc.

Chemistry .. ..	7	12	6
Physics .. ..	7	3	..
Mathematics .. ..	16	8	1
Botany .. ..	5	..	..
Geology .. ..	6	..	..
<b>Total .. ..</b>	<b>41</b>	<b>23</b>	<b>7</b>

Ph. D.

Bio-chemistry .. ..	..	..	2
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APPENDIX VIII (CHAPTER V).

FINANCIAL STATISTICS RELATING TO COLLEGES (1941-42).

	Valuation of Lands and Buildings.	Valuation of Furniture, Books, Apparatus etc.	Income.			Expenditure.		Total Expenditure.
			Government Grant.	Fee-Income.	Endowment Income.	Teachers' Salaries.	Rents and Taxes.	
1. Fergusson College	12,31,000	5,41,000	25,000	2,41,582	8,748	1,06,749	21,862	2,96,904
2. S. P. College ..	8,93,000	2,22,000	17,000	1,87,026	5,304	87,213	31,359	2,30,646
3. N. Wadia College	12,50,000	2,50,000	8,000	98,873	1,750	56,737	35,645	1,59,802
4. Engineering College.	..	..	..	95,100	..	1,18,347	191	2,03,608
5. Agricultural College.	..	..	..	42,110	244	1,16,672	139	1,53,014
6. Law College, Poona.	3,30,000	73,000	..	71,382	320	35,700	1,036	68,966
7. Tilak College ..	65,000	14,000	..	30,402	..	14,504	1,800	37,039
8. Willingdon College.	..	..	7,000	49,975	2,705	32,411	..	83,229
9. H. P. T. College	..	..	6,000	29,817	6,523	26,481	9,444	58,861
10. D. A. V. College	..	..	..	34,932	90	22,046	1,435	43,614
11. Rajaram College	..	..	..	67,614	..	95,451	..	1,29,555
12. Sykes Law College.	..	..	..	19,323	..	20,322	..	32,376
13. Tarabai Training College.	..	..	..	30,198	..	30,511	..	34,812

## APPENDIX IX (CHAPTER VI).

THE NUMBER OF SCHOOLS IN THE MAHARASHTRA AREA AND OF CANDIDATES PRESENTED BY THEM AT THE MATRICULATION EXAMINATION OF MARCH 1942.

					Number of Schools.	Number of Candidates.
I.	Poona City and Suburbs	..	..	..	30	1,941
II.	Maharashtra Districts.					
1.	Poona District (Outside Poona City and Suburbs)	..	..	..	7	132
2.	Kolaba District	..	..	..	8	268
3.	Nasik District	..	..	..	16	572
4.	Ratnagiri District	..	..	..	15	520
5.	Thana District	..	..	..	19	622
6.	Ahmednagar District	..	..	..	7	288
7.	East Khandesh District	..	..	..	17	789
8.	West Khandesh District	..	..	..	4	275
9.	Satara District	..	..	..	12	519
10.	Sholapur District	..	..	..	11	544
	Total of I and II	..	..	..	146	6,470
III.	Contiguous States*.					
	(Akalkot, Aundh, Bhor, Jamkhandi, Janjira, Kolhapur, Kurundwad, Mira, Mudhol, Phaltan, Ramdurg, Sangli, Sawantwadi.)				34	1,526
IV.	Portuguese Territory (Goa)	..	..	..	16	298
	Grand Total	..	..	..	196	8,294

\*These States are attached to the Konkan and Deccan Groups, under Statute 185 of the University of Bombay.

## APPENDIX X (CHAPTER X).

Recommendation regarding the conversion of the Byramjee Jeejeebhoy Medical School into a College by the Committee appointed by the Government of Bombay in December, 1935, for considering the question of improvements in teaching at the Medical Schools. The Committee consisted of Major-General E. W. C. Bradfield (Chairman), Lt.-Colonel R. H. Candy, Lt.-Colonel A. H. Harty and Sir Mangaldas V. Mehta.

*Conversion of Poona Medical School into a College.*

"We have further studied the possibility of converting the Poona School into a medical college, teaching students for the University degree. This project has been considered previously and not supported because of the heavy financial outlay considered necessary. We feel that the large number of applications received for admission to the Grant Medical College, the existence of private institutions for training the Licentiate Grade of Doctor, the fact that graduates are now being forced to practice in rural areas and are willing to compete for posts in the subordinate medical service justify the re-opening of this question. An immediate conversion to a College, teaching the whole curriculum is not possible, except by a heavy outlay on buildings, and equipment, but in pathology and clinical department Poona is already equipped for College teaching. The Grant Medical College admits 120 students although there is no accommodation in clinical teaching for more than 80 to 90 students, and it is suggested that these extra 30 students could be taught at Poona in the clinical subjects. If this plan is accepted, the B. J. Medical School could then be closed for Licentiate students, its surplus equipment for science subjects transferred to Ahmedabad and it would become the Poona Medical College.

The last triennial Inspection Committee of the University of Bombay strongly recommended that the Poona School should be converted into a College, in order to relieve the congestion at the Grant Medical College.

The proposals of the Council of the College of Physicians and Surgeons, with regard to increasing the curriculum to a five year course in 1939, will also require consideration in this respect.

We, therefore, recommend this scheme to Government."

## APPENDIX XI (CHAPTER X).

NOTE SUBMITTED BY SWAMI KVALAYANANDA ABOUT RESEARCH WORK CARRIED ON AT THE INSTITUTE CALLED KAIVALYADHAMA IN LONAVLA.

*Introduction.*

In order to put the Yogic science and philosophy on a thoroughly rational basis and to exploit Yoga for the use of the modern man in his every day life, the Kaivalyadhama is conducting scientific and literary research along the modern lines. The research work turned out up to now has been very briefly summarised in Sections I and II of this note. Section I gives Scientific Research and Section II the Literary Research. Appendix A quotes some of the appreciations of the scientific work of the Kaivalyadhama on the part of medical scientists of repute and eminent men of light and leading. The Kaivalyadhama was founded at Lonavla in 1924 October by Swami Kvalayananda who continues to be its Founder-Director all these years. Yoga-Mimansa is the official journal of the Kaivalyadhama.

## SECTION I.

*Scientific Research.*1. *Physical Tests :*

(a) With X-ray for investigating the actions of the diaphragm, the intercostals, and the abdominal muscles in particular Yogic exercises.

(b) With Mercury and Water Manometers for studying pressure changes in the Esophagus, the stomach, the colon and the bladder during particular Yogic exercises.

(c) With Sphygmo-manometer in studying the behaviour of blood pressure, both systolic and diastolic, in particular Yogic exercises.

2. *Chemical Tests :*

(a) Gravimetric analysis of expired air for investigating the question of the absorption of oxygen and the elimination of carbondioxide in Yogic breathings.

(b) Volumetric analysis of the expired air for investigating the same question as in (a) and also to check the results arrived at by Gravimetric analysis.

*N.B.*—In most of the experiments at least half a dozen subjects were tried and the averages worked out with the necessary scientific accuracy. For academic evaluation and scientific nature of these investigations, see Appendix A.

## SECTION II.

*Literary Research.*

The Kaivalyadhama is conducting considerable research work in the field of Sanskrit literature, covering a period of more than 3,000 years. All references to Yoga up to the third century B. C. have already been collected and properly indexed. The more remote period of seven centuries is being investigated. The work is stupendous but is progressing satisfactorily. This literary research, at present, is divided into three parts.

(a) *Catalogue of Yogic Literature :*

A complete catalogue of writings on Yoga, both printed and in the form of manuscripts is being prepared. As many as 18 standard catalogues published in British India, Indian States and foreign countries have been consulted. The Card Index of the standardized pattern of published and unpublished works on Yoga and their authors, has been prepared; and new additions are being made, as material is being made available. There are yet some manuscript libraries in India that have not published their catalogues. The Kaivalyadhama is putting itself into touch with these libraries for preparing its own catalogue.

(b) *Yogic Concordance :*

The Kaivalyadhama does not remain satisfied with merely cataloging existing literature on Yoga. It has undertaken to write Yogic concordance which will be far more complete as regards Yoga than the Vedic Concordance of Bloomfield in the field of the Vedas. It will almost make an approach to M. M. Kane's Dharma Shastra. Towards this end all quotations and references to Yogic concepts and technique of exercises, to the extent of 5,000, have been collected and critically indexed. This work has already covered 56 Upanishads, 21 Puranas including the Maha Bharata, all the printed works on Yoga and the most important Smritis. Quotations and references from Shrauta, Grihya and Dharma Sutras are being collected and indexed. More remote antiquity will also be studied for this purpose.

Short essays on almost every aspect of Yoga with an effort to co-ordinate the same with modern science and philosophy, will complete this work. The Yogic Concordance will be a veritable history and an encyclopaedia of Yoga Shastra.

(c) The Kaivalyadhama has undertaken to bring out a critical edition of the Brihad Yogi Yajnavalkya Smriti. This work is very frequently quoted by ancient writers of Hindu law and a critically edited edition of the work is a long felt want.

- (d) The Kaivalyadhama has recently set aside Rs. 2,000 for collecting rare manuscripts and proposes to spend a few hundred rupees more every year for this work.

## APPENDIX A.

*Statements on the Scientific Evaluation and Cultural Worth of the Scientific Work of the Kaivalyadhama.*

1. Dr. K. S. Bhaskar, M.A., M.D., D.P.H., D.T.M. & H.

(Extract from Dr. Bhaskar's letter addressed to Swami Kavalayananda.)

"I thank you for the facilities you gave me in getting acquainted with the research side of Yogic Philosophy. I have carefully considered the experiments you had undertaken and the data you have collected, and it is my firm conviction that your work is on correct scientific lines, and deserves further encouragement. I also believe that it is full of possibilities not only in unravelling the obscure portions of Yogic Philosophy, but also in making valuable contributions to Western Science in general, and Medical Therapeutics in particular."

2. Dr. W. Burrige, D.M., M.A. (Oxon), Professor of Physiology, Lucknow University, Lucknow.

(Extract from Dr. Burrige's remarks about the Kaivalyadhama.)

"The exercises performed in this laboratory by Swami Kavalayananda's pupils were of considerable scientific interest and raised many interesting problems . . . . . The little (examination) we were able to do sufficed to indicate that his own methods of investigation were trustworthy. The phenomena presented are worthy of much further study, and I hope that he will carry on this even further than he has already done."

3. Dr. Leo M. Fleischer, M.D. (Prague).

(Extract from Dr. Fleischer's letter to Swami Kavalayananda.)

"You have set yourself the task of investigating and expounding the ancient Yoga doctrine in all its aspects (physical, mental and spiritual) by means of exact modern scientific methods—a stupendous and wellnigh superhuman task. A herculean task of this kind can only be tackled by one who not only himself has very great experience in Yoga but must also at the same time be familiar with the natural sciences and their modern methods of research.

Your talent for organisation, your earnestness, your patient industry, your clear logic with its penetrating distinctions in the treatment and interpretation of the Yogic phenomena, are the most suitable instruments to perform the task you have taken upon yourself.

Your journal 'Yoga-Mimansa' (Mimansa—Discussion), a scientific Yoga magazine published by you, with X-ray photos and clear, systematic analyses of the Yogic phenomena, reveals this secret domain of science to Western scientific circles—more than that—it became an authoritative textbook on practical Yoga."

4. Dr. Sir Sarvapalli Radha Krishnan, Vice-Chancellor, Benares Hindu University.

(Extract from the Doctor's letter addressed to Swami Kavalayananda.)

"I am impressed by the work which you have been doing all these years . . . . . I know that the lessons of Yoga in its different aspects are much needed today, not only in our country but in the world outside. And you have the capacity and the training for undertaking this noble task."

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Government of Bombay

# Report of the Gujarat University Committee

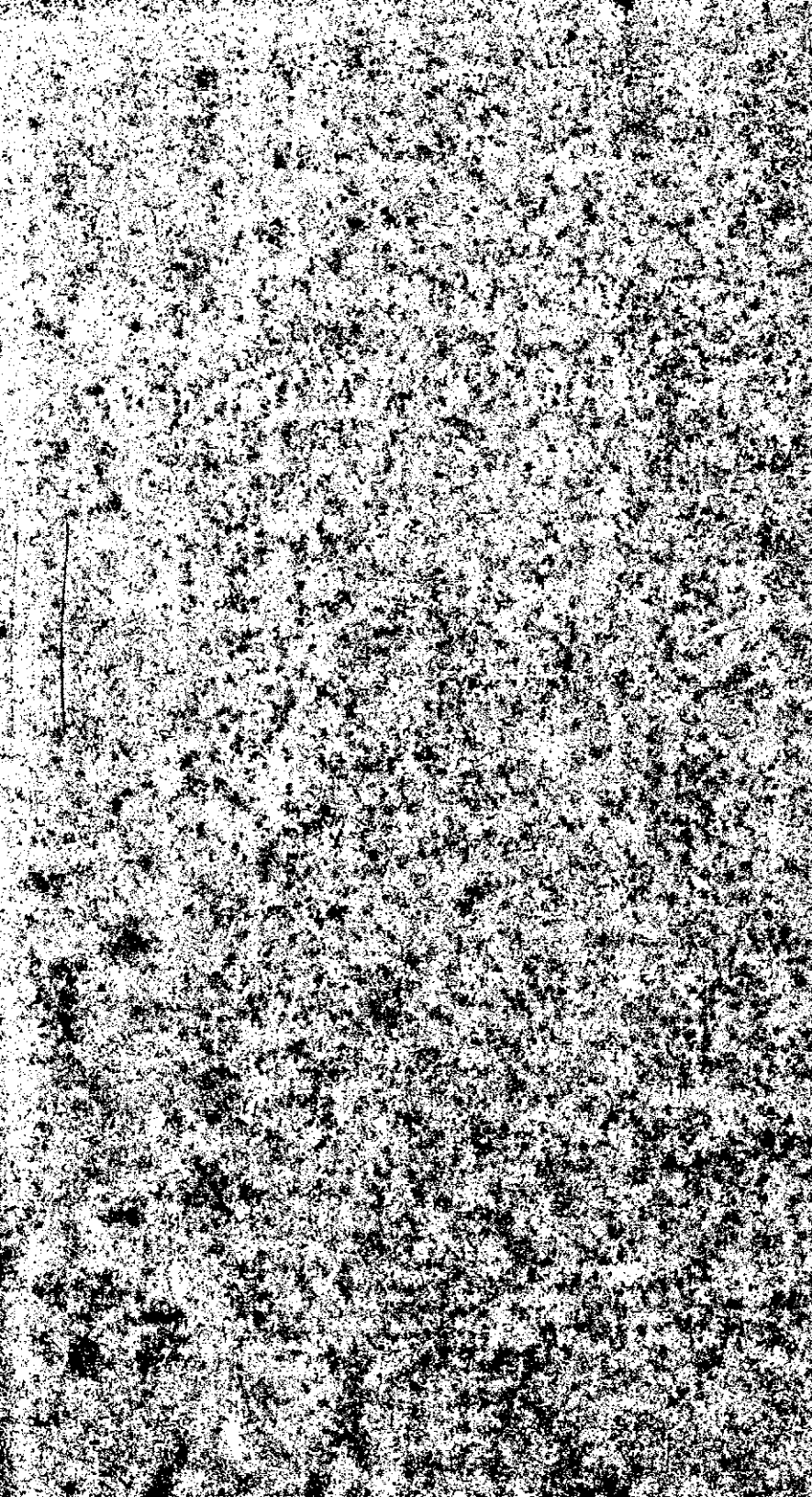


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## CHAPTER 1.

### PRELIMINARY.

We were appointed as a Committee by G. R. No. 7859, dated 21st April 1947, which runs as follows :—

“ Government has accepted, in general, the principle of establishment of Regional Universities in the Province. The work regarding a University at Poona, as recommended by the Maharashtra University Committee, is proceeding. Government is now pleased to appoint a Committee consisting of the following members to report on the question of the establishment of a University for Gujarat :—

- (1) The Honourable Mr. Justice M. C. Chagla (Chairman),
- (2) The Honourable Mr. G. V. Mavalankar,
- (3) Mr. K. M. Munshi,
- (4) Mr. Kakasaheb Kalelkar,
- (5) Miss Indumatiben Sheth,
- (6) Dr. B. B. Yodh, M.R.C.P. (Lond), D.T.M. & H. (Eng.),
- (7) Mr. N. M. Shah, M.A. (Cantab),
- (8) Dr. M. D. Patel, Ph.H. (U S.A.),
- (9) Mr. J. A. Taraporevala, B.Sc. (Bom. & Edin),
- (10) Dr. K. G. Naik,
- (11) Mr. Maganbhai Prabhudas Desai,
- (12) Mr. B. K. Muzumdar (Member-Secretary).

The terms of reference to the Committee are as follows :—

(i) To make recommendations as to the scope, form, constitution and jurisdiction of a University for Gujarat, including the question of granting affiliation to institutions outside the limits of the Bombay Province.

(ii) To report on the case of establishment and maintenance of the University and to make proposals for raising the necessary funds.

(iii) To make any other recommendations germane to the subject.”

2. *Appointments.*—Soon after the appointment of the Committee, Mr. Justice M. C. Chagla expressed his inability to serve on the Committee. The Government thereupon first suggested that the Committee should select a Member as Chairman in the place of Mr. Justice M. C. Chagla ; but subsequently, it made the appointment of Honourable Sjt. G. V. Mavalankar, as the Chairman, and also suggested that the Committee may proceed to take some one as a member in place of Mr. Justice M. C. Chagla. In its first meeting, dated 23rd May 1947, the Committee, therefore, decided to invite Mr. N. L. Ahmad to be one of its Members. Mr. N. L. Ahmad accepted the invitation, and joined the Committee in its subsequent meetings and deliberations.

3. *Appointment of a Sub-Committee.*—The Committee commenced its work on 23rd May 1947 at the Gujarat Vidya Sabha, Bhadra, Ahmedabad. It considered the general lines and the points, on which a questionnaire should be issued to invite the views of educationists and others, taking interest in the question of University education in general and that in Gujarat in particular; and it appointed a Sub-Committee consisting of :—

- (1) Shri Kakasaheb Kalelkar,
- (2) Principal J. A. Taraporevala,
- (3) Shri B. K. Muzumdar,

to draft the questionnaire and forward it to persons taking interest in educational matters. Accordingly, the questionnaire (in Gujarati as well as in English, *vide* Appendix I) was sent out to about 1,000 persons (*vide* Appendix II). Replies thereto were received (*vide* Appendix III) till 30th August 1948. The Committee found them valuable and useful, and they are, therefore, printed in two volumes for ready reference, and record.

4. *Sixty-four persons invited for evidence.*—In view of these exhaustive written replies, it was considered unnecessary to examine all witnesses orally and in details. The Committee, however, invited 64 persons (*vide* Appendix IV) for discussion at Ahmedabad, Anand, Baroda, Surat, Rajkot and Bombay.

5. *Absence of Secretary and officiating arrangement.*—The Committee held, in all, 35 sittings of which 4 were held at Ahmedabad, 19 at Bombay, 2 at Anand, 3 at Baroda, 2 at Surat and 3 at Rajkot. The questionnaire Sub-Committee had two sittings at Bombay (*vide* Appendix V). Sjt. B. K. Muzumdar, the Member-Secretary of the Committee could not attend to the work of the Committee from November 1947 to March 1948, as he had to go to the U. S. A. During his absence, Shreemati Bharati Sarabhai was appointed to act as the Secretary of the Committee.



## CHAPTER 2.

## THE BACKGROUND.

6. *Demand for a University for Gujarat.*—The demand for a separate university for Gujarat can be traced to two distinct currents, which have been flowing, side by side, and both of which have a common source—dissatisfaction with the prevailing outlook and condition of education, including higher education; one emphasised the content and spirit of true education; the other, improvement in its organisation. With the achievement of the independence of our country, both these currents are, for the first time, merging into each other.

It is a well known fact that Mahatma Gandhi exercised a profound influence in the important and vital field of education. With his keen insight, Gandhiji could realise that the British dominated our minds through direction and control of education. He, therefore, advocated boycott of education sponsored by Government and gave a tremendous stimulus to the starting of independent institutions for education on national lines, as the first step towards freedom. The Gujarat Vidya Peeth established in 1921 was the result.

Gandhiji was convinced that education in the sense of mere amassing and gathering of information, without the background of moral value had no meaning. In consequence, the Gujarat Vidya Peeth stood for qualities, such as a spirit of independence in matters of learning and culture, service of the down-trodden, dignity of manual labour, etc. The courses of instruction were calculated to convert a student into a cultured individual and social worker. The Gujarat Vidya Peeth also stood for Gujarati as the medium of instruction; it wholly identified itself with that ideal, and enriched Gujarati as a language.

It is, therefore, not surprising that this tradition should seek to establish itself more vigorously and firmly. We found that many people were for a separate university for Gujarat, as a further and a necessary step in the path shown by Gandhiji. They would radically revise the spirit and the content of the present day education, so as to bring it in harmony with this tradition. There were others who sought to establish a university for Gujarat for the development of higher and post-graduate education on modern lines, for catering to the specific needs of the people of Gujarat, and also to decentralise the University of Bombay which was growing unwieldy.

7. *A historical Note.*—So far back as 1920, the Sadler Commission had suggested a curtailment of the jurisdiction of the older universities, and its opinion was endorsed by the Setalvad Committee in 1924. Soon after, an association was started under the Presidentship of the late Sir Chimanlal Setalvad to focus public opinion for establishing a University for Gujarat. As a result, the late Sir Sayaji Rao Gaekwar,

Maharaja of Baroda, appointed in 1926 a Commission to examine the question. This Commission consisted of eminent educationists, prominent among them being the late Dr. Anandshanker Dhruva. The Commission recommended that,

- “ (1) Gujarat must have a University of its own ;  
 (2) it must substantially be a teaching and residential one ;  
 (3) the new University must be of a different type ; and not a mere copy of the existing Universities ;  
 (4) with a view to help the development of the Gujarati Language and Literature, the University should establish the ‘ Premanand Institute ’ and a special department for studies in Gujarati. ”

Though the Government of Baroda did not give effect to these re-recommendations owing to various circumstances, it kept them in view and started and developed various educational institutions at Baroda. Further, in 1928, a provision was made in the Bombay University Act to accord representation in the Senate, to the Vice-Chancellors of the Regional Universities in the Province, when, they were established. Thus, the idea of establishing a university for Gujarat was gaining ground, as time went on.

Recently in 1943, the Gujarati Sahitya Parishad at Baroda adopted a resolution for the establishment of a separate university for Gujarat. With a view to helping the Parishad, in the implementation of the resolution, the Gujarat Vidya Sabha (formerly known as the Gujarat Vernacular Society) set up a body, known as the Gujarat University Mandal. This body consisted of more than 150 representative persons from all over Gujarat. The Mandal adopted a declaration of the fundamentals for the Gujarat University, consisting of the following main points :—

“ Like all other social institutions, the university too, has its rightful place in the collective life of the people. It cannot remain isolated from, or indifferent to, their life. A university not only mirrors the conditions of its times and place but also exercises a strong influence in moulding them.

“ With different times and places, universities naturally shape into different types. They possess, however, certain abiding and universal characteristics. The university, no doubt, is a social entity, but its sphere of work is circumscribed by its educational activities. Among the varied educational organisations, it is the university alone, which is expected to function for :—

- (i) Conservation of knowledge and thought,
- (ii) Its advancement and interpretation,
- (iii) A search for truth,
- (iv) Education of students who would grasp and further the ideals,
- (v) Raising, in consequence, the intellectual and cultural standards of Society.

“Accordingly, the proposed Gujarat University will aim, not only at providing facilities, instruction and research, but also at popularising Arts, Science, and Culture. It will not direct its activities for the special benefit of any class or group in society, but will frame schemes for advancement of knowledge in all branches of learnings, so as to afford educational facilities to every one interested in learning and knowledge.”

Since then, the University Committee appointed by the Government of Baroda in September 1947 has also submitted its report to the Government of Baroda, which envisages the establishment of a teaching and affiliating university at Baroda and also of the establishment of several additional institutions for higher education.

8. *Collegiate institutions, existing and under contemplation.*—Meanwhile, the movement to establish institutions for higher education in different parts of Gujarat was gathering strength, as can be seen from the following statement :—

<i>Institutions for higher education.</i>	<i>Years</i>	
	<i>1936</i>	<i>1948</i>
Arts and Science Colleges .. ..	5	12
Law Colleges .. ..	2	2
Secondary Teachers' Training College ..	0	1
Commerce Colleges .. ..	1	3
Engineering Colleges .. ..	0	2
Agricultural Colleges .. ..	0	1
Medical Colleges .. ..	0	1
Pharmacy Colleges .. ..	0	1
Post-graduate Institutions .. ..	0	1
	8	24

We also understand that opening of four additional colleges, namely, an Engineering and a Medical College at Baroda, a Commerce College at Bhavnagar and a Secondary Teachers' Training College at Ahmedabad, is under active consideration. A Physical Research Laboratory and a Textile Research Institute have also been started at Ahmedabad.

It will be seen from the details given in Appendix VI, that this development is mainly concentrated in four groups at Ahmedabad, Anand, Baroda and Surat.

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## CHAPTER 3.

## MEDIUM OF INSTRUCTION.

9. *Gujarati and/or Rashtra Bhasha as medium.*—With the background as set out in the last Chapter, the question of the medium of instruction is, to our mind, one of primary importance. We, therefore, deal with it first. In our opinion, the introduction of Gujarati and/or the Rashtra Bhasha as the medium of instruction is not only necessary but also right, if we want our educational institutions to develop their intrinsic potentialities and to suit the genius and the needs of our people.

A large majority of those, who submitted to us their views, are agreed that Gujarati should be adopted as the medium of instruction in the place of English, all through the Graduate courses. Some are so keen that they suggest that it should be considered as the sole reason for the establishment of a separate university. The principle of the regional languages as the medium of instruction has also received support from a Committee consisting of the Vice-Chancellors of all the Universities and a few specialists, under the Chairmanship of Dr. Tarachand. Its recommendations were accepted by the Government of India who issued a directive to all Provincial Governments and Universities that in the interests of national education, immediate effect should be given to the Committee's recommendations. We are reproducing this directive else where (*vide* Appendix VII), but it may be mentioned here that it recommends that the regional language should replace English, as a medium of instruction, within a period of five years. We agree with this view and recommend that, as soon as the Gujarat University comes into existence, it must make arrangements to teach as many subjects as possible through Gujarati and/or Rashtra Bhasha so that, after a period of five years, no subject in the Graduate Courses will be taught through English, except when permitted by the University for special reasons. We would recommend that, if permissible, there may be a clear provision to that effect in the Act establishing the Gujarat University.

10. *Short Term Scheme.*—Naturally, this change-over is not quite easy of achievement; and we shall have to pass through a difficult period of transition. We are afraid that this cannot be helped; and the best that could be done is to put in an extra strong effort and reduce the span of the transitional stage as much as possible. In his inaugural address to the Tarachand Committee, the Honourable Maulana Abul Kalam Azad, Minister for Education, Government of India, suggested that the Central and the Provincial Government might sponsor schemes for providing some minimum and basic text-books in the regional languages. We recommend that the Government should follow up this suggestion, and take in hand immediately a short-term scheme for providing college text-books in Gujarati. A Board consisting of representatives of the Government and persons interested in this field

may be established to prepare for the University those text-books which are likely to be required in the early stages. We feel that this would be the best way of making sure that the adoption of Gujarati as a medium of instruction does not remain a pious wish, as feared by some. We are confident that once a start is made with a short-term scheme and people feel assured that Gujarati is definitely to hold the field, the required literature in Gujarati will come forth in sufficient volume.

11. *Place of Rashtra Bhasha in the University.*—The Tarachand Committee has also indicated the relative positions that the regional language and the Rashtra Bhasha should occupy at the University stage. Some of the views expressed before us were strongly in favour of giving a predominant position to the Rashtra Bhasha in the University some even went to the extent of suggesting that the Rashtra Bhasha alone should be the medium of instruction. We also considered two other aspects of this question. In the first place, although Gujarati should be developed as the medium of instruction, it should not be permitted to isolate Gujarat from the life and thought of the rest of India. Students particularly, should not be deprived of the benefit they enjoy to-day of migrating from one university to another, either in search of specialisation or of teachers. Again, insistence on Gujarati as a medium of instruction should not be carried to such a length that, our choice of teachers necessarily gets limited only to those speaking Gujarati. In the second place, it was represented to us that to maintain proper and efficient standards of study of, and research in Scientific subjects, it was essential that the Scientific and Technical terminology should be common to the whole country, and if possible, terminology commonly used in the West may be adopted. We agree with this view, and feel that it would be almost suicidal for all scientific development, if we were to add a confusion of terminology to our existing difficulties.

12. *Recommendations regarding Rashtra Bhasha.*—We would therefore recommend that,

(a) the Rashtra Bhasha should be a compulsory subject of study all through the School and Collegiate courses up to Graduation,

(b) it should be left to the option of the Institution or the Professors at the collegiate stage to have Gujarati or the Rashtra Bhasha as a medium of instruction, and

(c) the Rashtra Bhasha should be the only medium of instruction in the post-graduate courses.

13. *Scientific Terminology.*—Regarding Scientific terminology, we generally agree with the view expressed by the Tarachand Committee as given below, and recommend that the Government and the Gujarat University should effectively and immediately participate in all efforts made by the Central Government or other Provincial Governments, in this direction. The Tarachand Committee observes that—

“(i) as far as possible, Scientific terminology used in the International world should be employed, but where there is no International terminology, words from the Indian Languages should be adopted,

(ii) the Central Government should set up immediately a Board, representatives of philologists, scientists and language experts to work out a dictionary of Scientific terminology for all modern Indian languages. This Board should be a permanent body, and should work in consultaion with the Provinces and the Universities. The work should be completed within a period of five years. The Central Government may be asked to allot a substantial sum for the purpose so that the work may start immediately.

(iii) the Central Government should give a lead to the Provinces in getting text-books in Science subjects in Federal Language prepared, which the Provinces may be able to adopt in their own language, Text-books on other subjects should be prepared either by the University or Inter-University Board or the Provincial Government; Central Government should help them out of difficulties by financial assistance."

14. *Position of English.*—It is obvious that English will continue to be the medium of instruction, till Gujarati and/or the Rashtra Bhasha is adopted as the medium of instruction. We recommend that it should not be accorded any more importance than a compulsory second language; and the progress of Gujarati and the Rashtra Bhasha should be carefully fostered, so that the period of change-over is not too long. It may be mentioned that English may have to be given higher preference because of its position as a world language and also for historical reasons.

15. *Discretion to the University.*—We may observe that we have indicated above only the general outlines of the changes that we recommend. We leave it to the University to interpret and implement them in detail, according to the circumstances.



## CHAPTER 4.

## SCOPE, FORM AND JURISDICTION

16. *Form of the University.*—We devoted considerable time and anxious thought to the co-related aspects of the scope, form and jurisdiction of the university. If we had to plan higher education for a small area or a section of the people, and if we were doing so in abstract, we would have perhaps decided for a localised teaching university. But, we have had to keep in mind the fact that, we are called upon to consider and make recommendations in respect of the whole region of Gujarat (which may well include Saurashtra, Cutch and the State of Baroda). We took count of the possibilities of local centres and the development of collegiate education as mentioned in the introductory chapter; we also considered the implications of the recommendation that we have made, regarding the medium of instruction and the recommendations that the Tarachand Committee has made to all the universities. We also could not lose sight of the changes which are occurring in the organisation of higher education in the composite Province of Bombay, on account of the establishment of the Poona University and the recommendations in respect of the Karnatak University. Considering these factors, we came to the conclusion that what Gujarat requires is a University which, though primarily aiming to be a teaching one shall yet have an affiliating side, so as to co-ordinate and harmonize collegiate education through institutions scattered over the whole area and situate at wide distances.

17. *Regional Universities.*—At the time of the appointment of the Maharashtra University Committee, the Government was not wholly committed to the principle of having regional universities in the Province and that Committee was, therefore, asked among other things, to report whether a separate University for Maharashtra was at all necessary. By the time, this Committee was appointed, the Government had already accepted the principle of regional universities and we were asked only to go into the question of "the scope, form, constitution and jurisdiction of a university for Gujarat." Most of us felt that, considering the trend of events, a regional university should be conceived for the region as a whole, thus eliminating the consideration of a purely teaching and non-affiliating University. But since the matter was important and we could recommend to the Government an alternative if we came to that conclusion, we thought it worthwhile to discuss the whole problem afresh and we came to the conclusion mentioned above.

18. *Teaching and Residential Universities.*—It cannot be denied that a local teaching University has certain advantages. It does not get over-whelmed by the problem of examinations: and is able to maintain a live contact between the teachers and the students. Although not always possible, it could also be made into a residential university, if conditions permitted. But it will be found that these advantages are not confined only to a teaching University, and are

available to any live educational centre. So, even if we have a teaching University, the problem of building up a proper atmosphere would still remain and in our opinion, that is something which cannot be achieved by mere planning. A survey of the teaching universities will show that their importance and usefulness lie in the standards of schools of thought and learning built up by earnest workers. As far as our problem is concerned, we feel that this development can take place only after some time, as education comes into its own, and is given a proper place in society. We also feel that any premature development, in this direction, will not be satisfactory in the real sense.

19. *Affiliating University in the whole Gujarati speaking area.*—On the other hand, we have, at present, tasks and duties, which could be satisfactorily performed by a regional university extending its influence over the whole Gujarati-speaking area. In the first place, we have to reorientate and co-ordinate higher education, in the whole region, to be in harmony with our aspirations, under the new political conditions of the country after 15th August 1947. Many of us feel that a new meaning, and a new function will have to be given to our education in future. In consequence, many of the witnesses, although in favour of a teaching University, suggested that there must be, at least one organisation to co-ordinate and direct the educational activity of the region as a whole. The Ministers of the Government of Saurashtra also expressed a similar view. They stated that their immediate concern was of merging all the colleges in Saurashtra in a larger directing influence. In the second place, if our democracy based on adult franchise, is to realise its ideals, we have to take not only primary but higher education also, to the largest number of people. This will necessitate the provision of a large number of institutions, scattered all over the region, and imparting instruction in various branches of pure and applied sciences. This means that we will require more than to-day, the existence of a university which can formulate common standards of performance and achievement. In the third place, quite a number of witnesses felt that the adoption and the development of Gujarati as a medium of instruction would receive the needed impetus, only if the change-over was carried out simultaneously by institutions all over the Gujarati-speaking area. Many of the witnesses who appeared before us, would have been willing to recommend a regional university for any one of the grounds mentioned above. If the grounds are all taken together, we cannot escape the conclusion that our requirements and the basis of the future development, can be fulfilled by a regional University, which would guide the higher educational activities of Gujarat, into such a channel that in course of time, individual centres may develop into residential and teaching universities.

20. *Affiliation of Colleges.*—The next question that arises is whether the linking of individual colleges to the University should be obligatory or voluntary. An immediate reaction to this problem is that, it should be voluntary. As a number of witnesses said, there cannot be any compulsion in education. However, here also, the logic of facts is

stronger than our feelings. Any College or group of Colleges in Gujarat will find it difficult to stand in utter isolation, unless we take the obviously impracticable course of constituting each one of them immediately into a separate University. So, the real choice is whether these Colleges should be permitted to continue their affiliation to the University of Bombay or should join the Gujarat University, either by a statutory disaffiliation from the University of Bombay or otherwise; and it should be remembered that, in the existing conditions, a disaffiliation from the University of Bombay would amount to indirect compulsion to join the Gujarat University. Similarly, a suggestion made by some witnesses that Government grants may be stopped in the case of institutions which do not join the Gujarat University, will, in fact, amount to a similar pressure.

In fact, the real problem is different from the choice between an optional and a compulsory affiliation. The problem is to meet the situation arising out of our recommendations regarding the media of instruction. During our examination, some of the witnesses were against compulsory affiliation, because they were doubtful about the success of Gujarati as a medium of instruction. They wanted to continue English, and change-over to Gujarati, after we were ready with the requisite literature in Gujarati. Others were in favour of changing over to the Rashtra Bhasha. In view of the trend regarding the medium of instruction, we doubt, whether any college in Gujarat can be permitted to remain unaffiliated to the Gujarat University, on the sole ground that it does not want Gujarati or the Rashtra Bhasha as the medium of instruction at present.

Though we hope that the States of Baroda, Saurashtra and Cutch will join the Gujarat University, they are outside the jurisdiction of the Provincial Government. So the only territory, that the Gujarat University can definitely have within its jurisdiction at present, would consist of seven districts of Gujarat. This territory has only three centres with groups of Colleges at Ahmedabad, Anand and Surat and an isolated college at Nadiad. It is, therefore, essential that all these institutions in Gujarat should be affiliated to the Gujarat University.

We may, also, look at the problem from another angle. The necessity for the establishment of a separate University for Maharashtra, Karnatak and Gujarat partly arises from the fact that the University of Bombay cannot help us to fulfil our educational needs and aspirations as we now conceive them. If we take into account the over-grown size of the University of Bombay, the process of separation may appear as one of decentralisation only. But, in act, its nature is different. If we remember that the City of Bombay is multi-lingual and will continue to be so, what is now being done is the creation of more natural and more self-contained units to help proper development of higher education in linguistic regions. Such a regrouping can be only an intermediate stage as we have already mentioned, that in fulness of time, whichever unit within the newly found region is desirous and capable of branching out

as a separate teaching and residential University can do so. But we believe, that if we keep in mind the problem of higher education in Gujarat as a whole, separate from the University of Bombay this is an intermediate but a necessary stage of evolution. In consequence, however, if some of the centres in Gujarat were permitted to remain unaffiliated from the newly found University or to remain affiliated to the University of Bombay, such a course will hinder the fulfilment of our objects to a considerable extent.

21. *Case of Anand.*—The case of Anand deserves special mention. The Charutar Vidya Mandal has started and is developing the Vallabh Vidya Nagar as a residential and teaching centre, with Arts, Science and Engineering Colleges there. The Mandal's case is that, by the end of five years, they will have a teaching and a residential University of their own, and therefore, they feel that they should not be disturbed at present, in their affiliation with the University of Bombay. While we have the fullest sympathy with and support heartily what the Mandal has been doing in the cause of education and while we wish them God speed and every success in their educational aspirations, we regret we are unable to accept their desire for continuation of affiliation with the University of Bombay for reasons stated before, also we fail to see how their scheme will be affected adversely by affiliation of their colleges to the Gujarat University. We feel that their joining a larger unit to-day will be mutually helpful. It will help them in building up teaching through Gujarati and/or the Rashtra Bhasha and enable them to develop faster and better towards the desired goal of an independent teaching and residential University. The rest of Gujarat also will have the benefit of their experience and association.

Complete independence from affiliation to any University (existing or future) in order to have the liberty to experiment and develop on one's own lines is an intelligible proposition. But if affiliation to the University of Bombay is acceptable, with all that it implies, it is difficult to understand why affiliation to the Gujarat University should not be acceptable even for five years. It is obvious that Bombay has its traditions and moorings, which make it difficult to take to new paths, educationally. Anand is bound to have a powerful voice in the Gujarat University, which will be much nearer to Anand in educational and other aspirations of Gujarat than cosmopolitan Bombay. We are afraid that the position taken before us by the representatives of the Charutar Vidya Mandal is more due to vague fears and doubts about the future than to any genuine desire to remain aloof from the Gujarat University. In fact, their ideal, with which we are in entire agreement and sympathy is to serve rural Gujarat, and we have not the least doubt that they will have full co-operation and perfect freedom to develop on their own lines.

22. *Conclusions regarding the form of the University.*—The fact is, as we have already described, that higher education in Gujarat to-day revolves substantially round four groups of colleges—Ahmedbad, Anand, Baroda and Surat. Actually, at one stage of our considerations, we felt

that it may be worthwhile trying out a new experiment, in which we would have an affiliating University in form, but a Federation of teaching centres in substance. What we considered was, whether it was possible to provide that Colleges may affiliate themselves to the University only through their respective groups and as parts of an affiliating group. In such an event, the Gujarat University would consist of five different centres, each being a residential and teaching centre and fully autonomous in its internal administration. But when we came to the details of the picture, we found that there would be a number of complications, not capable of ready adjustment or solution. Besides, some did not want to come in as a group at all and wanted a simple affiliating University. We therefore came to the following conclusions:

(i) The form of the university has to be an affiliating one in the present circumstances.

(ii) A residential and teaching nucleus shall be added at Ahmedabad, and other centres may be encouraged in that direction. The time and details of the nucleus to be added at Ahmedabad shall be settled by the authorities of the University.

(iii) Centres, so wishing, shall have the freedom to prepare themselves to function as independent residential and teaching University and to do so when ready.

(iv) The constitution will make provision accordingly.

23. *Right to opt out.*—We have dealt with the group representation elsewhere along with the other problems of the constitution of the University. We would recommend here that, in view of what we have stated above, there should be a clear provision in the University Act that, at any time, after a period of five years, it should be open for any centre except Ahmedabad, to approach the Government and claim a charter for an independent teaching and residential University and consequent exemption from the provisions relating to compulsory affiliation; and it will be for the Government to decide on the claims made. The cases of Baroda, Saurashtra and Cutch are on a different footing as they are at present outside the jurisdiction of the Province, and their joining the University will be a matter of their agreement with the Provincial Government. They may join and continue with the University till such period as they think fit.

24. *Ahmedabad as a teaching centre.*—Fortunately, for the proposed nucleus at Ahmedabad the Colleges are within easy reach of each other; it should, therefore, not be difficult to co-ordinate their work and resources and create a teaching nucleus as a result of joint effort. The University should be able to organise the nucleus with the co-operation of the Government and Educational Societies in Ahmedabad.

25. *Territorial jurisdiction.*—We now come to the question of the jurisdiction of the University. What is meant by the expression "jurisdiction" in the terms of reference is the territorial limits; but we have also considered the question of educational jurisdiction of the University. The territorial jurisdiction of the University should include the present revenue districts of Ahmedabad, Kaira, Broach, Panch Mahals and Surat, with such Gujarati-speaking States as are

now merged with or form districts of the province, and the States of Baroda, Saurashtra and Cutch. Obviously, there would be other areas on the fringes of this area where Gujarati may also be the mother tongue, but so far as the jurisdiction of the University is concerned, we shall be content to have the region of Gujarat as and when settled from time to time.

26. *Extra Territorial jurisdiction.*—In consonance with what we have said earlier, we recommend that institutions outside this area should not be permitted to affiliate to the Gujarat University. It was represented to us that, such a bar would cause hardship to the Gujarati-speaking people living in those outside areas. This is true to some extent; but we believe that the Gujarati people in other areas must live as the people of those areas do, and so long as they choose to be there, they should have no separate privileges. We also feel that any concessions given in this direction will only encourage the growth or maintenance of pockets, which will remain alien in the region, and would be resented by the people of that region. It should be, therefore, entirely left to the Universities of those regions to accord any privileges to the Gujarati-speaking people who live there.

27. *Educational jurisdiction.*—As for the educational jurisdiction of the University, we thought at one stage that it would perhaps be advisable, if the University had a more effective and active voice in the planning of all education, including Primary and Secondary. We felt that education should be planned as a whole, and according to some of us, that work could perhaps be done better by the University, with suitable modifications in its constitution. We found that some of the witnesses supported this view, because they felt that the present machinery of the Government Education Department was more administrative than educational by tradition and out-look, and therefore was not a proper authority for planning Primary and Secondary Education. But we also found that a number of witnesses who appeared before us, did not want the University to take up this function, if only for the reason that it would not only over-burden the University, but would also change its entire complexion. We were also told that in the present conditions, it was more necessary to recognise that Secondary Education had an end in itself, and as such should be free from the influence of the University.

While we understand the fear that the University may perhaps be over-burdened by the problem of planning all education on the lines we were considering, we cannot help feeling that the planning of primary and secondary education should be in the hands of an autonomous authority, which should be more policy-making and less administrative, and which should be sufficiently broad-based to undertake the problems of education, conceived as a whole and as an integrated process. We would, therefore, recommend that the Government should examine, whether a Board cannot be established with comprehensive authority over Basic, Primary and Secondary Education, and with sufficiently wide powers and finance to function as an autonomous Educational Authority.

## CHAPTER 5.

## THE FUTURE.

28. *The problem of teaching.*—We may now take up some matters which we have refrained from dealing with, in the earlier part of our report, because essentially they are matters which the University itself will have to decide in the future.

We received a number of suggestions regarding the courses of studies at the University and the system of examinations. There is no doubt that the University will have to give an early consideration to both of them. It is universally acknowledged that the present way of teaching should be considerably improved. In order to secure a real teaching university, the classes should be smaller; and more work should be done through seminar and tutorial classes rather than lectures. This will, no doubt, increase expenditure on the staff; but, in our opinion, it will be worth while the benefits that will accrue.

It has been generally remarked that the students are mentally still immature, when they leave the College, and do not possess any grasp of the fundamental problems that they will have to face in life.

29. *Minimum of age-admission.*—In this connection, a number of witnesses gave us their opinion that the minimum age for admission to the College should not be less than sixteen years. We agree with this view and feel that extremely young students incapable of imbibing instruction with a proper sense of responsibility should not be admitted to the Colleges. We also feel that the teacher should encourage the students to visualise the problems they will have to face and solutions they will have to offer in real life. This could be done by inculcating in the students a spirit of inquiry and an independence of thinking. By an intimate contact, the teacher can always guide a young mind into these channels.

30. *Library.*—It is possible for the new Colleges which are coming up in Gujarat to avoid some of the obvious defects in the Library arrangement. To-day, to get a book out of a Library is an elaborate ritual, which only a few care to go through. Actually, the library habit should be encouraged in every student; and for this purpose, the Libraries should be of open shelf type and sufficiently spacious. Again, some of us are inclined to make the libraries bigger in size, and to have, what are known as, Central Libraries. This arrangement is satisfactory to a scholar who has to spend his whole day there, but hardly so, to a student who has to attend classes as well. We would, therefore, suggest that as far as possible it will be more useful to attach a well equipped library also to each section, where seminar classes may be conducted.

31. *Subject approach.*—Regarding courses of studies, we hope they will be radically revised. We have, however, to touch a point to which our attention has been drawn, and which, we believe, is one of the

causes responsible for the dissatisfaction with the existing educational system. The treatment of almost every subject to-day starts from *foreign thought and practice* in relation to it, and treats the Indian contribution as a mere appendage. It should really be the other way round, the Indian contribution being the starting point. We realise that this may not be possible in all subjects, particularly those of a recent origin. But what we have in our mind principally is the way of approach, and we venture to suggest that the present approach can be suitably modified.

32. *School of Ancient language and literature.*—We would also suggest that a greater emphasis should be laid on certain subjects. So far, we in India and the other people of Asia have neglected the study of our own history and institutions. This is, no doubt, due to the fact that the West has been dominating us in every aspect of life. But we believe that all this should now change, and asian languages, history and problems should occupy a much larger place in our curricula. We would, therefore, suggest that the Gujarat University should lose no time in building up a School of Asian languages and literature.

33. *Residential facilities.*—We have already mentioned elsewhere about the growth of residential centres in Gujarat. Obviously, where the students can stay at home and attend the Colleges, the centre cannot be completely residential and to that extent, no University will be wholly residential. But, we feel that this side of the college life should receive far greater attention than it has received so far, and arrangements should be made to accommodate on the premises, as many students and as many members of the staff, as possible. Here, in a way, we are in a fortunate position, because a number of new colleges are being established now. But we hope that the older colleges will also take up this question seriously. As we mentioned earlier, the proper and logical development on higher education will be in the direction of self-contained teaching and residential centres.

34. *Role of the University.*—We now take up a problem, which, though perplexing is yet so important, that we must offer some remarks. In an earlier chapter, we have referred to the social function of the University. This matter comes before us in a number of ways; for instance, the question of the University serving the large mass of people who are rural, the balance between liberal and technical education, the place of research, the provision of some sort of a moral education etc., all these questions lead in one way or another to the fundamental issue as to the place the University should occupy in the life of our people. The answer to the problem will ultimately depend upon society as a whole, but we may state what we think about it.

In our opinion, education has and will continue to have two functions—(i) that of the search for knowledge itself, with a view to reach new levels, and (ii) that of enabling the public to reach those new levels that the search has revealed. In a democratic society, the second function appears to be more important, because that way alone, the masses become worthy of democracy. But sooner or later, democracy also finds that unless life is to be emptied of all values, the first function



also must come into play. Therefore, in its present context the question is as to which of the functions we will prefer to dominate the other, in the stage of development through which we are passing. Those who feel, that our primary concern is the survival of democracy, would say that the function of the University and the educational system is to make knowledge as widely available as possible. Since again, knowledge includes applied sciences, others may take up argument further and emphasise the importance of all applied sciences as against a liberal education. Such persons would resolve the conflict between the educational requirements of a rural and urban society by pointing out that there may be a difference in application, but so far as the fundamentals of the technique are concerned, there is no such conflict. However, those who feel that democracy cannot survive unless it has values, would feel that University is the integrator of knowledge and not its purveyor; in their opinion technique does not deserve the name of education which should really consist of those elements which elevate human character and give it some ideal to follow. It will be clear that this basic difference of views will also lead to two different conceptions of the university; one, an integrated school for further and further search for knowledge, and another for bringing it to the public.

We feel that these two functions and their corollaries should not be considered as opposing and mutually exclusive, but rather as interdependent forces complementary to each other and subsisting side by side. For instance, it would be suicidal to think to-day that Universities should confine themselves only to the liberal subjects, because the frontier of knowledge has been steadily expanding, and mankind has been making use of that knowledge, whether the University wants it or not. The better way for the University would be, to teach all the subjects useful to the people and guide the people regarding their use and application. As mentioned earlier, the treatment of subjects should be so changed, as to focus attention on the study of the problems that the society has to face from time to time. Similarly again, the treatment of subjects may be so changed as to make them more useful to the large mass of the people. We have, therefore, proceeded on the basis that the first duty of the Gujarat University is to make as much knowledge (including applied sciences and technology) available as possible, and in as systematic a manner as possible. It will be for the people in charge of the University to see that the students so apply this knowledge that it resolves the present conflicts rather than increases them.

We recognise that no University can continue to give a lead in knowledge if it does not offer a coherent and workable synthesis of the problems of life and does not guide the people towards it. We may call this as an acceptance of values, or of morals or even of a social philosophy. We sincerely hope, that the Gujarat University will assume this responsibility and fulfil it. But it is something which cannot be planned. It will depend upon those who will be at the helm of the university and their idealism in the matter. We do hope, however, that when the university is formed, it will be constantly kept in view that the

university has been established with the view that it will give the people a lead in all problems, including the problem of social and moral values.

35. *Practical Training.*—The above will place in a proper perspective, the role of the University in approaching problems of village, reconstruction, and increasing industrialisation. We have been told however, that whatever the usefulness of organisations like the Harijan Sevak Sangh, the Village Industries Association, or the Charkha Sangh, it should not be considered as the direct duty of the University to people for such organisations. We agree with this view, only to this limited extent, that the courses at the University should not be narrowed down to suit the specific requirements of any special organisations. The University should content itself with providing for the basic requirements of these and similar organisations. With a view, however, that the needs of such organisations and of the changing social structure in rural area are kept in view, we have provided for a special representation of these interests in the Senate. This representation, combined with the nominations which we propose to leave in the hands of the Chancellor, will in our opinion, assure that the University will remain in constant touch with the problems, which otherwise may appear remote, and the University may duly fulfil its role as a social institution.

We received an interesting suggestion that a part of the College period may be utilised by the students, either in some practical training or in some Social work. Everyone feels, that young students should be helped to develop a sense of realities. We would suggest that the social service organisations as the Harijan Sevak Sangh, the Bhil Seva Manadal, the Charkha Sangh, the Village Industries Organisation, Women's Organisations and the various Ashrams should be given the necessary facilities and should be asked to receive these students. In this way, perhaps, a part of the gap between needs of society and the more complex and urbanised learning may be bridged to a certain extent, and the students may acquire an outlook which is conscious of the needs of the bulk of our people,

## CHAPTER 6.

## CONSTITUTION.

36. What we have stated in the previous Chapters will supply the rationale for the Constitution that we propose for the University (*vide* Appendix VIII). It generally follows the lines of the Constitution of other affiliating universities. We have, however, provided that at any time after a period of five years, any group of colleges can approach the Government with a request that, as they are ripe for starting a teaching and residential local university, they may be permitted to do so under an appropriate legislation and may thus be exempted from the provisions in respect of compulsory affiliation, to the Gujarat University.

37. We may now state a few important details of our proposals.

(a) *Government and the University.*—We have decreased the representation of Government officers on the Senate; however, the Governor of the Province will be the Chancellor of the University, and will have powers of nominating persons to the Senate, and of causing an inquiry to be made into the affairs of the University. Besides, the Chancellor will nominate the Vice-Chancellor and also a Rector, (if need be) both important officers of the University under our scheme. We believe that this will give to the Government sufficient influence and authority in administrative matters of the University and at the same time, leave to the University, the greatest measure of academic independence in its normal duties.

(b) *Indian States and the University.*—Regarding the States, the Indian Political Picture is rapidly changing, and some of them have and others may be merged with or become districts, under the direct jurisdiction of the Provincial Government. We have nothing to say about these; as regards the important areas of the State of Baroda, Saurashtra and Cutch, the Ministers of the Government of Saurashtra have expressed their willingness to join the University; and we hope that the States of Baroda and Cutch will do so. In case they do, they will form important zones, and the institutions and teachers belonging to them, will have zonal representation as granted to others.

(c) *Territorial jurisdiction.*—We have confined the territorial jurisdiction of the University to the Gujarati-speaking districts of the Province and to the Gujarati-speaking States. We have provided that no institution outside the areas as above mentioned, will seek affiliation to the University. Likewise, we have also provided that, no institution in these areas will be affiliated to any other University.

(d) *Relation with other Universities.*—We have proposed that the Vice-Chancellors of Bombay, Poona and Karnatak will also be members of the Senate. This will give the University a permanent link with the Government and the other Universities in the Province.

(e) *Vice-Chancellor*.—We considered the question whether the Vice-Chancellor should be a full time paid officer or an honorary one. We came to the conclusion that the post should be honorary. It is, however, possible that the Honorary Vice-Chancellor may need the help of a responsible officer in the discharge of his duties. We have, therefore, provided for a Rector.

(f) *Rector*.—The Rector will be a full time salaried officer appointed by the Chancellor on the recommendation of the Vice-Chancellor. He will act as a Deputy to the Vice-Chancellor.

(g) *Registrar*.—The Registrar will also be a whole time permanent officer in charge of the University office.

(h) *Basic principles*.—So far as the University authorities are concerned, we have proceeded on the following broad lines :—

(i) The responsibility of running the University should be placed mainly on the persons who are engaged in the field of education, and

(ii) The number of election should, as far as possible, be reduced or they be narrowed to smaller and homogeneous constituencies.

(i) *Constituencies*.—According to our proposals embodied in Appendix VIII it will be seen that, out of about 131 members about 78 will be teachers. College teachers will be divided in the zonal groups, representing Ahmedabad, Anand, Baroda, Surat, Suarashtra, and will be further grouped according to the faculties. Each such Faculty group in each zone will be entitled to a representation on the Senate. Secondary Teachers will be grouped in zonal groups only ; and such zonal groups will have a representation in the Senate.

(j) *Senate*.—The Senate will be the supreme legislative body in the University and the body to whom the Syndicate will be accountable. Its assent would be necessary for all legislative proposals and it will have a general supervision, and control over the finances of the University. All the executive powers will, however, be with the Syndicate. The Senate will be composed of the following members :—

(a) *Ex-officio Members* :

(i) The Chancellor	...	...	...	1
(ii) The Vice-Chancellor	...	...	...	1
(iii) The out-going Vice-Chancellor	...	...	...	1
(iv) The Rector, if any	...	...	...	1
(v) The Registrar	...	...	...	1
(vi) The Director of Public Instruction	...	...	...	1
(vii) Principals of Colleges affiliated to the University	...	...	...	30 (about)
(viii) Heads of recognised Post Graduate Institutions	...	...	...	3 (about)
(ix) Heads of University Departments	...	...	...	...
(x) Ex-officio Members as determined by the Statutes	...	...	...	5

(xi) Vice-Chancellors of the Universities of Bombay,  
Poona and Karnatak ... .. 3

(b) Ordinary Members nominated by the Chancellor as specified below—

(i) Representatives of Social Service organisations in Rural area such as the Bhil Seva Mandal, Harijan Sevak Sangh, Charkha Sangh, Village Industries Association, Nai Talim Sangh, etc....	6
(ii) Representatives of Labour interests ...	1
(iii) Chancellor's Nominees ... ..	10

(c) Ordinary Members elected by constituencies as mentioned above :—

(i) Registered Graduates ... ..	7
(ii) Registered College Teachers ... ..	35
(iii) Registered Secondary School Teachers ...	10
(iv) Registered Donors ... ..	5
(v) Municipalities ... ..	4
(vi) The Bombay Legislature ... ..	1
(vii) District School Boards ... ..	1
(viii) The Ahmedabad Millowners' Association ...	1

(k) We have given, to the Senate, powers which are necessary for the above functions. We feel that, if the University is gradually to develop teaching and residential centres, it should be given the power to raise loans, etc., We have, therefore, proposed that there should be a power to borrow funds.

(l) *Syndicate*.—The Syndicate will be composed of the following members :—

(i) Vice-Chancellor ... ..	1
(ii) Rector, if any ... ..	1
(iii) Deans of Faculties elected from themselves ...	2
(iv) Members of the Senate elected from amongst persons who are not Principals or College Teachers and Secondary School Teachers ...	8
(v) Principals, one elected by the Principals of each zone ... ..	5
(vi) Heads of University Departments (and University Colleges, if any) elected from themselves ... ..	1

(m) It will be seen that, here also we have given an adequate representation to teachers with the idea that, they should assume the responsibility of running the University. We feel that, the higher education of Gujarat will thus be in the hands of people, who in effect run it to-day, and they will be free to shape it as they wish.

(n) The Syndicate will be the Executive Body of the University; and subject to the general supervision of the Senate, it will carry on all the administrative functions of the University on behalf of Senate.

(o) *Academic Council.*—The Academic Council will be the Academic Body of the University and will consist of the following:—

(i) The Vice-Chancellor	...	...	...	1
(ii) The Rector, if any	...	...	...	1
(iii) The Registrar	...	...	...	1
(iv) Deans of Faculties	...	...	...	7
(v) Chairman of the Board of Studies	...	...	...	25 (about)
(vi) Heads of recognised Post-Graduate Institutions.				3 (about)
(vii) Heads of University Departments	...			—
(viii) Representatives of Principals of Colleges	...			4

(p) The Academic Council will have the control and general regulation of instruction, education and examinations.

(q) *Faculties.*—The University will, for the present, include the Faculties of Arts, Science, Technology (including Engineering), Agriculture, Medicine, Law and Education. The University should also institute as early as possible a Faculty of Fine Arts. Each Faculty will be composed as follows:—

- (1) Member of the Senate, Registered Graduates  
Constituency ... .. 1
- (2) Members of the Senate, Registered Collegiate  
Teachers' Constituency ... .. 5
- (3) As many Principals, Heads of Recognised  
Institutions, University Departments, as are  
registered under the Faculty ... ..
- (4) Members of the Senate, from the Secondary  
Teachers' Constituency, as assigned by the  
Senate as per paragraph (j. c. iii) ... ..
- (5) Members elected as below :

College teachers, other than those who are members of the Senate, teaching subjects falling within the jurisdiction of a Board of Studies, will constitute a group. This group will elect from themselves 2 members of at least 5 years' standing as College Teachers, to the Faculty.

(r) The powers and the duties of the Faculties will be laid down by Statutes. Each Faculty will elect a Dean from amongst such of their members as are members of the Senate, to be the head of the Faculty.

(s) *Boards of Studies.*—The Boards of Studies will consist of the following members:—

- (1) Members of the Faculty, as *ex-officio* members of the Board which they have elected to serve.

- (2) Persons co-opted by these members. Such persons will not however exceed 1/3rd of the strength of the co-opting members. Such co-opted members may or may not be members of the Senate.

38. *Other Boards.*—We refrain from proposing any other Boards or Committees, leaving the matter to the Statutes, if and when the University wants them. We think unfettered discretion should be left to those who will actually run the University and be responsible for it. It was suggested to us that we might make some provisions for the institution of special boards for examinations. We refrain from doing so, as we feel that ultimately, we should accept the teachers themselves as examiners. We would suggest that in the matter of higher appointments, the Senate should provide by Statute, the constitution of a Section Committee on the lines of the provisions in the Bombay University Act.

It will thus be seen that, the Constitution that we have proposed is comparatively simple. We have formed a body corporate, completely autonomous in itself, with the powers to borrow money if it is required ; and we have given an unfettered authority to certain officers, and the Syndicate to run its body as they consider best. The proposals as regards the various electorates will have to be worked out while drafting the Bill and such small adjustments as may be necessary may have to be made then.

## CHAPTER 7.

## FINANCE.

39. We discuss below the financial implications of the university as visualised by us. We need hardly say that the figures that we give are in the nature of rough estimates. We may mention, however, that we have taken into consideration only those requirements or developments, which we consider necessary and probable during the period of the first five years after the establishment of the University.

## I. TEXT-BOOKS, PRESS, ETC.

40. It will be remembered that we have recommended that immediate steps should be taken for the provision of Text books, etc., in Gujarati. Whatever agency is entrusted with this work, it will have to utilise the services of many persons, either through lump sum payments or part-time or full-time employment.

In a work of this type, it would be preferable to have printing press and a publishing department. Eventually, the University will require both these facilities. Therefore, we estimate the cost as under :—

	Rs.	Rs.
Printing Press :		
Machinery ... ..	2,50,000	
Building ... ..	1,00,000	
	3,50,000	
Cost of preparing and publishing text books, etc. ... ..		2,50,000
The above distributed over five years will be as follows :—		

1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.
Rs.	Rs.	Rs.	Rs.	Rs.
1,50,000.	3,00,000.	50,000.	50,000.	50,000.

A part of the money invested in preparing and publishing books will be recovered. We expect the recovered amount will not exceed about Rs. 1,50,000.

## II. AFFILIATING SIDE.

41. On the Affiliating side, the salary of the Rector and the Registrar and the establishment charges would be necessary. It will also be necessary to make provision for various other expenses. We expect that the



annual recurring Expenditure will be somewhat as follows at the end of five years :—

	Rs.
Rector, if any ... ..	18,000
Registrar ... ..	12,000
Librarian ... ..	7,200
Establishment ... ..	1,00,000
Travelling Allowance ... ..	25,000
Contingencies ... ..	10,000
Activities such as Sports, Physical and Military education. Extension Lectures, Research contributions, etc. ... ..	1,50,000
	3,22,200

This expenditure will only grow from year to year as the activities expand. During the first five years the scale of expenditure may be as under :—

1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.
Rs.	Rs.	Rs.	Rs.	Rs.
1,00,000	2,00,000	2,50,000	3,22,000	3,22,000

The University will also have to incur Capital Expenditure on some essential buildings. As explained later on we feel that it would be very convenient to have them on the land now under acquisition at the instance of the Ahmedabad Education Society at Ahmedabad—

	Rs.
Land 10 acres (for the affiliating side only) ... ..	5,00,000
Administration Buildings, 30,000 sq. ft. ... ..	6,50,000
Rector's residence, 4,000 sq. ft. ... ..	60,000
Registrar's residence, 3,000 sq. ft. ... ..	45,000
	12,55,000

All this expenditure cannot obviously be incurred in the first year. The distribution over five years will be as follows :—

1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	Total
Rs.	Rs.	Rs.	Rs.	...	Rs.
5,00,000	4,00,000	3,00,000	55,000	...	12,55,000

### III. TEACHING SIDE.

42. All the expenses mentioned below are in respect of commitments which the University itself may be called upon to make, as we assume that, all the existing institutions will continue to maintain the scale of expenditure as at present. We also assume that, the Government will expand and maintain the Medical, the Agricultural and the Engineering Colleges to the same standards, in other parts of the Province.

We have further assumed that, the present grants given by the Government to various institutions in Gujarat will not only continue, but will be increased to bring them to the level of similar grants elsewhere. In other words, the expenses mentioned below are, over and above grants equivalent to what is now being spent by the Government in other regions. In case, it is decided to convert the separate grants to various bodies in a block grant given to the University, we expect the Government will allot the university a basic quota, adequate in relation to the quotas given elsewhere. In preparing the estimates, we have kept in mind the following :—

(1) Centres may separate from the University after five years.

(2) The existing facilities at Ahmedabad will be supplemented by whatever is necessary and requisite for a teaching and residential centre, if and when the first nucleus is established at Ahmedabad.

As mentioned elsewhere, Ahmedabad has at present the following Collegiate and Post-Graduate Institutions :—

Name of Institution.	Government.	Ahmedabad Education Society.	Gujarat Vidya Sabha.	Ahmedabad Law Society.	Ahmedabad Millowners' Association.
Arts and Science ..	1	1	...	...	...
Commerce ..	...	1	...	...	...
Engineering ..	1	...	...	...	...
Medical ..	1	...	...	...	...
Pharmacy ..	...	1	...	...	...
Law ..	...	...	...	1	...
B. J. Research Institute ..	...	...	1	...	...
Physical Research Institute ..	...	1	...	...	...
Textile Research Institute ..	...	...	...	...	1
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	3	4	1	1	1
Number of students	1,530	2,177	56	338	—

Excepting the Medical College which is on the left bank of the Sabarmati and far away on the East side of the City, all the institutions are on the right bank of the Sabarmati and within easy reach of each other. Again, the institutions of the Ahmedabad Education Society, the Engineering College, and the Textile Research Institute of Ahmedabad Millowners' Association, are located on a contiguous piece of land admeasuring about 600 acres, about 200 acres of which are in possession of the said institutions, and the remaining are under acquisition. We understand that, the Ahmedabad Education Society is planning to add there a Secondary Teachers' Training College, and also Primary Teachers' Training College. The Bhranchari Vadi Trust, another educational Trust in the City has lands within the same area and it is proposed to put up there, an institution or Oriental studies. The Gujarat Vidya Peeth, the Regional Library and the Printing Press and the Navjivan Trust (as newly planned) are also near thereto. So, there is already in existence a compact educational

centre, with sufficient scope for all future developments. As mentioned earlier, we propose that the University buildings be located on the land now under acquisition.

Most of the above institutions concentrate on Graduate courses; and while they do prepare students for Post-graduate degrees, except the B. J. Institute and the Physical Research Institute, the others are not organised with a view to handle that work. On the other hand, we are satisfied that, due to their situation, the number of students, and the keen interest that Gujarat has evinced in higher studies, a well knit teaching centre, with immediate emphasis on Post-graduate work can be started here with much less cost than otherwise necessary.

From what we have mentioned before it follows that the existing facilities should be immediately supplemented by the following for the purposes of Post-Graduate Teaching; and these new facilities should be started in suitable centres :—

- (1) Institute of Economics and Sociology.
- (2) Institute of Languages, including Gujarati, and the National Language.
- (3) Institute of History and Culture.
- (4) Department of education with Primary, Basic and Secondary Teachers' Training Colleges.

The existing buildings of the various institutions would be quite sufficient for these new additions, including perhaps the development of Post-graduate teaching in Sciences. So far as the additional staff is concerned, we estimate that about ten Professors, Readers and the Lecturers would be adequate for distribution on the following lines :—

	<i>Professor.</i>	<i>Reader.</i>	<i>Lecturer.</i>
Economics and Sociology ...	1	1	2
Languages ...	2	2	4
History and Culture ...	1	2	2
Education ...	1	1	2
Science ...	2	2	3
	7	8	13

Assuming the salaries to be in the grade of Rs. 750-1,000, Rs. 450-800, Rs. 300-500 per mensem for a Professor, Reader and Lecturer respectively, the expenditure in the first year will come to Rs. 1,38,600. With the addition of Provident Fund, Subordinate Administrative Staff, etc., the ultimate annual expenditure will be about Rs. 3,00,000. This may be roughly expected to be as follows :—

1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.
Rs.	Rs.	Rs.	Rs.	Rs.
1,00,000	1,50,000	2,00,000	3,00,000	3,00,000

We believe, that if properly developed, Ahmedabad will require a residential capacity for at least 2,000 students. The existing institutions provides for about 700 students, and additional buildings for about 300 students are under construction. Of these, facilities for quite

500 students are on the grounds of Ahmedabad Education Society. We suggest that advantage may be taken of the group of Colleges, and the existing residential arrangements, and university hostels for students, as well as residences for university staff should be built along side of these buildings. We expect that at present, a programme of about 20 superior staff bungalows, 20 subordinate and administrative staff bungalows and hostels for about 500 students should be sufficient. We may mention that, no large settlement of students can be completed without the existence of facilities of life, a Dispensary, Book-shop, Cycle repairing shop, a general store and other amenities, which should also be provided. We estimate the cost as below :—

	Rs.
Land ... ..	10,00,000
25 Teaching Staff quarters (2,000 sq. ft. for each) ...	5,00,000
20 Subordinate and Administrative staff quarters (1,000 sq. ft. for each) ... ..	2,50,000
Hostels for 500 students ... ..	15,00,000
	32,50,000

Naturally all this money will not have to be spent at one time nor in the first year and the distribution may be somewhat as follows as the development of the University and its work proceeds :—

1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	Total.
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
10,00,000	10,00,000	5,00,000	5,00,000	2,50,000	32,50,000

We may mention that this expenditure will be in the nature of an investment, as all the buildings will be income bearings.

Provision will have to be made for a University Library, either along with the Post-graduate Departments as mentioned before or as a Central one. We expect, it will require a Capital Expenditure of Rs. 5,00,000 (Rupees five lakhs) for buildings and an initial grant of Rs. 1,00,000 for books, and an annual expenditure of Rs. 50,000.

Possibly with the establishment of the various Post-graduate Departments mentioned before, the Library grant of Rs. 50,000 provided above may have to be increased. It will also be necessary to provide for laboratory grants for the Post-graduate work in Science. We do not think that this will exceed Rs. 1,00,000 annually.

43. So, the total of estimates suggested by us will work out as follows, distributed over five years. After that, the Capital Expenditure will disappear, while the Recurring Expenditure will reach the maximum suggested :—

	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Recurring ...	2,00,000	5,00,000	6,00,000	7,72,000	7,72,000	
Non-recurring.	16,50,000	19,50,000	11,00,000	6,05,000	3,00,000	56,05,000

For facility of easy reference, we state in Appendix XV a summary of all the above estimates under appropriate heads.

44. We have not made any estimates of the income side for the reason that with the introduction of S. C. Examination, one big source of income completely disappears. The other examination receipts will be small; while the fees that will accrue to the University for Post-graduate work, will not amount to much, at least for the period we have under consideration. In case the University has any constituent colleges doing graduate teaching work, we presume the income from fees and the expenditure will just balance and may, therefore, be neglected in these estimates. In view of the fact that the income that we can take into consideration, will thus be negligible, the whole of the Recurring Expenditure mentioned above will have to be made up by a grant from the Government.

45. It will be difficult in any part of the country, to raise funds by way of endowments to take care of the Recurring Expenditure and certainly not so, in the initial period, when the University is being built up. Regarding Capital funds, we are afraid, our estimates would have been far more, if the people of Gujarat had not done their bit to provide the educational facilities that they are at present. The Sarvajanic Education Society, Surat, has built up all its assets out of donations. The Gujarat College at Ahmedabad, now managed by the Government, also came out of similar funds, and in more recent years, the whole development of institutions at Ahmedabad, Anand, and other places has been the result of various local efforts, involving in investment of over Rs. 1,30,00,000 (Rupees one crore and thirty lakhs). Even the two most recent additions (not included in the above) the Agricultural College at Anand, and the Engineering College at Ahmedabad have received donations of about Rs. 50 lakhs which can be safely called substantial. We estimate that the public of Gujarat has in this way donated roughly over Rs. 1,60,00,000 (Rupees one crore and sixty lakhs) during the last ten years towards their educational needs.

We, therefore, hope that the Government will now make a generous gesture, and not disappoint people, who have done so much, on their own. We are sure, such a gesture will further evoke the responsive chord in them, and in course of time, will persuade them to assume a responsibility which they consider to-day as wholly belonging to the Government.

## CHAPTER 8.

## OTHER RECOMMENDATIONS.

46. *Seat of the University.*—There has been a consensus of opinion that the seat of the University should be at Ahmedabad. We also recommend that it should be so. Quite a few people suggested that it should be on spacious grounds and should, if possible, be at some distance from the city of Ahmedabad. We would be in favour of the later suggestion also if other limitations did not exist. Obviously, the University will not consist only of the Administrative Offices. It will also consist of a number of Institutions, the administrative part being ancillary to the main objective. In fact, as already recommended, we want the University to assume the responsibility of teaching as soon as possible. Therefore, we have either to establish new institutions for the University, or place the University itself among Institutions, which are already established. Fortunately, it so happens that we have such a group of institutions, planned and developed as in a University campus, in the institutions sponsored by Government, the Ahmedabad Education Society, and the Millowners' Association. Again, there is ample land there, for a full development of a residential and teaching University, including all the amenities that ought to go with such a centre. We would, therefore, recommend that the University be established on this site, and it should have about 250 acres from that land, for all its future developments.

47. *Press and Publishing.*—As Gujarati is to be adequately developed as one of the Media of Instruction for higher education, the University will have to take a lead in the development of the necessary literature. We have elsewhere suggested how this is to be done; here we recommend that it would be advisable for the University to have a Publishing House and Press of its own, because quite a number of publications will be such as an ordinary publisher would not be interested in handling with this arrangement; it would be possible for the University to have a separate budget and a separate account of activities exclusively in the service of Gujarati as a language. We expect that this Publishing House will be run as a service department, which as far as possible will cover all its costs.

48. *Dictionary of Technical Terms.*—Similarly, the University will also have to participate in the preparation of a Dictionary of Scientific and Technical Phraseology and will also have to prepare its own Dictionary. In considering the question of medium of instruction, we have recommended that it would be not only desirable but also essential that Scientific and Technical terms should be common all over the country. We recommend that the Gujarat University should support the efforts of the Central Government for such Dictionary as recommended by the Tarachand Committee and should also take up the responsibility for a part of the work, to be done by its own staff.

49. *Mass Education.*—One of the problems that has been exercising our mind, is the question of increased contact of the University with

the people. We would suggest that there should be a large scale organisation of summer schools, held in rural areas, with the help of the social service organisations there, and such schools should be conducted by some of the distinguished members of the staff of the University. The University should undertake the publication, in simple language, of small books to popularise knowledge and the results of researches both with a view to raise the level of knowledge of the masses and to interest them in the cause of education and culture. In this way, small towns and villages will get the benefit of people who otherwise will not go there and will also be in touch with the University activities; on the other hand, it will give the University and the teachers contact with a much wider circle, than they usually have. Similarly, we would also recommend that the University should organise, as a regular feature, extensive lectures to be delivered at different centres in Gujarat. Again, lest we be cut off from the rest of India, we recommend that the Gujarat University should have a regular arrangement, by which some of the distinguished teachers in the country stay at the University and deliver courses of lectures, as a part of the normal course of studies. We feel that this will keep both the teachers and the students of the Gujarat University in live touch with current influencing other universities.

50. *Physical Education.*—The present position in respect of Physical Education is wholly unsatisfactory. The type of training which is compulsory at present, in the Colleges, does not do good either to the student or the society. We can see only two ways out of it. One way is that, it may be completely dropped, and its place should be taken by a greater emphasis and a greater facility for sports. We believe that, if the students were given spacious grounds, and sufficient funds they would get a greater benefit out of the sports. However, that would not be a solution for building a good physique. Now that we are free to do what we want, there is no reason, why a compulsory military training should not be introduced. The standard may not be as high as would operate where only a few selected students are to be so trained. But the training will be both educationally useful and body-building. We would, therefore, recommend as the other alternative that, if possible, the Government should enlarge the scope of the Senior Cadet Scheme and absorb in it, as many more students as possible.

We may here refer to a matter, comparatively small in itself, but having a great effect on the health of the student community in general. We think that the present timings for schools and colleges are neither suited to the climate conditions in our country nor to our social habits and life. They are the out-come of the convenience and habits of the late British Administrators. The University should consider this matter and the Government should follow the lead by falling in line with the University, as regards the timings of their offices also.

51. *Marine Engineering.*—With a vast sea-board and big rivers, Gujarat has special opportunities of developing ship-building and navigation. The University should, therefore, have the liberty and the powers

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51. *Marine Engineering.*—With a vast sea-board and big rivers, Gujarat has special opportunities of developing ship-building and navigation. The University should, therefore, have the liberty and the powers

to establish centres of its own for special training, wherever suitable and convenient.

52. *Ayurvedic System of Medicine.*—It was suggested to us that the Gujarat University should specially encourage the Ayurvedic System of Medicine. We are in sympathy with the upholders of this view, but we are not competent to judge its merits. A Committee of inquiry under the Chairmanship of one of our Members, Dr. B. B. Yodh, has gone into the whole question and has recommended some important changes in the courses, that the Ayurvedic Institutions offer, and the standards of teaching there. We hope that the Government will give immediate effect to these recommendations, so that their ultimate purpose, viz., affiliating the institutions to the University, can soon be fulfilled. With this view, we may also make another suggestion. We find that the Committee has recommended a regional Ayurvedic School for each of the Regions. We would suggest that this school, if possible, be placed along with the other Colleges in Ahmedabad, so that it has as easy and a constant access to subjects like Chemistry, Biology, Pharmaceutical Science, Courses in Western Medical Science, etc., and also a proper atmosphere for systematised knowledge and research.

53. *Freedom in Education.*—Our ideas about the relationship between the University and the Government would be clear from our discussions regarding the control of the Government, over the Primary and Secondary Education. We believe, that, in a free Society, the first thing that has to be done is education, and the sooner we permit our education to be free of Government control, the better it will be for all concerned. We trust that this attitude will be acceptable to Governments of the future and the future education will not only be free from executive planning and control, but will also be a co-ordinated whole from the initial to the highest stage.

54. *Relations with other Universities.*—We expect that the Gujarat University will maintain the closest association with other Universities. Although Colleges in Gujarat will separate from the University of Bombay, a number of ties will still continue and there will be many common problems, in which, the Gujarat University will benefit by its association with the University of Bombay. Besides, Gujarat and Gujaratis will continue to take interest in the older University, to whose development they have contributed substantially in every direction. But, we want the Gujarat University to have equally close associations with other Universities also, as it will have to see that, whatever its plans are, they do not conflict with the larger interests of the country, and that, it takes advantage of the experiments and advancement by others. With this view, we have recommended, that as soon as possible, the Gujarat University must make it a regular practice to invite teachers from other Universities to visit the Gujarat University and spend some time there.

## CHAPTER 9.

## SUMMARY OF RECOMMENDATIONS.

55. (1) As soon as the Gujarat University comes into existence, it must make arrangements to teach as many subjects as possible through Gujarati and/or Rashtra Bhasha, so that, after a period of five years, no subject in the Graduate Courses will be taught through English, except when permitted by the University for special reasons. If permissible, there may be a clear provision to that effect in the Act establishing the Gujarat University. (Para. 9.)

(2) The Government should take in hand immediately a short term scheme for providing college Text-books in Gujarati. A Board consisting of the representatives of the Government, and persons interested in this field may be established to prepare for the University, those Text-books which are likely to be required in the early stages. (Para. 10.)

(3) (a) The Rashtra Bhasha should be a compulsory subject of study all through the School and Collegiate courses up to Graduation.

(b) it should be left to the option of the Institution or the Professors at the collegiate stage to have Gujarati or the Rashtra Bhasha as a medium of instruction; and

(c) The Rashtra Bhasha should be the only medium of instruction in the Post-graduate courses. (Para. 12.)

(4) (i) As far as possible, Scientific terminology used in the International world should be employed, but, where there is no International terminology, words from the Indian Languages should be adopted.

(ii) the Central Government should set up immediately a Board, representatives of philologists, scientists and language experts to work out a dictionary of Scientific terminology for all modern Indian Languages. This Board should be a permanent body, and should work in consultation with the Provinces and the Universities. The work should be completed within a period of five years. The Central Government may be asked to allot a substantial sum for the purpose so that the work may start immediately,

(iii) the Central Government should give a lead to the Provinces in getting text-books in Science subjects in Federal language prepared, which the Provinces may be able to adopt in their own language. Text-books on other subjects should be prepared either by the University or Inter-University Board or the Provincial Government; Central Government should help them out of difficulties by financial assistance. (Para. 13.)

(5) English should not be accorded any more importance, than a compulsory Second Language; and the progress of Gujarati and the Rashtra Bhasha should be carefully fostered, so that the period of change-over is not too long. (Para. 14.)

(6) (i) The form of the university has to be an affiliating one in the present circumstances.

(ii) Residential and Teaching nucleus should be added at Ahmedabad, and other centres may be encouraged in that direction. The time and details of the nucleus to be added at Ahmedabad shall be settled by the authorities of the University.

(iii) Centres, so wishing, shall have the freedom to prepare themselves to function as independent residential and teaching universities and to do so when ready.

(iv) The constitution will make provision accordingly. (Para. 22.)

(7) There should be a clear provision in the University Act that, at any time, after a period of five years, it should be open for any centre except Ahmedabad, to approach the Government and claim a charter for an independent teaching and residential University and consequent exemption from the provisions relating to compulsory affiliation; and it will be for the Government to decide on the claims made. (Para. 23.)

(8) Fortunately, for the proposed nucleus at Ahmedabad the Colleges are within easy reach of each other; it should therefore not be difficult to co-ordinate their work and resources and create a teaching nucleus as a result of joint effort. The University should be able to organise the nucleus with the co-operation of the Government and Educational Societies in Ahmedabad. (Para. 24.)

(9) The territorial jurisdiction of the University should include the present revenue districts of Ahmedabad, Khaira, Broach, Panchmahals and Surat, with such Gujarati-speaking States as are now merged with or form districts of the Province, and the States of Baroda, Saurashtra and Cutch. Obviously, there would be other areas on the fringes of this area, where Gujarati may also be the mother tongue but so far as the jurisdiction of the University is concerned, we shall be content to have the region of Gujarat as and when settled from time to time. (Para. 25.)

(10) In consonance with what we have said earlier, Institutions outside this area should not be permitted to affiliate to the Gujarat University. (Para. 26.)

(11) The Government should examine, whether a Board cannot be established with comprehensive authority over Basic, Primary and Secondary Education, and with sufficiently wide powers and finance to function as an autonomous Educational Authority. (Para. 27.)

(12) In order to secure a real teaching university, the classes should be smaller; and more work should be done through seminar and tutorial classes rather than lectures. (Para. 28.)

(13) The minimum age for admission to the College should not be less than 16 years. (Para. 29.)

(14) It will be more useful to attach a well equipped library also to each section, where seminar classes may be conducted. (Para. 30.)

(15) The treatment of almost every subject to-day starts from foreign thought and practice in relation to it, and treats the Indian contribution as a mere appendage. It should really be the other way round, the Indian contribution being the starting point. (Para. 31.)

(16) The Gujarat University should loose no time in building up a School of Asian languages and literature. (Para. 32.)

(17) Arrangements should be made to accommodate on the premises, as many students and as many members of the staff, as possible. (Para. 33.)

(18) We have, therefore, proceeded on the basis that the first duty of the Gujarat University is to make as much knowledge (including applied sciences and technology) available as possible, and in as systematic a manner as possible. It will be for the people in charge of the University to see that the students so apply this knowledge that it resolves the present conflicts rather than increases them. (Para. 34.)

(19) The social service organisations as the Harijan Sevak Sangh, the Bhil Seva Mandal, the Charkha Sangh, the Village Industries Organisation, Women's Organisations and the various Ashrams should be given the necessary facilities and should be asked to receive students. (Para. 35.)

(20) Constitution. Appendix VIII.

(21) At any time after a period of five years any group of colleges can approach the Government with a request that, as they are ripe for starting a teaching and residential local university, they may be permitted to do so under an appropriate legislation and may therefore be exempted from the provisions in respect of compulsory affiliation, to the Gujarat University. (Para. 36.)

(22) The Government of the Province will be the Chancellor of the University. [Para. 37 (a).]

(23) We have confined the territorial jurisdiction of the University to the Gujarati-speaking districts of the Province and to the Gujarati-speaking States. We have provided that no institution outside the areas as above mentioned, will seek affiliation to the University. Likewise, we should also provided that, no institution in these areas will be affiliated to any other University. [Para. 37(c).]

(24) We considered the question whether the Vice-Chancellor should be a full time paid officer or an honorary one. We came to the conclusion that the post should be honorary. It is, however, possible that the Honorary Vice-Chancellor may need the help of a responsible officer in the discharge of his duties. We have therefore provided for a Rector [Para. 37 (e).]

(25) It was suggested to us that we might make some provisions for the institution of special Boards for examinations. We refrain from doing so, as we feel that ultimately, we should accept the teachers themselves as examiners. (Para. 38.)

(26) We would suggest that in the matter of higher appointments, the Senate should provide by Statute, the constitution of a Selection Committee on the lines of the provisions in the Bombay University Act. (Para. 38.)

(27) *Finance*.—Text Books, Press, etc. (Para. 40.) Affiliating Side. (Para. 41.) Teaching Side. (Para. 42.)

(28) The total of estimates suggested by us will work out as follows, distributed over five years. After that, the Capital Expenditure will disappear, while the Recurring Expenditure will reach the maximum suggested :—

	1st Year. Rs.	2nd Year. Rs.	3rd Year. Rs.	4th Year. Rs.	5th Year. Rs.	Total.
Recurring.	2,00,000	5,00,000	6,00,000	7,72,000	7,72,000	
Non-re- curring...	16,50,000	19,50,000	11,00,000	6,05,000	3,00,000	56,05,000 (Para. 43.)

(29) In view of the fact that the income that we can take into consideration, will thus be negligible, the whole of the Recurring Expenditure mentioned above will have to be made up by a grant from the Government. (Para. 44.)

(30) We estimate that the public of Gujarat has in this way donated roughly over Rs. 1,60,00,000 (Rupees one crore and sixty lakhs) during the last ten years towards their educational needs. We, therefore, hope that the Government will now make a generous gesture, and not disappoint people, who have done so much, on their own (Para. 45.)

(31) There has been a consensus of opinion that the seat of the University should be at Ahmedabad. We also recommend that it should be so. (Para. 46.)

(32) It would be advisable for the University to have a Publishing House and Press of its own. (Para. 47.)

(33) The Gujarat University should support the efforts of the Central Government for such Dictionary as recommended by the Tarachand Committee and should also take up the responsibility for a part of the work, to be done by its own staff. (Para. 48.)

(34) There should be a large scale organisation of summer schools, held in rural areas, with the help of the social service organisations there, and such schools should be conducted by some of the distinguished members of the staff of the University. (Para. 49.)

(35) The Government should enlarge the scope of the Senior Cadet Scheme and absorb in it as many more students as possible. (Para. 50.)

(36) With a vast sea-board and big river, Gujarat has special opportunities of developing ship-building and navigation. The University should, therefore, have the liberty and the power to establish centres of its own for special, wherever suitable and convenient. (Para. 51.)

(37) A Committee of inquiry under the Chairmanship of one of our Members, Dr. B. B. Yodhi, has gone into the whole question and has recommended some important changes in the courses, that the Ayurvedic Institutions offer, and the standards of teaching there. We hope that the Government will give immediate effect to these recommendations, so that their ultimate purpose, viz., affiliating the institutions to the University, can soon be fulfilled. (Para. 52.)

(38) The Gujarat University must make it a regular practice to invite teachers from other Universities to visit the Gujarat University and spend some time there.

## CHAPTER 10.

## APPRECIATION.

The Committee is deeply grateful to all those institutions and persons who took interest in its work, and particularly to those who, either by written replies or by oral exchange of views, helped it to understand and appreciate the problems it had to tackle.

The Committee expresses its sense of gratitude to all who have rendered assistance to it and particularly to :—

(1) Hon'ble Sjt. R. G. Soman, President, Bombay Legislative Council, for placing his chamber at the disposal of the Committee, during its Bombay meetings and also making available the services of a Gujarati Stenotypist.

(2) Dr. Jivraj Mehta, the Diwan Saheb of Baroda, and Dr. J. M. Mehta, Vidyadhikari, Baroda State, for all arrangements in connection with the Committee's visit, stay and meetings at Baroda.

(3) Sjt. Uchharangrai Dhebar, Prime Minister, Government of Saurashtra, for all arrangements in connection with the Committee's visit, stay and meetings at Rajkot.

(4) Sjt. Kanjibhai N. Desai, President Gujarat Prantik Samiti, for arrangements for the stay of the Committee at Surat, and Principal N. M. Shah and the authorities of the Sarvajanic Education Society, for the use of their buildings for the meetings of the Committee.

(5) Lady Vidyagauri Nilkanth, Secretary, Gujarat Vidya Sabha, for permitting the use of the premises of the Vidya Sabha, Ahmedabad, for the meetings of the Committee.

(6) Sjt. Ishwarbhai Patel, Head Master, D. N. High School, and Sjt. Bhailal D. Patel, Chairman of the Charutar Vidya Mandal, for the arrangements in connection with the Committee's visit and stay at Anand. Thanks are due to the President, Anand Municipality, for the use of the Municipal Hall for the meetings of the Committee.

(7) Sjt. S. K. Sheode, B.A., LL.B., Secretary, Legislative Assembly Department, for making all the arrangements for the Committee's sittings at Bombay.

(8) Shri Yeshwant Shukla and Shri Nagindas Parikh, Professors at the Gujarat Vidya Sabha, Ahmedabad, for assisting the Secretary and the Office Secretary in the preliminary work of the Committee, and helping the Committee in preparation of the Report and also of the Gujarati text thereof.

The Committee places on record its appreciation of the work done so efficiently and conscientiously by its Secretary, Sjt. B. K. Muzumdar. The Committee is thankful to Shreemati Bharati Sarabhai who discharged the duties of the Secretary with zeal during the absence of the Secretary in U. S. A. The Committee is also pleased to take note of the assistance rendered by Sjt. Pushkar Chandaravakar, M.A., Office Secretary, and Sjt. T. B. Randeria, Stenotypist to the Committee.

The Committee regret that, owing to various reasons, beyond the control of the Committee, it has taken a much longer time in submitting the report, and takes this opportunity of thanking the Government of Bombay for extensions of time.

(Signed) G. V. MAVALANKAR (*Chairman*).

\*(Signed) K. M. MUNSHI.

\*(Signed) KAKA KALELKAR.

(Signed) INDUMATI C. SHETH.

(Signed) B. B. YODH.

\*(Signed) N. M. SHAH.

\*(Signed) M. D. PATEL.

\*(Signed) J. A. TARAPOREVALA.

\*(Signed) K. G. NAIK.

\*(Signed) M. P. DESAI.

(Signed) N. L. AHMAD.

(Signed) B. K. MUZUMDAR (*Member-Secretary*).

\*Subject to note.



## APPENDIX I.

## THE GUJARAT UNIVERSITY COMMITTEE.

*Questionnaire.*

(Framed by the Gujarat University Committee, appointed by the Government of Bombay by their Resolution No. 7859 of 21st April 1947)

## PERSONNEL OF THE COMMITTEE.

1. Sjt. G. V. MAVALANKAR (Chairman)
2. Sjt. KARASAHEB D. B. KALELKAR
3. Sjt. K. M. MUNSHI
4. Prtd. N. M. SHAH
5. Dr. B. B. YODH
6. Shrimati INDUMATI SHETH
7. Dr. K. G. NAIK
8. Dr. M. D. PATEL
9. Prtd. J. A. TARAPOREWALA
10. Prtd. N. L. AHMED
11. Sjt. MAGANBHAI DESAI
12. Sjt. B. K. MUZUMDAR (Secretary)

1. Now that, the Bombay Government have accepted the principle of separate territorial universities :—

(a) What basic principles should be adhered to in establishing such a University ?

(b) What should be, according to you, the broad functions of the Gujarat University, in the social and cultural spheres of the life of our people ?

2. Two distinct roles can be assigned to the Gujarat University,

(a) either, a University serving the educational needs of the Gujarati-speaking people, or,

(b) a University conducting such activities within the territorial limits of Gujarat.

What is more, such a university can be,

(c) a unitary university, or,

(d) it can extend its activities to the whole of Gujarat, or

(e) can be functionally associated with the education activities of all the Gujarati-speaking people.

Which of these alternative forms would you recommend for adoption ?

3. How should the particular form of jurisdiction, suggested by you, be enforced ?

(a) By enforcing compulsory affiliation of collegiate institutions in Gujarat with the Gujarat University ? or,

(b) By providing for an optional affiliation either with the Bombay University, or with the Gujarat University, for all institutions in Gujarat, for a specified period, and ruling out an additional university in the specified area for a definite period ?

4. Are you in favour of granting affiliation to collegiate institutions which, though located outside Gujarat, nevertheless, serve needs of the Gujarati-speaking people ?

5. What is your conception of the academic scope of the University ? According to present practice, it, generally, begins with the post-Matriculation stage. There is, however, a growing tendency towards the inclusion of elementary, secondary and basic education, in the sphere of university activities. Again some people believe that the University should provide adult mass-education for those, who are deprived of a minimum basic and cultural education. There are others, who think that the university should provide full facilities for studies in various arts and crafts, side by side, with subjects of higher education like literature, arts, medicine and engineering.

Would you, therefore, include

(a) Elementary and secondary education,

(b) Basic and mass education,

in the academic scope of the University ?

(c) Are you of the opinion that, we cannot have a university without providing for studies in all the various branches of knowledge ?

6. In the opinion of some, one of the aims of the university should be to provide intelligent and well-informed workers for institutions and societies like the Harijan Sevak Sangh, the A. I. S. A. All India Village Crafts Association, Bharat Kala Sangh, Jyoti Sangh, and others, which have made substantial contributions to the social and cultural life of Gujarat.

In case you are of this persuasion, what arrangements would you suggest for the fulfilment of this aim in our University ?

7. May we have your views, at length on the inspiration and information, which the Gujarat University can derive from institutions like Vidyapitha, the Kashi Vidyapitha, Jamia Milia, the Bihar Vidyapitha and the Deband Islami University ?

8. The significant fact is that the Gujarat University will take shape in independent India. Are you among those, who believe that this should lead to a radical and far-reaching change in the shape and constitution, aims, operation, and curricula of the University ? If so, in what ways should it differ from existing Universities.

9. Universities, generally, belong to one of these three types :—

(a) Examining and affiliating universities,

(b) Teaching and residential universities,

(c) A mixed type of university, partly examining and partly teaching.

It is easy to run an affiliating and examining University. The teaching and residential university involves a number of problems connected with expenditure, organisation, control and co-ordination of institutions for higher studies.

(i) Which of these three types of universities would you suggest for our University ?

(ii) Please let us know how you would try to solve the different problems of organisation presented by the form you prefer.

10. In case, you opine for an affiliating and examining University (type 'A'), what modifications of scope and functions would you recommend, to guard against the blame that attaches to such universities, of having failed miserably in the primary duty of contributing to the intellectual and cultural integration of the life of the people ?

11. If, on the other hand, you are in favour of a teaching university (type 'B'),

(a) how would you tackle the problem of the direction and control of higher education in the whole of Gujarat ? and,

(b) the problem of the need for the adoption of Gujarati as the medium of instruction, which necessarily implies a larger sphere of activities for its successful fruition ?

12. If you are in favour of a mixed form of university (type 'C'), do you prefer that,

(a) both types of activities should be handled by the same body ? or,

(b) two bodies should separately conduct each activity ?

13. To ensure an equal co-operation and unhampered evolution of the educational institutions located at diverse centres in Gujarat, it has been suggested that autonomous groups should be created, at each centre, in charge of a principal officer (Rector). It is also suggested that due recognition should be accorded to such officers in the executive of the University to ensure its benefits to all the educational centres in Gujarat.

Are you in favour of such a scheme ? If not, will you suggest an alternative scheme to fulfil similar aims ?

14. What should be the relation between the University and the affiliated institutions? Normally, the university exercises only a nominal control over its affiliated Colleges, in the sense that it does not interfere in the management, teaching, co-ordination of activities with other institutions, and the income and the expenditure of such institution. Yet, if the University is ever to fulfil many of its objects mentioned above, a close control over the affiliated institutions becomes necessary.

What are your opinions in this matter ? In what ways, would you make the relation closer than prevails at present ?

15. Which should be the seat of the Gujarat University ?

16. It is now generally accepted that Gujarati should be the medium of instruction in our University. But, if the University adopts Gujarati as a medium of instruction for all subjects, right from its start, then naturally the question will arise as to what should be done about text-books, and the staff, to undertake teaching in Gujarati. Should we, then, provide for all subject to be taught through Gujarati ? We should also envisage the future, when the entire administration of the country will be carried on in Hindi or Hindustani instead of English. In this connection, it has been suggested by a prominent leader that, even when the local Vernacular is adopted as the medium of instruction, it would be advisable to insist on teaching through Hindi, a subject like history, to help the teacher and the students in acquiring good mastery over the national language.

(a) What arrangements would you suggest to make available, immediately, suitable text-books in Gujarati ?

(b) Do you think a sufficient number of teachers will be available to undertake instruction through that language ?

(c) If it is found inconvenient to teach all subjects in Gujarati, would you indicate the subjects, which in your opinion may be taught in English or some other language ? How long should such arrangements continue ?

(d) Are you in favour of teaching some subjects through Hindi or Hindustani? If so, for what reasons ?

(e) What place would you assign to Hindustani in higher education ?

(f) Have you any scheme for the preparation of a dictionary of technical words ?

(g) Considering the fact that, it may be necessary to continue the use of English text books for quite some time, and also the fact that, much valuable literature, relating to our own country, is available in English, what place would you assign to English in our higher studies ?

(k) Are you in favour of permitting a student who does not wish to learn English, to appear for the Degree Examination of the Gujarat University? Do you recommend the establishment of a department for translations of books from other languages?

(i) Optionally, would you prefer French, German or Russian to English?

(j) The need for an Asian Federation is increasing everyday. Which of the Asian languages, would you recommend for inclusion in the curricula of our University?

(k) The University will have to provide for the teaching of other Indian languages. Which of these languages, would you give a priority, as being of primary importance?

17. According to some people, secondary education should aim at providing a modicum of instruction sufficient for the people, and thus it constitutes a complete stage of education. This is also the underlying principle of the basic education-scheme. Consequently, the present practice of regarding the final examination of the secondary or basic education as an opening to college education, defeats the very purpose of secondary education. It is held by some people that, the S. L. C. curriculum should be planned, with practically no consideration for college requirements. It is also suggested that the institutions for higher education should have their own entrance examination based on their particular requirements.

What are your reactions to these suggestions?

18. It is found, in experience, that the standard of teaching in the first two years of college education has deteriorated, because of the lacuna in the secondary education, upto the school leaving stage. Some educationists are of the opinion that the courses taught in the First year or Intermediate should be transferred to the secondary schools to remedy the present difficulty. This will result in a reduction of the number of year at present spent in the college.

(a) Should we, then, continue the present arrangement of four years of college education?

(b) If a reduction of years is recommended, are you in favour of transferring the course up to Intermediate, to the secondary schools? Or, would you have separate Junior colleges for such courses?

19. Some are of the opinion that, apart from other factors, the adoption of the mother tongue as the medium of instruction, can help independently by itself, in considerably reducing the time spent at present on collegiate education. What is your view?

20. It is suggested that a definite age-limit, for admission to colleges is, as much necessary for ensuring a sense of responsibility and a requisite receptivity in the student, as passing successfully in an entrance testis. It is also opined by experience, that practical knowledge of Mundane life should be of as much importance in college education as knowledge of the subjects taught in schools.

(a) Do you, then, recommend an age-limit?

(b) Would you fix a year for the student to gain practical experience of life between the Final school examination and his admission to a college?

21. Some people are in favour of starting the University with a few Faculties, already obtained in our midst, and insist that we should concentrate and develop them to the best of our ability.

There are, on the other hand, those who emphasise the wide emanation of knowledge as the primary concept of the University. An ever-widening range of the subjects is what they insist upon for a university.

(a) Which of these two views do you favour? or, what suggestions do you offer regarding this conflict of opinions?

(b) Which are the branches of knowledge which should be immediately provided for by the University, and to what extent, so as to contribute to all the spheres of the social and cultural life of Gujarat?

22. Are you of opinion that the Gujarat University should concentrate on some Faculties and leave the rest to other Universities? or, would you suggest the establishment of other Faculties according to means and convenience?

(a) Do you consider it imperative to establish forthwith, colleges and laboratories, for Agricultural sciences and Engineering for our University?

(b) Please let us know your considered opinion, at length, about medical colleges?

(c) What changes do you suggest in the present subjects and curricula of collegiate studies?

(d) Do you recommend the same courses of studies for men and women, or, do you recommend separate curricula for both?

23. One of the principal aims of English education in India was to prepare a large number of public servants to maintain the British rule. Subsequently, there arose a desire for the industrialization of our country on western lines. Following this trend, the educational system has continued to train expert mechanics, chemists and economists. As a natural consequence, the educational system has completely ignored the very hub of national life, the village: the poverty of village-people, and the handicrafts that can sustain them. For thirty years, Gandhiji has repeatedly drawn the attention of the country to this indifference and neglect, and emphasized the vital importance of this aspect in the work of the National Government. To-day, therefore, the one problem of utmost importance, perplexing our provincial Governments, is of the extent to which Gandhiji's advice can be put into effect.

Keeping this in view, the Gujarat University will necessarily have to consider.

(a) What place it should accord to higher technical education for large industries of the western type ?

(b) What place should be given to problems of village reconstruction and revitalization of its handicrafts ?

(c) To what extent is compromise between western industrialization and village-reconstruction admissible ?

The chances, of course, are that, more than individual opinion, the logic of events will bring in the ultimate reply. Yet the University cannot be absolved from the duty of attempting a solution. Will you, therefore let us have, your considered opinion in this matter ?

24. Should the university take the initiative in developing the study of navigation, in view of the geographical advantage of our seashores in Kutch, Kathiawar and Gujarat ? If so, which place would you select as a centre and what arrangements would you suggest for training ?

(b) Military training, for our youths, is the present need of the country. It is also necessary to prepare military officers and leaders.

(i) Should the University undertake this work ?

(ii) or, should the state, in your opinion, independently fulfil this need ?

(iii) If, however, you think in terms of non-violent defence, would you indicate the type of training, which the University should provide to this end ?

25. (a) Should the University itself undertake research work ?

(b) Should it entrust to other institutions and help them through affiliation and aid ?

(c) Should such research work be concentrated at the seat of the University, or should it be carried on in different parts of Gujarat according to the convenience of the research scholars ?

(d) Should research scholars, in your opinion be saddled with teaching work also ?

(e) By what methods of research, can the Gujarat University make its contributions to Gujarat in particular and the country in general ?

26. The University will have to conduct a certain amount of research work. It will also have to provide text books in Gujarati. Again, it will have to arrange popular extension lectures and publish books for mass education.

(a) In such circumstances, do you think that the University should have a press and publishing department of its own ?

(b) If so, which arrangement would you suggest for such a department, and what limits would you set to its activities ?

(c) Would you prefer it to sell its publications at cheap prices, even incurring a loss, or would you recommend its being a source of added income to the University ?

27. There is a general agreement as to the need of a large and well equipped central library for the university. For building up such a library would you prefer—

(a) a Committee of the teachers of various subjects at our University, or

(b) Would you prefer to invite specialists from all over the country for this purpose ?

28. Generally, the University consists of the following bodies—

(a) The Senate,

(b) The Syndicate,

(c) The Academic Council,

(d) Faculties,

(e) Board of Studies.

20. How should the Senate be constituted ?

How should various social units be represented in the senate and to what extent ?

Would you suggest any modifications in the following list of the units to be represented in the university ?

- (a) Members of the teaching staff,
- (b) Affiliated institutions,
- (c) Secondary schools,
- (d) Those nominated by the Government,
- (e) Donors,
- (f) Local self-Government institutions like Local Boards and Municipalities,
- (g) Public Associations like the A. I. S. A., A. I. Village Handicrafts Association, Majoor Mahajan Sangh etc.,
- (h) Commerce and Industry,
- (i) Agriculture.

Please indicate what provisions you recommend for giving representation for any new elements that may come up.

30. What should be the powers of the Senate ? What should be its relations with the other bodies constituting the University ? Are you of the opinion that the other bodies should function as semi-autonomous ?

31. How should bodies other than the Senate be constituted ? Who should be represented therein ? How and to what extent ?

32. How should the Syndicate and the Senate be co-related ?

What changes do you recommend as regards the designation, powers, functions and appointments of the following officers of the university :—

- (i) The Chancellor,
  - (ii) The Vice-chancellor,
  - (iii) The Registrar.
- (a) Should the Vice-chancellor be appointed or elected ?
  - (b) Should his appointment be stipendary or honorary ? If the former, what salary do you recommend ?

33. What should be, according to you, the relation between the University and the following :—

- (a) The Government,
- (b) The University of Bombay,
- (c) Other Regional Universities,
- (d) Indian states within its territories,
- (e) Other Provincial Governments,
- (f) Other Universities.

34. What scales of salaries do you recommend for the various grades of university teachers ?

35. Are you of opinion that all the arrangements for the examinations should be in the hands of a fully authorized controller of examinations ? If, so, under whose guidance is he expected to work ? What modifications do you suggest in the method of examinations held at present under the auspices of the University of Bombay ?

36. What safeguard will you recommend in the Constitution of the University to ensure a continuous, and yet progressive policy, actuated by a sense of its responsibility to the community as a whole ?

37. Under the present circumstances, the students of the University are likely to form student—Unions. Do you recommend any representation of such unions in the University ? Should the parents and guardians of the students be accorded representation in the University for similar reasons ? If so, in what way and to what extent ?

38. Please, let us know your suggestions on any other relevant aspect of University education, which you consider to be of importance.

## APPENDIX II.

*List—Questionnaire sent.*

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23. The Hon'ble Maulana Abdul Kalam Azad, Minister of Education, Government of India, New Delhi	...	...
24. Sir S. Radhakrishna, Ex-Vice-Chancellor, the Banaras Hindu University, Banaras	...	...
25. Sir John Philip Sargent, Ex-Education Adviser to Education Minister of the Government of India, New Delhi	...	...
26. Dr. J. H. Cousins Addyar, Madras	...	...
27. Dr. H. J. Bhabha, Bombay	...	...
28. Sir, Jadunath Sarkar, Calcutta	...	...
29. Dr. Meghnad Saha, Calcutta	...	...
30. Prof. P. A. Wadia, Bombay	...	...
31. Mahamahopadhyaya P. V. Kane, Bombay	...	...
32. Rt. Hon'ble Justice Shri. M. C. Chagla, Ex-Vice-Chancellor, the University of Bombay, Bombay	...	...
33. Pandit Bhagvandasji, Benares	...	...
34. Pandit Sukhlalji, Ahmedabad	...	...
35. Kumar Ganganand Sinha, Shrinagar (Bihar)	...	...
36. Dr. Suchhidanand Sinha, New Delhi	...	...
37. Sir Harisinh Gaur, Sangor	...	...
38. Sir Gopalswami Aiyar, New Delhi	...	...
39. Dr. B. R. Ambedkar, New Delhi	...	...
40. The Hon'ble Shrimati Rakjumari Amritkuvar, New Delhi	...	...
41. Dr. Pramathnath Benarji, Calcutta	...	...
42. Shri P. V. Advani, Karachi	...	...
43. Shri. Suniti Kumar Chattarji, Calcutta	...	...
44. His Excellency Shri. Mangaldas Pokwasa, Nagpur	...	...
45. Shri. Amarnath Jha, Vice-Chancellor, the Benares Hindu University Benares	...	...
46. Rt. Hon'ble Shri. M. R. Jayakar, Vice-Chancellor, Poona University Poona	...	...
47. The Hon'ble Shri. Shyamprasad Mukarji, Calcutta	...	...
48. Sir C. V. Raman, Banglore	...	...
49. Pandit Nilkanth Puri, (Orissa)	...	...

## APPENDIX III.

*List—Replies received.*

1. Barot, Chunilal P., Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
2. Barot, Nanubhai., Adhyapak Gujarat Vidyapeeth, Ahmedabad.
3. Bhatt, Shri. P. J., Ahmedabad.
4. Bhatt, Shri. Upendra J., B.E., B.Eg., M.Sc., Chief Engineer, Saurashtra Government, Rajkot.
5. Chokshi, Nathabhai V., Surat.
6. Chandavarkar, Sir V. N. Ex-Vice-Chancellor, The University of Bombay, Bombay.
7. Dave, Sakarlal A., B.A., B.T., Ahmedabad.
8. Deshpande, Pandurang, Gujarat Vidyapeeth, Ahmedabad.
9. Dhruv, Gattubhai G., B.A., Social Worker, Ahmedabad.
10. Desai, Hon'ble Shri. Morarji R., B.A., Home Minister, The Government of Bombay.
11. Dena, Nanubhai D. Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
12. Divetia, Harsidhbhai V., M.A., LL.B., Chief Justice, Saurashtra High Court, Rajkot.
13. Desai, Thakorabhai, Navjivan Karyalaya, Ahmedabad.
14. Desai, Manibhai., Navjivan Karyalaya, Ahmedabad.
15. Desai, Nanubhai, Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
16. Desai, Shantilal M., Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
17. Desai, Thakorabhai, Baroda.
18. Dabhi, Fulsinhji., M.L.A., Nadiad.
19. Dave, Jugatram, Organiser, Vedchhi Ashram (District Surat).
20. Gandhi, Shantilal, Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
21. Gandhi, Bansi, Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
22. Joshi, Umashankar, M.A., Editor, 'Sanskriti'.
23. Jetli, Prof. Jitendra, M.A., Gujarat Vidya Sabha, Ahmedabad.
24. Kothari, Vithalabhai M., Adhyapak, Gujarat Vidyapeeth, Ahmedabad.
25. Mehta, Shrimati Shardaben, B.A., Ahmedabad.
26. Mehta, Babalabhai, Lok Sevak, Thamna. (District Kaira).
27. Mehta, Dr. Chimanlal M., Bombay.
28. Mehta, Shrimati Hansaben, B.A., Member, Indian Parliament, Bombay.
29. Modi, J. P., Ray Bahadur & C. S. Patel, New Delhi.
30. Muzumdar, H. D., Retired Judge, Baroda.
31. Patel, Dr. Motibhai, M.B.B.S., L.R.C.P., F.R.C.S., D.L.O., F. C. P. S., Hon. Surgeon, B. J. Medical College, Ahmedabad.
32. Patel, Desatbhai N., Nadiad.
33. Pathak, Prof. R. V., B.A., LL.B., Bharatiya Vidya Bhavan, Bombay.
34. Parikh, Narcharibhai, B.A., LL.B., Harijan Ashram, Sabarmati.
35. Patel, Babubhai J., B.A., LL.B., M.L.A. (Bombay), Nadiad.
36. Parikh, Ratanlal N., Surat.
37. Parekh, Prof. Nagindas N., Gujarat Vidya Sabha, Ahmedabad.
38. Pandya, Arunachandra B., B.A., LL.B., Surat.
39. Pandya, Dr. A. H. Bangalore.
40. Patol, Gopaldas G., Snatak, Gujarat Vidyapeeth, Ahmedabad.
41. Patel, Maganbhai Bhikhabhai, Director, New Rajpur Mills Co., Ltd., & Dinesh Mills Co., Ltd., Ahmedabad.
42. Rawal, Prof. Anantray M., Gujarat College, Ahmedabad.
43. Shastri, Prof. K. K., Gujarat Vidya Sabha, Ahmedabad.
44. Shastri, Dr. Hariprasad, M.A., Ph.D., Gujarat Vidya Sabha, Ahmedabad.
45. Sandesara, Prof. B. J., M.A., Gujarat Vidya Sabha, Ahmedabad.
46. Shah, Popatlal G., M.A., B.Sc., Bombay.
47. Shah, C. C., Vice Principal, Institute of Agriculture, Anand.
48. Shah, D. A., M.A., LL.B., Poona.
49. Shah, Prof. Sakarlal V., B.Sc., Ph.D., Rajaram College, Kolhapur.
50. Shukla, Prof. J. P., Gujarat Vidya Sabha, Ahmedabad.
51. Saiyad, Dr. Fakruddin H., P.H. Mich (U. S. A.), Baroda.
52. Subedar, Manu, B. Com. (Lond.) M.L.C., (Delhi), Bombay.
53. Shoth, Shantilal M., B.A., Ahmedabad.
54. Shah, Triramal M., Ex-Registrar, Gujarat Vidyapeeth, Ahmedabad.
55. Shastri, Diwan Bahadur Bhupatray J., M.A., Surat.
56. Trivedi, Prof. V. R., M.T.B. College, Surat.
57. Vakil, Prof. C. N., Prof. of Economics, University of Bombay, Bombay.
58. Vakil, Prof. K. S., Bhartiya Vidya Bhavan, Bombay.
59. Vaidya, Prof. V. K., M. T. B. College, Surat.



60. Valavalkar, Prof. Pandharinath, M.A., Ph.D., LL.B., Bombay.
61. Vohra, Karimbhai, Navjivan Karyalaya, Ahmedabad.
62. Zaveri, Krishnalal M., M.A., LL.B., Retired Judge, Bombay High Court, Bombay.
63. Abhyankar, Vishvanath C., M.A., B.Sc., Head Master, Wadhvan High School, Wadhvan.
64. Bhandarkar, Pr. S. S., B.A. Hons. (Bom. and Lon.) Principal, Gujarat College, Ahmedabad.
65. Bhatt, Chimanlal, Acharya, Sarvjanik Ashram, Vedchhi.
66. Buch, Mr. C. A., Principal, Alfred High School, Rajkot.
67. Chhaya, Mr. E. B., B.A., Principal, M. A. High School, Viramgam.
68. Diwanji, Dilkhush B., Organiser, Gandhi Ashram, Karadi, Matwad.
69. Desai, Mr. Zinabhai R., Snatak, Principal C. N. Vidyavihar, Ahmedabad.
70. Desai, Mr. S. V., Principal, H. L. College of Commerce, Ahmedabad.
71. Desai, V. V., Head Master, The J. L. New English School, Ahmedabad.
72. Dube, Mr. K. V., Vice-Chancellor, Nagpur University, Nagpur.
73. Desai, Hariprasad, Principal, New English School for Girls, Godhra.
74. Dholkia, Mr. K. V., B.A., Head Master, I. P. Mission High School, Ahmedabad.
75. Dholakia, Maganbhai M., B.A., B.T., R. C. Com. High School, Ahmedabad.
76. Dabu, Dr. Erach, D., B.A. (Hons.) M.A. (Hons.) B.T., Principal, Sir J. English School, Navsari.
77. Gaur, Sir Harisinh, M.A., D.C.L., LL.D., Vice-Chancellor, Saugar Vishva Vidyalaya, Saugar (C. P.)  
Head Master, G. V. S. High School, Balsar.
78. Head Master, R. C. Dalal High School, Broach.
79. Head Master, Sarvjanik High School, Pardi.
80. Head Master, Cambay High School, Cambay.
81. Head Master, H. J. Sonawala High School, Mehmdabad.
82. Ichhsoria Shrimati T. N., Principal, Majiraj Girls High School, Bhavnagar.
83. Joshi, Mr. Sundarlal N., Principal, Ayurved College, Nadiad.
84. Mehta, Dr. Pranjivan M., M.D.M.S., Principal, Gulab Kuvarba Ayurved Vidyalaya, Jamnagar.
85. Modi, Ray Bahadur Mr. P. M., B.Com., G.D., R.A., Head of C. M., Lucknow University, Lucknow.
86. Modi, Mr. Ramaniklal G., M.A., Principal, S. K. High School, Lunawada.
87. Naik, Dr. K. G., Principal, L. D. Arts College, Ahmedabad.
88. Patel, Shivabhai G., Snatak, Principal, Vallabh Vidyalaya, Pochasan.
89. Patel, Vamanrao P., B.A., LL.B., L.C.P., M.R.S.T., Principal Dave High School Umreth.
90. Patel, Ashabhai N., Principal, V. V. High School, Sunav.
91. Patel, Dr. R. P., M.Sc., Ph.D., London, Principal, L. M. College of Pharmacy, Ahmedabad.
92. Patel, Mr. Ambalal L., B.A., Principal, New English School, Nadiad.
93. Patel, R. C., Patel V. J., and Chhotubhai Shuthar, Charutar Education Society, Anand.
94. Parekh, Tanshukhlal C., Principal, H. High School, Nadiad.
95. Patvardhan, Shrimati Gangaben, B.A., C. M. Girls High School, Baroda.
96. Parikh, Prof. Rasiklal, B.A., D rector Gujarat Vidya Sabha, Ahmedabad.
97. Principal, U. P., Ayurved Mahavidyalaya, Patan (N. G.)
98. Patel, Desaibhai N., B.A., Principal, Vithal Kanya Vidyalaya, Nadiad.
99. Patel, S. R., B.A., B.T., Principal, Pioneer High School, Ahmedabad.
100. Rakshit, Major P. C., M.B.M.Sc. (Cal.), Ph.D. (Edin), and L.M. (Dublin), F.R.P.S. (Bom.), Principal, B. J. Medical College, Ahmedabad.
101. Shukla, Damubhai, B.A., LL.B., S.T.C., Principal, Navchetan High School, Ahmedabad.
102. Director, Sheth U. P. Ayurved Mahavidyalaya, Patan (N. G.)
103. Sanjana, Mr. R. B., Principal, R. C. Dalal High School, Broach.
104. Shah, Jethalal G., M.A., Principal, Gujarat Mahila Pathshala, Ahmedabad.
105. Shah, Popatlal, Principal, Vankaner High School, Vankaner.
106. Satpathi, Mr. G. H., B.A., Registrar, Utkal University, Katak.
107. Trivedi, Mr. Harbhai, B.A., Principal, Ghar Shala, Bhavnagar.
108. Trivedi, Ratilal M., B.A., Principal, New Education High School, Ahmedabad.
109. Trivedi, B. P., Principal, Sonawala High School, Mehmdabad.
110. Trilokekar, Miss M. Y., B.A., B.T., Principal, Government Secondary Girls School, Ahmedabad.
111. Trivedi, V. S., B.A., S.T.C., Principal, Tutorial High School, Ahmedabad.
112. Thakor, Thakorabhai S., B.Sc., Principal, Proprietary High School, Ahmedabad.

114. Thakor, Shantilal, M.A., B.T., Principal, E. M. High School, Borsad.
115. Vaishanava, D. M., B.A., S.T.C., Principal, Himatnagar High School, Himatnagar.
116. Vyas, M. T., B.A., B.T., T.D., M.A. (London), Principal, New Era High School, Bombay.
117. Vyas, J. G., B.A., S.T.C., Principal, Radhanpur High School, Radhanpur.
118. Vaidya, Bapalal G., Principal, Najar Oehhavlal Ayurved Mahavidyalay, Surat
119. Yagnik, Dr. Ramanlal, M.A., Ph. D. (London), Principal, Dharmendrasinhji. College, Rajkot.
120. Junnarkar, M. Y., Principal, S. M. V. High School, Dharampur.
121. Kishor, Giriraj, Pariksha Mantri, Gujrat Vidyapeeth, Ahmedabad.
122. Niak, Maganbhai Z., President, Nutan Shikshan Sangh, Surat.
123. Nilkanth, Lady Vidyagauari R., B.A., Secretary, Gujarat Vidya Sabha, Ahmedabad.
124. Nimkar, Shri V. K., Secretary, Sarvjanik Education Society, Surat.
125. Pandya, Arunchandra B., B.A., LL.B., Bhasha Visharad.
126. Patel, Bhikhabhai K., Hon. Secretary, Charuttar Vidya Mandal, Vallabh Vidya Nagar.
127. Secretary, Sonawala, Shrimati Chandangavari, Mahila Vidya Mandal, Surat.
128. Shah, Hon'ble Shri M. M., Minister of Industries and Commerce, Saurashtra Government, Rajkot.

## APPENDIX IV.

*List.—Persons invited to give oral evidence before the Gujarat University Committee.*

*Ahmedabad*

1. Deshpande, Shri Pandurang, Snatak (Gujarat Vidyapeeth), Ahmedabad.
2. Desai, Shri Thakorbhai, Snatak (Gujarat Vidyapeeth), Ahmedabad.
3. Joshi, Shri Umashankar, M.A., Editor, "Sanskriti," Ahmedabad.
4. Pandya, Dr. Kantilal C., Ahmedabad.
5. Patel, Dr. Motibhai, M.B.B.S., L.R.C.P., F.R.C.S., D.L.O., F.C.P.S., Ahmedabad.
6. Sheth, Shantilal Mangaldas, Ahmedabad.
7. Bhandarkar, S. S., Prin., Gujarat College, Ahmedabad.
8. Desai, S. V., M.A. (Cantab), Prin., H. L. College of Commerce, Ahmedabad.
9. Desai, Zinabhai R., Principal, C. N. Vidyalaya, Ahmedabad.
10. Parikh, Prof. Rasiklal C., B.A., Director, B. J. Institute of Learning & Research, Ahmedabad.
11. Patel, R. P., M.Sc., P.Hd. (London), Principal, Pharmaceutical College, Ahmedabad.
12. Rakshit, Major P. C., M.B. (Cal.), M.Sc. (Cal.), L.M. (Dublin), P.Hd. (Edin), Prin., B. J. Medical College, Ahmedabad.
13. Trivedi, R. M., B.A., Principal, New Education High School, Ahmedabad.
14. Thakor, M. M., Principal, Shri Lalubhai Asharam Law College, Ahmedabad.

*Anand*

1. Mehta, Shri Babalbhai, Lok Sevak, Thamna.
2. Patel, Shri Babubhai J., B.A., LL.B., M.L.A., Nadiad.
3. Shah, C. C., B.Sc., M.Sc., P.Hd., F.R.I.C., Prof., B.A. College of Agriculture, Anand.
4. Mankad, Dr. Dolarsy, M.A., Principal, Vithalbhai Patel Mahavidyalaya, Anand.
5. Junnarkar, Mr. S. B., B.A., B.Sc. (Lond.), Principal, Birla-Vishvakarma Mahavidyalaya, Anand.
6. Patel, Shri Desibhai, B.A. (Hons.), Principal, Vithal Kanya Vidyalaya, Nadiad.
7. Patel, Shri Ishvarlal, M.A., B.T., Principal, D. N. High School, Anand.
8. Dave, Shri Jugatram, Organiser, Vedchhi Ashram, Vedchhi (District Surat).
9. Diwanji, Dilkhush, Organiser, Gandhi Kutir, Karadi.
10. Patel, Shri Bhailal D., L.C.E., President, Charutar-Vidya Mandal, Anand.
11. Patel, Shri Bhikhabhai K., B.A., Secretary, Charutar-Vidya Mandal, Anand.

*Baroda*

1. Avasare, Dr. M.D., B.A., B.Sc., M.Sc., Ph.D., Baroda.
2. Munshi, Hon'ble Shri Pranalal, B.A., LL.B., Baroda.
3. Sutaria, Hon'ble Shri Chotubhai, B.A., LL.B., Baroda.
4. Mehta, Dr. J. M., The Commissioner of Education, Baroda Government, Baroda.
5. Roman's, P. C., M.A., Principal, Baroda College, Baroda.
6. Patel, Dr. C. S., Member, Baroda University Committee, Baroda.

*Bombay*

1. Bhagavati, Hon'ble Jt. Shri N. H., Bombay.
2. Chandavarkar, Sir V. N., M.A. (Cantab), Chairman, Mill Owners' Association, Bombay.
3. Desai, Dr. Jihnbhai, Bombay.
4. Mehta, Dr. Chimanlal, Bombay.
5. Mehta, Mrs. Hansaben, Bombay.
6. Patel, Shri G. I., B.A., Bombay.
7. Shah, Shri P. G., M.A., B.Sc., Bombay.
8. Vyas, Shri Bhanishankar, M.A., LL.B., Bombay.
9. Wadia, Prof. P. A., M.A., Bombay.
10. Zaveri, Diwan Bahadur Krishnalal M., M.A., LL.B., Bombay.
11. Modak, Shrimati Taraben, B.A., M.L.A., Bombay.
12. Vakil, Prof. C. N., M.A., M.Sc., F.S.S., Head of Economics, Bombay University, Bombay.
13. Vyas, M. T., B.A., B.T., T.D., M.A., Principal, New Era High School, Bombay.
14. Vakil, Shri Raman N., M.A., Principal, Modern High School, Bombay.

*Rajkot*

1. Bhatt, Shri Upendra, B.E., B.Eg., M.Sc., Rajkot.
2. Dehejia, Mr. V. T., B.Sc., I.C.S., Rajkot.
3. Divatia, Hon'ble Jt. Shri H. V., M.A., LL.B., Chief Justice, Saurashtra High Court, Rajkot.
4. Rao, Prof. C. S., M.A., F.R.E.S., Rajkot.
5. Trivedi, Shri Harbhai, Prin., Gar Shala, Bhavnagar.
6. Yajnik, R. K., M.A., P.Hd., Principal, Dharmendrasinhji College, Rajkot.
7. Bhatt, Hon'ble Shri Nanubhai, M.A., S.T.C.D., Education Minister, Saurashtra Government, Rajkot.
8. Dhebar, Hon'ble Shri Uchharangrai, Prime Minister, Saurashtra Government, Rajkot.
9. Mehta, Hon'ble Shri Balvantrai, Deputy Prime Minister, Saurashtra Government, Rajkot.
10. Parikh, Hon'ble Shri Rasiklal, B.Com., Home Minister, Saurashtra Government, Rajkot.
11. Parikh, Hon'ble Shri Jagubhai, Finance Minister, Saurashtra Government, Rajkot.
12. Shah, Hon'ble Shri Manubhai M., Industries & Commerce Minister, Saurashtra Government, Rajkot.

*Surat*

1. Chokshi, Shri Nathabhai, Surat.
2. Naik, Shri Maganbhai, Surat.
3. Shastri, Diwan Bahadur Bhupatrai, M.A., Surat.
4. Vaidya, Shri Vijayray K., B.A., Prof., M. T. B. College, Surat.
5. Vaidya, Shri Bapaal, Principal, Oshavtal Najar Ayurved College, Surat.
6. Clerk, Shri Chimantal, Surat.
7. Pandya, Shri Arunchandra B., B.A., LL.B., Surat.

## APPENDIX V.

*List of towns where the Gujarat University Committee's meetings were held, with places and dates :—*

Serial number	Town	Place	Date	Number of days
1	2	3	4	5
1	Ahmedabad	...	Gujarat Vidya Sabha. 23rd May 1947.	1
2	Surat	...	M. T. B. College ... 29th December 1947 to 30th December 1947.	2
3	Bombay	...	Council Hall ... 19th April 1948 to 23rd April 1948.	5
4	Ahmedabad	...	Premabhai Hall ... 5th July 1948 to 7th July 1948.	3
5	Anand	...	Municipal Hall ... 8th July 1948 to 9th July 1948.	2
6	Baroda	...	Kalabhavan Government Guest House. 10th July 1948 to 11th July 1948.	2
7	Rajkot	...	State Guest House. 13th July 1948 to 14th July 1948.	2
8	Bombay	...	Council Hall ... 26th July 1948 to 29th July 1948.	2
9	Bombay	...	Council Hall ... 13th September 1948 to 17th September 1948.	5
10	Bombay	...	Council Hall ... 14th December 1948 to 18th December 1948.	5

## APPENDIX VI.

*Statistical information about Colleges and Institutions of Higher Learning  
for the year ending on March, 1948.*

Serial number.	Name of Institutions.	Number of teaching staff.	Number of students.
1	2	3	4
1	Samaldas College, Bhavnagar ...	35	704
2	Bahauddin College, Junagarh ...	22	180
3	Dharmendrasinhji College, Rajkot ...	37	618
4	Gujarat College, Ahmedabad ...	76	1,364
5	S. L. D. Arts College and M. G. Science Institute, Ahmedabad ...	48	1,311
6	H. L. College of Commerce, Ahmedabad ...	22	822
7	Sir Lalubhai Shah Law College, Ahmedabad ...	6	338
8	Lalubhai Dalpatbhai Engineering College Ahmedabad ...	23	180
9	L. M. College of Pharmacy, Ahmedabad ...	11	57
10	Sheth B. J. Institute of Learning and Teaching, Ahmedabad ...	8	56
11	R. J. Medical College, Ahmedabad ...	19	116
12	Baroda College, Baroda ...	40	1,411
13	Secondary Teachers Training College, Baroda ...	16	85
14	Prataprao Commerce College, Baroda ...	17	663
15	Petlad College, Petlad ...	15	93
16	S. B. Garda College, Navsari ...	25	377
17	Maneckchand Nemchand College, Vianagar ...	32	218
18	Vithalbhai Patel Mahavidyalaya, Anand ...	36	729
19	College of Agriculture, Anand ...	19	177
20	Birla College of Engineering, Anand ...	25	201
21	Maganlal Thakordas Balmunukddas College, Surat	43	1,123
22	Sarvajanic Law College, Surat ...	7	73
23	Kikabhai Premchand College of Commerce, Surat.	12	237
24	J. J. College of Science, Nadiad ...	18	133

## APPENDIX VII.

*Extracts from a letter No. F 10-22/41, dated 2nd August 1948, from the Government of India.*

The Government of India are of the opinion that in the interest of national education the Committee's recommendations should be given immediate effect to. It is hoped that Universities and Provincial Governments will take early steps towards the implementation of the following recommendations regarding the various items of the Committee's Report:—

*Item I.*—The Government of India requests the University and Provincial Governments to take steps to:—

- (a) replace English as the medium of instruction at the University Stage, by gradual stage during next five years, and
- (b) adopt in its place the language of the State or Province or region as the medium of instruction and examination.

*Item II.*—Universities are requested to:—

- (i) provide for a compulsory test in the Federal language during the first degree course of the University without prejudice to the results of the Degree Examination, and
- (ii) provide facilities for the teaching of the federal language to all students who wish to take it up as optional subject.

*Item III.*—The Government of India will await for the decision of the Constituent Assembly regarding the question of Federal language and its script.

*Items IV and V.*—In view of the considerations urged by the Committee, the Government of India requests the Universities and Provincial Governments to take steps to see that during the transitional period, English not as a literature but as a language is continued as a compulsory subject in the higher courses.

*Item VI.*—The recommendations made under this item are under active consideration of the Government of India in consultation with the various Ministries. Their decision on this behalf will be communicated shortly to the Provincial Governments and Universities.

*Item VII.*—The question of the extra-territorial jurisdiction of the various universities is being referred to the Inter-University Board for Examination in all its hearings. The decision of the Government of India, on receipt of report from Inter-University Board will be communicated to the Provincial Governments, and Universities in due course.

*Resolutions adopted by Dr. Tarachand Committee.*

After the discussion it was resolved that:—

(1) English as the medium of instruction at the University stage should be replaced during the next five years by Indian languages.

(2) Universities should within this period adopt the language of the State or Province or Region as the medium of instruction and examination. After the period of five years (from 1948) English will cease to be the medium of instruction and examination.

(3) There should be a compulsory test in the Federal language during the first degree course of the University but it should not affect the result of the degree examination.

(4) There should be facilities for instruction in the Federal language in all Indian Universities for students who wish to take it up as an optional subject.

It was resolved that Devnagri should be the script for the Federal language but for regional language the script will be the regional script or Devnagri as the region may choose.

"That during the transitional period English should remain as a compulsory second language in the higher courses. The knowledge to be acquired need not be of the literature of English, but it should enable students to study literature in their own subjects. The replacement of English as a medium of instruction should be gradual and staggered through transitory period."

As regards Scientific terminology it was resolved:—

(i) that as far as possible the scientific terminology used in the international world should be employed, but where there is no "international" terminology, words from the Indian languages should be adopted.

(ii) that the Central Government should set up immediately a Board, representatives of philologists, scientists and languages experts to work out a dictionary of Scientific Terminology for all modern Indian languages. This Board should be a permanent body, and should work in consultation with the Provinces and Universities. The work should be completed within a period of five years. The Central Government may be asked to allot a substantial sum for the purpose so that the work may start immediately,

(iii) that the Central Government should give a lead to the Provinces in getting text-books in science subjects in Federal language prepared which the Provinces may be able to adopt in their own language. Text books on other subjects should be prepared either by the University or Inter-University Board or the Provincial Government, Central Government should help them out of difficulties by financial assistance,

(iv) the Central Government should examine in all its hearings the question of extra-territorial jurisdiction of the various Universities in order to help in the solution of the language problem of linguistic minorities within a Province or State,

(v) Federal Service Examinations may be conducted through the language of the region, but candidates who are accepted by Government should be required to pass a test in the Federal language and to take a further training in that language.



## APPENDIX VIII.

## OUTLINES OF CONSTITUTION.

## I. Jurisdiction and Affiliation.

The University will have jurisdiction over what we would term "Gujarati-speaking areas". These areas will be defined, from time to time, by the Government of Bombay in the *official gazette*, and in the first instance will include the districts of Ahmedabad, Kaira, Surat, Broach, Panchmahals, and other districts created by the merger of Indian States and such Indian States having Gujarati-speaking population as agree to join the University. No area which has not a predominantly Gujarati-speaking population will be so included.

(2) No educational institutions situate within this area will be associated with or seek any privileges like affiliation to or recognition by any other University outside the area, and no educational institution, established outside this area will be associated with or seek any such privileges of this University. There will be no other University in this area which will have the privileges of affiliating any educational institutions.

(3) However, at any time after a period of five years, any educational centre in this area may apply to the Government, that the institutions in such a centre may be permitted to constitute themselves into a teaching and a residential local University, and consequent upon the Government enacting a law granting them such permission, they will cease to be within the jurisdiction of this University.

## II. Relations with institutions at Ahmedabad.

(4) In case any of the institutions at Ahmedabad and the University agree that the former be taken over by the University, the relations between the University and the institutions shall be as prescribed by the Senate by Statutes.

## III. Constituencies and Elections.

## A. Registered Graduates.

(5) The following persons will be entitled to register themselves:—

(i) Graduates of the Gujarat University,

(ii) Graduates of the Gujarat Vidyapeeth who have taken degrees at any time prior to the date the Gujarat University Act comes into force, and

(iii) Graduates of any other statutory Universities in India ordinarily residing in the region at the time the Gujarat University Act comes into force. The Register shall be open for such registration only for a period of 5 years from the date the Act comes into force.

(6) This Constituency will be divided into groups according to the faculties of the University. At the time of registration each graduate will indicate the Faculty in which he would like to be registered if he has more than one graduate's qualification. Ordinarily no graduate will be entitled to register in more than one such group.

(7) Each group will form a constituency and elect one representative to the Senate from among itself.

(8) Persons elected to the Senate will *ipso facto* be members of the respective Faculties and shall be assigned to any one Board of studies.

## B. College Teachers.

(9) This constituency shall consist of:—

(i) the Principals of affiliated colleges, Heads of recognised Post-graduate Institutions and Heads of University Departments, and

(ii) "College Teachers" as described below.

(10) Members of the staff of Affiliated colleges, institutions and departments taking part in imparting instructions, and who are not Demonstrators, Fellows and Tutors shall be termed "College Teachers" for the purposes of this Constituency.

(11) The Constituency will be divided into groups of Colleges. Zonal grouping will be according to the location of the institution; while the grouping for Faculties and Boards of Studies will be according to the degrees the college teachers hold and the subjects which they teach. The following will be the groups to start with :—

- (a) Ahmedabad,
- (b) Baroda,
- (c) Anand,
- (d) Surat, and
- (e) Saurashtra.

Colleges situated near any one of the above-mentioned centres will be deemed to belong to the group concerned.

(12) The Principals of Colleges, Heads of recognised Post-graduate Institutions and Heads of University Departments will be *ex-officio* Members of the Senate, the Faculty and the relevant Board of Studies.

(13) Registered College teachers in a Faculty in each College group will be entitled to elect one representative to the Senate from among themselves.

(14) No College teacher will be eligible for election to the Senate through any constituency except that of the Registered College teachers.

(15) College teachers elected to the Senate will also be Members of the respective Faculties and also of the Boards of Studies in the subject that he teaches.

(16) The Senate will also have power to make changes in the Faculties and Board of Studies to suit the changing requirements of the University. Ordinarily, no person who is registered under a particular Faculty will be permitted to change that registration. Similarly, no person should serve on more than one Board of Studies.

#### C. Secondary School Teachers.

(17) A. Principals or Headmasters of Recognised Schools.

B. Teachers of more than three years' standing as teachers in Recognised Schools.

(18) This Constituency will be divided into the following ones :—

1. Ahmedabad,
2. Kaira and Panchmahals,
3. Baroda,
4. Surat and Broach,
5. Saurashtra and Cutch.

(19) Each zone will elect one representative from Headmasters and one from the Teachers. The Headmasters of each zone will elect one from themselves. The teachers excluding the headmasters from each zone will elect one from amongst themselves.

(20) Neither the headmasters nor teachers will be eligible to stand for election to the Senate from any other constituency.

(21) The person elected will automatically belong to the Faculty and also the Board of Studies of his choice under the Faculty. Ordinarily, no Member will be permitted to change the Faculty or the Board of Studies to which he is assigned.

#### D. Donors.

(22) The Senate will maintain a Register of persons who donate Rs. 1,00,000 or over to an affiliated or a recognised institution, or to the University. Persons enrolled on this Register will form the Donors' Constituency.

(23) In cases where such person is a family, trust, firm or company, the person will be entitled to nominate, from time to time, its representative to be entered in the Register.

(24) Individuals will be entitled to continue on the Register for their natural lives and families, trusts, firms or companies shall be entitled to nominate representatives as above and to continue on the Register for a period of 30 years only.

(25) Persons so registered shall be entitled to elect from amongst themselves or otherwise five representatives to the Senate; provided, however, that so long as the number of persons so registered is 5, or less than 5, each one of them will be entitled to nominate himself or any other individual as a Member of the Senate, till the next periodical election of the Senate.

### E. Municipalities.

(26) The Members of the Municipalities of Ahmedabad, Baroda, Surat and a Municipality designated by the Government of Saurashtra will each elect one representative to the Senate from amongst their members.

### F. The Bombay Legislature.

(27) The Members of the Bombay Legislature will elect one representative to the Senate from amongst themselves.

### G. The Ahmedabad Millowners' Association.

(28) The Members of the Ahmedabad Millowners' Association will elect one representative to the Senate from amongst themselves.

### H. School Boards and Rural Development Boards.

(29) The Members of District School Boards in Gujarat and similar Boards in Baroda, Saurashtra and Cutch will form one Constituency and elect one representative to the Senate from amongst themselves.

## IV. Authorities.

### A. The Senate.

(30) The Senate will be composed as following Members :—

#### (a) Ex-officio Members :

(i)	The Chancellor	..	..	..	1	
(ii)	The Vice-Chancellor	..	..	..	1	
(iii)	The out-going Vice-Chancellor	..	..	..	1	
(iv)	The Rector, if any	..	..	..	1	
(v)	The Registrar	..	..	..	1	
(vi)	The Director of Public Instruction	..	..	..	1	
(vii)	Principals of Colleges—affiliated to the University.				30	(about)
(viii)	Heads of recognised Post Graduate institutions	..	..	..	3	(about)
(ix)	Heads of University Departments	..	..	..	—	
(x)	Ex-officio Members as determined by the Statutes.				5	
(xi)	Vice-Chancellors of the Universities of Bombay, Poona, and Karnatak	..	..	..	3	

#### (b) Ordinary Members nominated by the Chancellor as specified below :

(i)	Representatives of Social Service organisations in Rural area such as the Bhil Seva Mandal, Harijan Sevak Sangh, Charkha Sangh, Village Industries Association, Nai Talim Sangh, etc.	..	..	..	6	
(ii)	Representatives of Labour interests	..	..	..	1	
(iii)	Chancellor's Nominees	..	..	..	10	

#### (c) Ordinary Members elected by constituencies as mentioned above :

(i)	Registered Graduates	..	..	..	7	
(ii)	Registered College Teachers	..	..	..	35	
(iii)	Registered Secondary School Teachers	..	..	..	10	
(iv)	Registered Donors	..	..	..	5	
(v)	Municipalities	..	..	..	4	
(vi)	The Bombay Legislature	..	..	..	1	
(vii)	District School Boards	..	..	..	1	
(viii)	The Ahmedabad Millowners' Association	..	..	..	1	

(31) The Senate should have powers and perform duties broadly on the lines laid down in the Poona University Act,\* the important departure therefrom being that it should have powers to borrow within certain limits, provided the Senate passes the proposal by a  $\frac{2}{3}$  majority of those present at a special meeting convened for the purpose.

\* Vide footnote A.

(11) The Constituency will be divided into groups of Colleges. Zonal grouping will be according to the location of the institution ; while the grouping for Faculties and Boards of Studies will be according to the degrees the college teachers hold and the subjects which they teach. The following will be the groups to start with :—

- (a) Ahmedabad,
- (b) Baroda,
- (c) Anand,
- (d) Surat, and
- (e) Saurashtra.

Colleges situated near any one of the above-mentioned centres will be deemed to belong to the group concerned.

(12) The Principals of Colleges, Heads of recognised Post-graduate Institutions and Heads of University Departments will be *ex-officio* Members of the Senate, the Faculty and the relevant Board of Studies.

(13) Registered College teachers in a Faculty in each College group will be entitled to elect one representative to the Senate from among themselves.

(14) No College teacher will be eligible for election to the Senate through any constituency except that of the Registered College teachers.

(15) College teachers elected to the Senate will also be Members of the respective Faculties and also of the Boards of Studies in the subject that he teaches.

(16) The Senate will also have power to make changes in the Faculties and Boards of Studies to suit the changing requirements of the University. Ordinarily, no person who is registered under a particular Faculty will be permitted to change that registration. Similarly, no person should serve on more than one Board of Studies.

#### C. Secondary School Teachers.

(17) A. Principals or Headmasters of Recognised Schools.

B. Teachers of more than three years' standing as teachers in Recognised Schools.

(18) This Constituency will be divided into the following ones :—

1. Ahmedabad,
2. Kaira and Panchmahals,
3. Baroda,
4. Surat and Broach,
5. Saurashtra and Cutch.

(19) Each zone will elect one representative from Headmasters and one from the Teachers. The Headmasters of each zone will elect one from themselves. The teachers excluding the headmasters from each zone will elect one from amongst themselves.

(20) Neither the headmasters nor teachers will be eligible to stand for election to the Senate from any other constituency.

(21) The person elected will automatically belong to the Faculty and also the Board of Studies of his choice under the Faculty. Ordinarily, no Member will be permitted to change the Faculty or the Board of Studies to which he is assigned.

#### D. Donors.

(22) The Senate will maintain a Register of persons who donate Rs. 1,00,000 or over to an affiliated or a recognised institution, or to the University. Persons enrolled on this Register will form the Donors' Constituency.

(23) In cases where such person is a family, trust, firm or company, the person will be entitled to nominate, from time to time, its representative to be entered in the Register.

(24) Individuals will be entitled to continue on the Register for their natural lives and families, trusts, firms or companies shall be entitled to nominate representatives as above and to continue on the Register for a period of 30 years only.

(25) Persons so registered shall be entitled to elect from amongst themselves or otherwise five representatives to the Senate ; provided, however, that so long as the number of persons so registered is 5, or less than 5, each one of them will be entitled to nominate himself or any other individual as a Member of the Senate, till the next periodical election of the Senate.

**E. Municipalities.**

(26) The Members of the Municipalities of Ahmedabad, Baroda, Surat and a Municipality designated by the Government of Saurashtra will each elect one representative to the Senate from amongst their members.

**F. The Bombay Legislature.**

(27) The Members of the Bombay Legislature will elect one representative to the Senate from amongst themselves.

**G. The Ahmedabad Millowners' Association.**

(28) The Members of the Ahmedabad Millowners' Association will elect one representative to the Senate from amongst themselves.

**H. School Boards and Rural Development Boards.**

(29) The Members of District School Boards in Gujarat and similar Boards in Baroda, Saurashtra and Cutch will form one Constituency and elect one representative to the Senate from amongst themselves.

**IV. Authorities.**

**A. The Senate.**

(30) The Senate will be composed as following Members :—

(a) *Ex-officio Members :*

(i) The Chancellor .. .. .	1	
(ii) The Vice-Chancellor .. .. .	1	
(iii) The out-going Vice-Chancellor .. .. .	1	
(iv) The Rector, if any .. .. .	1	
(v) The Registrar .. .. .	1	
(vi) The Director of Public Instruction .. .. .	1	
(vii) Principals of Colleges—affiliated to the University.	30	(about)
(viii) Heads of recognised Post Graduate institutions ..	3	(about)
(ix) Heads of University Departments .. .. .	—	
(x) <i>Ex-officio</i> Members as determined by the Statutes.	5	
(xi) Vice-Chancellors of the Universities of Bombay, Poona, and Karnatak .. .. .	3	

(b) *Ordinary Members nominated by the Chancellor as specified below :*

(i) Representatives of Social Service organisations in Rural area such as the Bhil Seva Mandal, Harijan Sevak Sangh, Charkha Sangh, Village Industries Association, Nai Talim Sangh, etc. .. .. .	6
(ii) Representatives of Labour interests .. .. .	1
(iii) Chancellor's Nominees .. .. .	10

(c) *Ordinary Members elected by constituencies as mentioned above :*

(i) Registered Graduates .. .. .	7
(ii) Registered College Teachers .. .. .	35
(iii) Registered Secondary School Teachers .. .. .	10
(iv) Registered Donors .. .. .	5
(v) Municipalities .. .. .	4
(vi) The Bombay Legislature .. .. .	1
(vii) District School Boards .. .. .	1
(viii) The Ahmedabad Millowners' Association .. .. .	1

(31) The Senate should have powers and perform duties broadly on the lines laid down in the Poona University Act,\* the important departure therefrom being that it should have powers to borrow within certain limits, provided the Senate passes the proposal by a 2/3 majority of those present at a special meeting convened for the purpose.

\* Vide footnote A.

### B. The Faculties.

(32) There will be seven Faculties for the time being :—Arts, Science, Technology (including Engineering), Agriculture, Law, Medicine, and Education.

(33) Each Faculty will be composed of the following persons :—

(A)—*Ex-officio* :

- (a) Member of the Senate from Registered Graduates Constituency 1
- (b) Member of the Senate From College Teachers Constituency ... 5
- (c) As many Principals, Heads of recognised Institutions, and University Departments as are registered under the Faculty ...

(B)—*Elected* :

- (d) Such Members of the Senate from the Secondary Teachers' Constituency as are assigned to it by the Senate.
- (e) College Teachers, other than those who are Members of the Senate, teaching subjects which fall within the jurisdiction of a Board of Studies, will constitute a group. This group will elect from themselves 2 members of at least 5 years' standing as College Teachers to the Faculty concerned.

(34) The powers and duties of the Faculty shall be such as may be prescribed by the Senate by Statutes.

### C. Deans of Faculties.

(35) The Members of the Faculty will elect one of themselves who is a Member of the Senate as the Dean of the Faculty. He will be responsible for the due observance of the Statutes, Ordinances and regulations relating to the Faculty.

### D. Boards of Studies.

(36) The Senate will decide the number of Boards of Studies, under each Faculty.

(37) Members of the Faculty will be *ex-officio* members of the Board which they have elected to serve.

(38) Each Board may co-opt additional members, not exceeding  $\frac{1}{3}$  the strength of the co-opting members. Such co-opted members will have no other privileges, by the reason of the co-option except what they enjoy as members of such Boards. Each Board will elect its own Chairman.

(39) The powers and duties of the Board of Studies shall be such as may be prescribed by the Statutes.

### E. The Academic Council.

(40) The Academic Council will have the following members :—

(i) The Vice-Chancellor	...	...	...	...	1
(ii) The Rector, if any	...	...	...	...	1
(iii) The Registrar	...	...	...	...	1
(iv) Deans of Faculties	...	...	...	...	7
(v) Chairman of the Boards of Studies	...	...	...	...	25 (about)
(vi) Heads of recognised Post-graduate Institutions	...	...	...	...	3 (about)
(vii) Heads of University Departments	...	...	...	...	—
(viii) Representatives of Principals of Colleges	...	...	...	...	3

(41) The Academic Council will have the control and the general regulation of, and be responsible for, the maintenance of the standards of teaching and examinations of the University, and will generally exercise the powers and perform duties more or less on the lines in the Poona University Act\*.

### F. The Syndicate.

(42) The Syndicate will consist of the following persons :—

(i) The Vice-Chancellor	...	...	...	...	1
(ii) Rector, if any	...	...	...	...	1

\* Vide footnote B.

(iii) Deans elected from amongst themselves by Deans of Faculties	...	...	...	...	2
(iv) Members of the Senate elected by the Senate from amongst those members who are not Principals or College Teachers or Secondary School Teachers	...	...	...	...	8
(v) One member elected from amongst themselves by Heads of University-Departments (including University Colleges, if any)	...	...	...	...	1
(vi) Principals, one being elected by the Principals of each zone	...	...	...	...	5

(43) The Syndicate will be the executive body of the University, and subject to the Statutes and resolutions of the Senate, will carry on the functions of the University on behalf of the Senate.\*

## V. OFFICERS.

### A. The Chancellor :

(44) The Governor of the Province will be the Chancellor; he will be the Head of the University, and the President of the Senate. He will have the right to cause an inspection to be made of the University and its workings and he will communicate his findings to the Syndicate which will advise the Senate about action that the Syndicate deems necessary.

### B. The Vice-Chancellor :

(45) The Vice-Chancellor will be nominated by the Chancellor for a period of 3 years.

(46) He will be the Principal officer of the University and will, in the absence of the Chancellor, preside at the meetings of the Senate. He will be an Ex-officio Member of the Senate, Chairman of the Syndicate, the Academic Council, and unless otherwise decided also of other committees. It will be the duty of the Vice-Chancellor to see that the University Act, the Statutes, Ordinances, and regulations are duly observed. He will be deemed to have all the powers necessary for this purpose.

### C. The Rector :

(47) If the Vice-Chancellor holds office in an honorary capacity, a Rector may be appointed as a whole-time salaried officer by the Chancellor on the recommendation of the Vice-Chancellor. When so appointed, he will be the Deputy of the Vice-Chancellor in all matters executive and academic including supervision of the work of the University and all institutions under it.

### D. The Registrar :

(48) The Registrar will be a whole time permanent salaried officer and will be appointed by the Syndicate. He will be the custodian of all the records, common seal and other property of the University and will be the Secretary to, and keep records of the proceedings of, the Syndicate, the Senate and the Academic Council, and any committees appointed by these bodies. He will be in-charge of examinations.

## VI. THE TERMS OF OFFICE.

(49) The terms of office of all members, all authorities and all officers shall be five years, unless otherwise stated and each will hold office till the successor is appointed, elected or formed.

### FOOT NOTE A

(1) *Powers and duties of the Senate.*—Subject to such conditions as may be prescribed by or under the provisions of this Act, the Senate shall exercise the following powers and perform the following duties, namely :—

(i) to make provision for instruction, teaching and training in such branches of learning and courses of study as it may think fit, for research and for the advancement and dissemination of knowledge ;

(ii) to make such provision as will enable affiliated colleges and recognised institutions to undertake specialization of studies and to organise and make provision for common laboratories, libraries, museums and other equipment for teaching and research ;

\* Vide footnote C.

(iii) to establish and maintain colleges, departments and institutes of research and specialized studies ;

(iv) to institute professorships, readerships, lecturerships and any other post of teachers required by the University ;

(v) to institute fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;

(vi) to institute and confer degrees, titles, diplomas and other academic distinctions ;

(vii) to confer, on the recommendation of the Syndicate, honorary degrees, titles or other academic distinctions ;

(viii) to make, amend or repeal the Statutes ;

(ix) to consider, cancel, refer back but not amend Ordinances ;

(x) to consider and pass resolutions on the annual reports and annual accounts ;

(xi) to consider the annual financial estimates prepared by the Syndicate and pass resolutions with reference thereto ;

(xii) to elect office-bearers and authorities as provided in the Act and the Statutes and

(xiii) to exercise such other powers and perform such other duties as may be conferred or imposed upon it by this Act or the Statutes Ordinances and Regulations.

(2) The powers and duties under clauses (i) to (xiii) of sub-section (1) shall not be exercised except upon the recommendations made by the Syndicate and the Academic Council.

#### FOOT NOTE B

(1) *Powers and duties of the Syndicate.*—Subject to such conditions as may be prescribed by or under the provisions of this Act, the Syndicate shall exercise the following powers and perform the following duties, namely:—

(i) to hold, control and administer the property and funds of the University ;

(ii) to enter into, vary, carry out and cancel contracts on behalf of the University in the exercise or performance of the powers and duties assigned to it by the Act and the Statutes ;

(iii) to determine the form, provide for the custody and regulate the use, of the common seal of the University ;

(iv) to administer funds placed at the disposal of the University for specific purposes ;

(v) to frame the annual financial estimates of the University and to submit them to the Senate ;

(vi) to make provision for buildings, premises, furniture, apparatus and other means needed for carrying on the work of the University ;

(vii) to accept on behalf of the University bequests, donations and transfers of any moveable or immovable property to the University ;

(viii) to transfer any moveable or immovable property on behalf of the University ;

(ix) to manage and regulate the finances, accounts and investments of the University ;

(x) to make provision for the maintenance of—

(a) University Officers' Training Corps or other similar training Corps ;

(b) Students' Unions ;

(c) Sports and Athletic Clubs ;

(d) Employment Bureaux ;

(xi) to manage colleges, departments, institutes of research or specialized studies, laboratories, libraries, museums and hostels maintained by the University ;

(xii) to recognize hostels ;

(xiii) to arrange for and direct the inspection of affiliated colleges, recognized institutions and hostels, to issue instructions for maintaining their efficiency and for ensuring proper conditions of employment for members of their staff, and in case of disregard of such instructions, to recommend modification of the conditions of their affiliation or recognition or take such other steps as it deems proper ;



(xiv) to call for reports, returns and other information from colleges, recognized institutions or hostels ;

(xv) to supervise and control the residence, conduct and discipline of the students of the University and to make arrangements for promoting their health and general welfare ;

(xvi) to recommend to the Senate the conferment of honorary degrees, titles and academic distinctions in the manner prescribed by the Statutes ;

(xvii) to award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;

(xviii) to appoint teachers and servants of the University fix their emoluments, if any, and define their duties and the conditions of their service and discipline ;

(xix) to recognise a member of the staff of an affiliated college or recognized institution as a professor, reader, lecturer or teacher of the University and withdraw such recognition ;

(xx) to appoint examiners, to fix their remuneration and to arrange for the conduct of, and for publishing the results of, the University examinations and other tests ;

(xxi) to fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(xxii) to make, amend and cancel the Ordinances ;

(xxiii) to accept, reject or refer back Regulations framed by the Academic Council ;

(xxiv) to exercise such other powers and perform such other duties as may be conferred or imposed on it by this Act, Statutes, Ordinances and Regulations ;

(xxv) to exercise all powers of the University not otherwise provided for in the Act or the Statutes and all other powers which are requisite to give effect to the provisions of this Act or the Statutes.

(2) The Syndicate shall make a report to the Senate about all acceptances or transfers of property referred to in clause (vii) of sub-section (1).

(3) The Syndicate shall not transfer any immovable property without the previous sanction of the Senate.

(4) The Syndicate may by Ordinances appoint Committees to carry out its administrative work and define their constitution, functions and tenure.

#### FOOT NOTE C

(1) *Powers and duties of the Academic Council.*—The Academic shall have the control and general regulation of, and be responsible for, the maintenance of the standards of teaching and examinations within the University.

(2) Without prejudice to the generality of the foregoing provisions and subject to such conditions as may be prescribed by or under the provisions of this Act, the Academic Council shall exercise the following powers and perform the following duties, namely :—

(i) to make Regulations laying down courses of study ;

(ii) to make Regulations regarding the special courses of study or division of subjects in constituent and other affiliated colleges and in recognized institutions ;

(iii) to arrange for co-ordination of studies and teaching in constituent and other affiliated colleges and in recognized institutions ;

(iv) to promote research within the University ;

(v) to make proposals for allocating subjects to the Faculties and to assign its own members to the Faculties ;

(vi) to make proposals for the establishment of colleges, departments, institutes of research and specialized studies, libraries, laboratories and museums ;

(vii) to make proposals for the institution of professorships, readerships lecture-ships and any other posts of teachers required by the University and for prescribing the duties and fixing the emoluments of such posts ;

(viii) to make proposals for the institution of fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes and to make Regulations for their award ;

(ix) to make Regulations regarding the examinations of the University and the conditions on which students shall be admitted to such examinations ;

(x) to make Regulations prescribing equivalence of examinations ;

(xi) to make Regulations prescribing the manner for granting exemptions from approved courses of studies in the University or in affiliated Colleges for qualifying for degrees, titles, diplomas and other academic distinctions ;

(xii) to exercise such other powers and perform such other duties as may be conferred or imposed on it by this Act, Statutes, Ordinances and Regulations ; and

(xiii) generally to advise the University on all academic matters.

## APPENDIX IX.

*A statement showing the total number of Gujarati Candidates registered at each centre in Gujarat at the Matriculation Examination of March 1944, 1945, 1946, 1947 and 1948.*

Centres.	Years.				
	1944.	1945.	1946.	1947.	1948.
1. Ahmedabad...	2,270	2,165	2,536	2,246	2,781
2. Baroda ...	2,553	2,295	1,379	2,643	2,895
3. Surat ...	1,337	1,267	1,205	1,267	1,371
4. Anand ...	800	720	683	733	907
5. Navsari ...	509	697	778	849	974
6. Rajkot ...	1,027	1,020	1,210	1,373	1,666
7. Bhavnagar ...	832	791	964	1,110	1,307
8. Nadiad ...	.....	544	506	608	637
9. Broach ...	.....	.....	486	592	534
10. Junagarh ...	300	212	224	302	.....
Total ...	9,628	9,711	1,0961	1,1723	13072

## APPENDIX X.

## BOYS' SCHOOLS.

District.	Area.	Number of High Schools.	Number of Pupils.	Number of Teachers.
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## 1. High Schools.

District.	Sq. Miles.	Number of High Schools.	Number of Pupils.	Number of Teachers.
Ahmedabad	3879	32	19346	
Kaira ...	1617	27	12792	...
Panchmahal	1608	7	3192	...
Broach ...	1590	10	4472	...
Surat ...	1655	23	11411	...
Total..	99		51213	1948*

District.	Number of Middle Schools.	Number of Pupils.	Number of Teachers.
-----------	---------------------------	-------------------	---------------------

## 2. Middle Schools.

Ahmedabad	...	10	2049	..
Kaira ...	...	13	1423	..
Panchmahal	...	7	549	..
Broach ...	...	2	274	..
Surat ...	...	18	3080	...
Total ..	50		7375	467

District.	Number of Classes.	Number of Pupils.	Number of Teachers.
-----------	--------------------	-------------------	---------------------

## 3. English Classes attached to Primary Schools.

Ahmedabad	...	28	1633	..
Kaira ...	...	56	2313	..
Panchmahal	...	2	102	..
Broach ...	...	19	657	..
Surat ...	...	43	1696	..
Total..	148		6401	7718*

The numbers and figures are from the office of Educational Inspector, Northern Division, Ahmedabad, as showing the position on 31st March 1948.

\*These figures are of the year 1947.

## † GIRLS' SCHOOLS.

District.			Number of High Schools.	Number of Pupils.	Number of Teachers.
1. <i>High Schools.</i>					
Ahmedabad ...	...	...	6	2306	..
Kaira ...	...	...	...	...	..
Panchmahal ...	...	...	...	...	..
Broach ...	...	...	1	262	..
Surat ...	...	...	6	2024	..
	Total ..	...	13	4592	180*
2. <i>Middle Schools.</i>					
District.			Number of Middle Schools.	Number of Pupils.	Number of Teachers.
Ahmedabad ...	...	...	2	138	..
Kaira ...	...	...	1	267	..
Panchmahal ...	...	...	1	85	..
Broach ...	...	...	...	...	..
Surat ...	...	...	1	13	..
	Total ..	...	5	503	57*
3. <i>English Classes attached to Primary Schools.</i>					
District.			Number of Classes.	Number of Pupils.	Number of Teachers.
Ahmedabad ...	...	...	11	1433	..
Kaira ...	...	...	5	240	..
Panchmahal ...	...	...	...	...	..
Broach ...	...	...	3	80	..
Surat ...	...	...	1	19	...
	Total ..	...	20	1772	..*

\*These figures are of 1947, as those of 1948 are not available.

†Educational Inspector, Northern Division, Ahmedabad.

## APPENDIX XI.

*List of Training Colleges for Primary Teachers in Gujarat.\**

	Number of Teachers.	Number of Candidates.
<b>Ahmedabad—</b>		
1 Promchand Raichand Training College, Ahmedabad.	13	189
2 Mahalaxmi Training College ..	13	134
3 Urdu Training College ..	6	76
4 C. N. Vidyapeeth (including P. T. Teachers) ..	8	10
<b>Kaira—</b>		
1 Government Training College, Kathlal	7	78
2 M. A. Adhyapan Mandir, Anand ..	11	77
3 T. C. W., Borsad .. ..	11	55
<b>Panchmahal—</b>		
1 Government Training College, Godhra ..	7	43
2 T. C. W., Godhra .. ..	10	79
<b>Broach—</b>		
1 D. L. B. T. College, Amod .. ..	7	69
2 V. T. College, Ankleshwar .. ..	8	32
<b>Surat</b>		
1 S. J. J. Training College, Surat ..	12	156
2 B. T. College, Katargam .. ..	10	51

\*Numbers and figures are from the office of the Educational Inspector, Northern Division, Ahmedabad.

## APPENDIX XII.

## PRIMARY SCHOOLS.

District	Area	Number of Primary schools for boys.	Number of boys.	Number of Primary Schools for girls.	Number of girls.	Teachers.
1	2	3	4	5	6	7
	Sq. Miles.					
Ahmedabad ...	3,879 ..	714	89,682	124	27,071	3,494
Kaira ...	1,617 ..	738	83,004	107	17,990	2,716
Panchmahals ...	1,608 ..	375	37,735	40	5,651	1,407
Broach ...	1,590 ..	380	43,995	75	12,351	1,404
Surat ...	1,855 ..	754	90,022	98	20,124	2,848
	Total ..	2,961	3,54,438	444	83,187	11,871

(including municipal schools of Local Authority and Non-Local Authority.)

\*The figures are from the office of the Educational Inspector, Northern Division, Ahmedabad, and show the position as on 31st March 1948.

## APPENDIX XIII.

Statement showing information about High Schools in Northern Division with the number of students in each of them on 31st March 1948.

No.	Name of the High School.	Number of pupil on rolls on 31st March 1948.
1	2	3
<b>BOYS' HIGH SCHOOLS</b>		
<i>Ahmedabad District.</i>		
1	R. C. Comm. High School, Ahmedabad ... ..	213
2	P. & R. High School, Prantij ... ..	479
3	B. & H. High School, Dbandhuka ... ..	358
4	Municipal High School, Sanand ... ..	267
5	Tutorial High School, Three Gates, Ahmedabad ... ..	916
6	Tutorial High School, Kalupur, Ahmedabad ... ..	1,023
7	City High School, Ahmedabad ... ..	1,399
8	J. L. New English School, Ahmedabad ... ..	464
9	L. P. Mission High School, Ahmedabad ... ..	386
10	Model High School, Ahmedabad ... ..	419
11	M. G. High School, Virangam ... ..	711
12	Modasa High School, Modasa ... ..	544
13	S. H. High School, Dholka ... ..	632
14	Anjuman Islam High School, Ahmedabad ... ..	385
15	Fellowship High School, Ahmedabad ... ..	713
16	Thakar's High School, Ahmedabad ... ..	318
17	Navchetan High School, Ahmedabad ... ..	687
18	M. P. Pandya High School, Jetalpur ... ..	316
19	New Education High School, Ahmedabad ... ..	885
20	Saraswati High School, Ahmedabad ... ..	473
21	Janmabhumi High School, Ranpur ... ..	290
22	Premier High School, Ahmedabad ... ..	440
23	Shahpur Tutorial High School, Ahmedabad ... ..	616
24	A. K. Vidyamandir, Bavla ... ..	286
25	Maharashtra Shiksan Mandal High School, Bhadra, Ahmedabad ... ..	188

No.	Name of the High School.	Number of pupils on rolls on 31st March 1948.
1	2	3
26	St. Xavier's High School, Ahmedabad	238
27	New High School, Ahmedabad	2,285
28	Modern High School, Ahmedabad	149
29	C. N. Vidyalaya, Ahmedabad	979
30	Proprietary High School, Ahmedabad	1,235
31	A. V. School, Talod	233
32	Bharati Vidyalaya, Ahmedabad	570
<i>Kaira District.</i>		
33	Government High School, Nadiad	328
34	Lokahala Class, Nadiad	44
35	Municipal High School, Kapadvanj	561
36	Sheth J. H. Sonawala High School, Mehmedabad	364
37	E. M. High School, Kaira	445
38	Jubilee Institute, Umreth	640
39	New English School, Nadiad	1,104
40	Sansthan High School, Dakor	676
41	Saraswati High School, Nadiad	542
42	Sardar V. P. High School, Karamsad	666
43	Sharda High School, Anand	741
44	E. M. High School, Borsad	999
45	Coronation High School, Uttersanda	528
46	City High School, Nadiad	315
47	H. M. Dave Sarvajanic High School, Umreth	520
48	D. N. High School, Anand	664
49	V. B. High School, Sunav	498
50	Vasandas High School, Virvad	376
51	Pioneer High School, Anand	340
52	J. M. Desai High School, Thasra	312
53	Mahudha Kelavni Mandal High School, Mahudha	262
54	Sheth M. R. High School, Kathlal	332



No.	Name of the High School.	Number of pupils on rolls on 31st March 1948
1	2	3
55	C. N. Vidyalaya, Kapadwanj	346
56	Basudiwala Public High School, Nadlad	471
57	Sardar Patel Vinay Mandir, Ode	391
58	Motibhai Venibhai English School, Sarva	224
59	Muslim Commercial High School, Anand	113
<i>Panchmahal District.</i>		
60	Telang Agriculture High School, Godhra	77
61	New High School, Godhra	544
62	New High School, Dohad	1,032
63	M. G. Sarvajanic High School, Kalol	437
64	M. S. High School, Halol	335
65	New Era High School, Godhra	316
66	Iqbal Anglo Urdu High School, Godhra	351
<i>Broach District.</i>		
67	R. S. Dalal High School, Broach	487
68	E. N. Ginwala High School, Anklewar	551
69	Municipal High School, Jambusar	508
70	Union High School, Broach	739
71	Pioneer High School, Broach	826
72	Narmada High School, Shuklatirth	166
73	Shah N. N. M. Chamadia High School, Amod	406
74	Palej High School, Palej	309
75	Anglo Urdu High School, Hansot	335
76	L. C. Sheth High School, Hansot	159
<i>Surat District.</i>		
77	D. S. & B. B. Sarvajanic High School, Abrams	361
78	L. P. Mission High School, Surat	667
79	T. & T. V. Sarvajanic High School, Surat	1,338

No.	Name of the High School.	Number of pupils on rolls on 31st March 1948.
1	2	3
80	Union High School, Surat	862
91	Sir J. J. English School, Surat	223
92	D. C. O. Sarvajanic High School, Pardi	338
93	M. M. Pipardiwala High School, Render	422
84	Bai Avabai High School, Bulsar	754
95	Mandvi High School, Mandvi	257
96	D. E. Italia High School, Chikhli	516
97	N. G. Jhaveri Jain High School, Surat	481
98	Proprietary English School, Surat	903
99	H. D. Sarvajanic High School, Amalsad	486
90	Kadod High School, Kadod	379
91	G. V. Desai Sarvajanic High School, Bulsar	729
92	M. N. Vidyalaya, Khadsupa	349
93	Haripura Sarvajanic High School, Surat	1,023
94	B. A. B. S. High School, Bardoli	464
95	Varad Sarvajanic High School, Rayam	339
96	Anglo Urdu High School, Surat	221
97	Sheth G. H. & D. J. Sarvajanic High School, Bagwada	279
98	Jivan Bharati Secondary Section, Surat	126
99	Sheth R. G. Achhariwala High School, Vapi	176

*Girls' High Schools.*

Ahmedabad District.

100	Government Girls' High School, Ahmedabad	241
101	Municipal Girls' High School, Ahmedabad	467
102	R. B. M. K. Girls' High School, Ahmedabad	504
103	Girls' Own High School, Ahmedabad	785
104	Mount Carmel Girls' High School, Ahmedabad	110
105	Thaker's High School for Girls, Ahmedabad	199

No.	Name of the High School.	Number of pupils on rolls on 31st March 1948.
1	2	3
<i>Kaira District—Nil</i>		
<i>Panchmahals District—Nil</i>		
<i>Broach District.</i>		
106	M. W. Parsi Girls' High School, Broach ...	262
<i>Surat District.</i>		
107	I. P. Mission Girls' High School, Surat ...	236
108	C. G. S. Mahila Vidyalaya Mandal's Girls' High School, Surat ...	504
109	Bai P. M. Patel Girls' High School, Surat ...	76
110	Sarvajanik Girls' High School, Surat ...	778
111	C. G. S. M. V. M. Ambada Haripura Girls' High School, Surat ...	253
112	Madressa Taibiya Girls' High School, Surat ...	177
<b>Total ...</b>		<b>65,805</b>

## APPENDIX XIV.

*Statistical Information of Income and Expenditure of other Universities.*

INCOME.						
Name of the University.	Government Grants.	Fees.	Endowments or interest of investments.	Other sources.	Total.	
1	2	3	4	5	6	
Delhi	3,99,013	2,19,460	....	34,450	6,42,863	
Patna	1,09,300	3,28,663	....	....	4,35,963	
Lucknow	10,77,181	6,10,232	....	3,33,143	20,20,556	
Agra	40,000	3,13,000	....	53,000	4,11,000	
Dacca	7,07,000	1,53,000	....	80,000	9,40,000	
Mysore	21,50,550	8,33,500	26,000	....	30,10,050	
Annamalai	5.2 lacs	2.30 lacs	2.45 lacs	....	9.95 lacs	
Andhra	2,07,000	4,38,000	....	6,87,000	13,30,000	
Madras	8,47,000	9,64,130	3,38,660	1,04,200	21,54,190	
Nagpur	1,08,000	2,69,680	....	....	3,77,680	

EXPENDITURE						
	General Administration.	Faculties	Library	Laboratories.	Other Miscellaneous	Total.
1	2	3	4	5	6	7
Delhi	1,07,000	2,93,370	57,000	..	2,24,630	6,82,000
Patna	..	..	..	..	..	4,71,720
Lucknow	1,78,423	16,14,000	..	..	2,83,088	20,75,511
Agra	..	..	..	..	..	3,59,790
Dacca	1,20,064	5,19,324	44,570	87,362	4,30,068	12,02,738
Mysore	..	..	..	..	..	35,55,000
Annamalai	..	..	..	..	..	11,00,000
Andhra	2,35,000	4,34,000	25,000	..	..	6,94,000
Madras	9,02,703	4,02,940	89,778	..	7,58,769	21,54,190
Nagpur	..	..	..	..	..	4,71,720

## APPENDIX XV.

*Estimate of Expenditure during the first five years.*

## RECURRING

No.	Name.	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.
1	Affiliating side. ...	1,00,000	2,00,000	2,50,000	3,22,000	3,22,000
2	Teaching side. ...	1,00,000	1,50,000	2,00,000	3,00,000	3,00,000
3	Library ...	.....	50,000	50,000	50,000	50,000
4	Laboratory ...	.....	1,00,000	1,00,000	1,00,000	1,00,000
	Total:	2,00,000	5,00,000	6,00,000	7,72,000	7,72,000

## NON-RECURRING

No.	Name	1st Year	2nd Year	3rd Year	4th Year	5th Year	6th Year
1	Publishing ...	1,50,000	3,00,000	50,000	50,000	50,000	6,00,000
2	University ...	5,00,000	4,00,000	3,00,000	55,000	...	12,55,000
3	Library ...	...	2,50,000	2,50,000	...	...	5,00,000
4	Residential Section. ...	10,00,000	10,00,000	5,00,000	5,00,000	2,50,000	32,50,000
	Total:	16,50,000	19,50,000	11,00,000	6,05,000	3,00,000	56,05,000

## APPENDIX XVI.

*Grants given to each College and Research Institute in the year 1947-48.*

Name of Institution.	Amount of grant paid during 1947-48
	Rs.
1 L. D. Arts College and M. G. Sc. Institute, Ahmedabad ...	10,000.
2 M. T. B. College, Surat ... ..	15,000
3 Gujarat Vernacular Society, Ahmedabad ...	12,000

## NOTES.

*Notes by Dr. M. D. Patel, Member of the Committee.*

## 1. MEDIUM OF INSTRUCTION.

I agree in general with the recommendations made by the Committee as to the medium of instruction, but I am against the incorporation of these recommendations in the Act as directives to the University. As All India policy regarding the medium of instruction for higher education is not yet definitely decided it is advisable to leave the matter for the future University authorities to decide as done in the case of the Poona University.

## 2. FORM AND JURISDICTION OF THE UNIVERSITY.

In Gujarat there are at present four groups of Colleges, at Ahmedabad, Anand, Baroda and Surat promoted, conducted and being developed as a result of local initiative and support. Colleges at each of these centres are not simply conducting under-graduate courses, but are also important centres for post-graduate teaching and research. The Committee's recommendations are that the University for Gujarat should be an affiliating one with compulsory affiliation for all the Colleges in Bombay, Gujarat and at the same time it should start a residential and teaching centre at the seat of the University. Other centres to be encouraged to develop into the residential and teaching centres.

I am of the view that the type of the University recommended by the Committee will not help in the reorganisation and reorientation of higher education in Gujarat. The modern trend in reform of higher education is for establishing residential and teaching Universities and not a combination of affiliating with residential and teaching. In the type of the University recommended by the Committee the affiliating side is bound to suffer as the University's finances will mostly be utilised for the development of the residential and teaching side at the seat of the University. This fear was expressed by the majority of witnesses examined by the University Committee. That this fear is not imaginary will be seen by referring to the recommendations of the Committee regarding finance. For affiliating side the capital expenditure at the grant of the University for land and building is estimated at Rs. 11,55,000 and the recurring Rs. 11,94,000 for a period of 5 years while for residential and teaching side at the seat of the University for the same period the expenditure is estimated at Rs. 32,50,000 for capital and Rs. 10,50,000 for recurring. *This means that during the five years' period the other centres will be encouraged to develop without any financial help from the University.*

The recommendations of the Committee regarding the form and jurisdiction of the University will not ensure willing co-operation of

all the groups of Colleges in Gujarat. If reorganisation and reorientation of higher education in Gujarat is to be achieved by the willing co-operation of all the centres and if the local initiative for future development of colleges at each of these centres is to be encouraged it is necessary that each group of Colleges should receive simultaneously the same opportunities for future development. If this is to be done under one University, the form of that University should be affiliating one undertaking post-graduate teaching and research simultaneously at all the centres. There should not be monopolistic concentration at one centre. Even though there are not as many well developed centres of Colleges in Karnatak as in Gujarat, the Karnatak University Committee has wisely recognised the importance of developing these centres for post-graduate teaching and research by the University. I, therefore, recommend that the University for Gujarat should be an affiliating one undertaking post-graduate teaching and research simultaneously at all the centres in Gujarat.

### 3. LOCATION OF THE UNIVERSITY.

Indian political picture is rapidly changing. It is probable that the Baroda State may merge with Bombay Province before the University for Gujarat comes into existence. This probability should be taken into consideration while deciding the location of the University for Gujarat. His late Highness Sir Sayajirao was the pioneer of the idea of founding a University in Gujarat. He established number of institutions for higher education and also institutions like library, museum, etc., at Baroda. The present Maharaja has sanctioned large sums of money for the establishment of additional institutions for higher education. Baroda is, thus, educationally more suitable to be a seat of the University for Gujarat than any other centre in Gujarat. Environmentally it is the ideal place in Gujarat. Financially it has decided advantages over Ahmedabad. The land required for the University at Ahmedabad for affiliating side only is estimated to cost Rs. 5 lacs for 10 acres. The Baroda Government has set aside Government land for the Baroda University which will be available without cost. The buildings for affiliating side at Ahmedabad are to cost Rs. 7,55,000. Some of the existing building at Baroda will be suitable for the use of the University and the cost of constructing additional buildings, if required, will be very much less than at Ahmedabad. Baroda is, thus, educationally, academically, environmentally and financially more suitable to be the seat for the University of Gujarat than any other centre in Gujarat. I, therefore, recommend that the location of the University for Gujarat should be at Baroda instead of at Ahmedabad if Baroda State merges with Bombay Province before the University of Gujarat comes into existence. Provision to this effect should be made in the Act. The location of the University of Gujarat at Baroda will be a fitting memorial to the memory of Sir Sayajirao Gaekwar who has done so much for the advancement of education in Gujarat.



## 4. CONSTITUTION OF THE UNIVERSITY

(a) *The Vice-Chancellor.*—The Committee's recommendation is that the Vice-Chancellor, honorary or stipendiary, will be nominated by the Chancellor of the University. I agree that the Vice-Chancellor will be nominated by the chancellor, but he will be honorary only.

(b) *The Rector.*—The Committee has recommended that if the Vice-Chancellor is honorary, the Rector may be appointed as a whole-time salaried officer by the Chancellor on the recommendation of the Vice-Chancellor. I consider that it is not necessary to have any Rector for the University.

(c) *The Senate.*—(1) Registered Graduates are assigned only seven seats on the Senate. They should be given at least 14 seats.

(2) Legislative Assembly and Council are given one seat on the Senate. There should be at least 2 seats for Legislative Assembly and 1 for Legislative Council.

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*Note of dissent by Mr. N. M. Shah.*

I regret I have not been able to agree with my colleagues in some of their main recommendations, and I have therefore appended this note of dissent under three main heads (1) Scope, Form and Jurisdiction, (2) Medium of Instruction and (3) Constitution.

## (1) SCOPE, FORM AND JURISDICTION.

For the decentralisation of the University of Bombay, the Government decided to establish "regional" universities. A regional university need not necessarily have its jurisdiction coterminous with a linguistic area, nor its medium of instruction the regional language. The Sadler Commission and the Hartog Committee both came to the conclusion that a teaching university served education much better than an affiliating one, in which only the absolutely minimum standard of efficiency could be expected as the affiliated colleges, for financial and other reasons, often go on admitting students far in excess of the facilities provided and sometimes with provision of totally inadequate or no instruction at all in a subject, and the colleges and with them the University degenerate into commercial houses trading in degrees. The modern trend of thought, after considerable experience, has discarded the affiliating model and it favours the residential and teaching type, where it is possible to have smaller classes intimate contact between the teachers and the taught, tutorial classes and seminars of the Cambridge and Oxford pattern. My colleagues admit all these as very desirable features in Paragraphs 28, 29 and 33 and say that "the proper and logical development of higher education will be in the direction of self-contained teaching and residential centres". Hence they recommend the establishment of a university which, "though primarily aiming to be a teaching one, shall yet have an affiliating side" in order "to orientate and co-ordinate higher education in the whole region to be in harmony with our aspirations". They recommend that "a residential and teaching nucleus *shall be added* at Ahmedabad other centres *may be encouraged* in that direction". What this encouragement may mean is not at all made clear. They also provide that the University may take over any of the institutions at Ahmedabad and make them constituent colleges (App. VIII). With these aims in view, I would have recommended a local residential teaching University with voluntary affiliation as an external side, but the Committee has recommended compulsory affiliation of all colleges, "to meet the situation arising out of our recommendations regarding the medium of instruction" (Para. 20). They fear that voluntary affiliation will hinder the fulfilment of their objects to a considerable extent (Para. 20) and they want to make "sure that the adoption of Gujarati as a medium of instruction does not remain a pious wish" (Para. 10).

The establishment of a university with compulsory affiliation to it of all mofussil colleges in a region and with a residential and teaching nucleus at university expense only at the centre must create heart-

burning and discontent. To quote from the Setalvad Committee's Report: "In such a scheme the attention and energy of those managing the University is likely to be concentrated on the more central and more closely incorporated institutions of the university while the colleges outside stand in some danger of being neglected or not having their interests duly considered." An affiliating university of the type envisaged must recognise and develop at University expense mofussil towns as centres of post-graduates studies and research in those branches of study for which they have facilities. If, as the Report says in Paragraph 18, the advantages of a teaching university are available to any live educational centre, it must be the responsibility of the University to maintain Surat, Baroda and others as live educational centres in order that the students there may also get the benefit of a teaching University. The example of the Bombay University clearly shows that an affiliating University always finds it very difficult to start and maintain University departments at mofussil centres. In the present case it will be impossible to do so, as it will always be argued that these centres might go out of the University, as provided for in the recommendations made.

It will not do to copy the Poona University Act in this respect. In Maharashtra, Poona as an educational centre has no rival worth mentioning. In Gujarat, Baroda with its existing facilities like the Museum, the Central Library containing original manuscripts, the Technological Institute, the Kalabhavan, the Translation Department, the Public Park, etc., can certainly stand comparison with Ahmedabad which has developed as an educational centre rapidly only in recent years. The development of Baroda as an educational centre is continuous and on sure and steady lines. It will not be fair to ask Baroda to toe the line with Ahmedabad if it joins or is forced to join the University in case of the merger of the State with the Province. The advantage which Ahmedabad possesses for the proposed nucleus there, viz. that the Colleges are within easy reach of each other, also exists in Baroda, Surat and Anand. Moreover, in Baroda and in Surat the institutions are all under one management, not so in Ahmedabad. Hence, it will not be fair to create at University expense a residential and teaching nucleus only at the centre. These difficulties do not arise in the case of a local teaching university with an external side for voluntary affiliation of outside colleges. Compulsory affiliation also loses much of its force on the ground of the media of instruction if centres can opt out, as recommended, under certain conditions after five years, which will be a transition period for a change of medium from English to another. Even the Maharashtra University Committee recommended only voluntary affiliation for reasons set out in paragraph 142 of their report. Compulsion is also sought to be justified on the ground that the territorial jurisdiction of the University would in fact be limited today to Ahmedabad, Surat, Anand and Nadiad, as the Baroda and Saurashtra States cannot be compelled to join. But if either of these do not join, the attainment of the cherished desires: "to reorientate and co-ordinate higher education *in the whole region* to be in harmony with our aspirations", "to make sure that the adoption of Gujarati as a medium of

instruction does not remain a pious wish", and "to meet the situation arising out of our recommendations regarding the media of instruction" will also be retarded considerably.

It is sometimes argued that a regional university will foster the "culture" of a linguistic region. That is true when we speak of, say, France and England. The same is not the case, however, when we talk of Marathi, Gujarati and Hindi cultures. The differences between them, if any, are all superficial and hence it is that we are trying today to build the Indian Domination on the foundation of the fundamental unity of Indian culture.

While it is necessary to have at least one affiliating university in each province to serve the needs of isolated individual colleges, there must always remain room for purely residential and teaching universities, which will not be regional but national in character and to which students from all over India can go over and study in the common language of the Domination. Such universities, on the lines of Oxford and Cambridge, will ultimately become the purveyors of eminent leaders for the nation in all walks of public life.

Regimentation in higher education should be avoided and considering the facilities available in Baroda, I would welcome the creation of the Baroda University, as recommended by the Baroda University Committee, even if the State is merged in the near future in the Bombay Province, as desired by some. Similarly, to the promoters of the Anand centres I would say: "Go ahead with your plans and create a residential and teaching university, as desired by you, in the next five years. If you succeed, and we wish you every success, Gujarat will certainly be the richer for it, and Gujarat will be proud that in one case at least it has left the beaten track, and not created a replica of the older university. If unfortunately you fail, we shall be ready to welcome you in our fold. We can certainly wait for five years." The assurance to Anand of "full co-operation and perfect freedom to develop on their own lines" has not much meaning. As Justice Bhagwati said in his evidence: "It is very easy in the first instance to say that we will allow this to be done or that to be done, but when it comes to the actual execution of the idea, it is very difficult." In a new affiliating university which has set its heart on certain fundamental and radical changes in the medium of instruction, etc., even a provision in the Act for possible separation after five years will not help. Anand cannot then create a "national" university out of its institutions as the plans of the founders will have to be considerably modified to suit the many requirements of the new University.

I may mention here that of the 48 witnesses whose oral evidence is recorded and confirmed by them, 28 were against compulsory affiliation, 6 did not express a clear opinion and of the remaining 14, some at least favoured compulsion on the plea put forward before them in cross-examination that compulsion was needed for the greater advantage of having Gujarati as the medium of instruction in higher education. This position has fundamentally changed since then in view of the Committee's final recommendation re: the medium (Gujarati or the

Rastrabhasha), and the opinion of these witnesses arrived at on the plea above mentioned loses its importance.

I therefore strongly hold the view that there should be no compulsory affiliation of all colleges in Gujarat.

## (2) MEDIUM OF INSTRUCTION.

Now I come to the question of the medium of instruction in the University. In the early stages of our discussions, Gujarati as the medium appeared to be a *sine qua non* for the new university in the opinion of the majority of my colleagues, as would be clear from the passages quoted earlier in this note from the Report. According to them this regional university was to be really a "linguistic university" with the regional language as the medium. Some even went to the length of saying that the creation of linguistic universities was a preparation for linguistic province promised by the Congress long ago. To me this appear like putting the cart before the horse. In the "Harijan" of 2nd November 1947 even Mahatma Gandhi had written that "the first step should be linguistic political redistribution of provinces" before such universities were created.

A careful perusal of the recorded oral evidence would clearly show that indirect appeals were made, in the name of unity of the Gujarati-speaking people and of the development of their language and literature, to witnesses to have Gujarati as the medium and also to agree to compulsory affiliation of all colleges in Gujarat. There was a strong feeling, often expressed, that the adoption and development of Gujarati as the medium of instruction would receive the necessary impetus if the change over was carried out simultaneously by institutions all over Gujarati-speaking area. At one stage it was even suggested that the colleges might be allowed to remain in the University of Bombay only if that University allowed Gujarati as a medium of instruction and examination. This was clearly a method of indirect compulsion.

Strong opposition, however, came from Anand where the witnesses invited for oral evidence wanted the Rastrabhasha or the national language to take the place of English as the medium. Many witnesses in Bombay also expressed the same view. Hence the Committee's earlier recommendation was to have Gujarati as the only medium up to the Intermediate stage and either Gujarati or the national language for the two years of the Graduation stage. At the last meeting, however, it was pointed out that this would create administrative difficulties in all colleges, especially in those of Agriculture and Engineering, and hence the final recommendation giving option to the Institutions or the Professors throughout the collegiate stage to have Gujarati or the Rastrabhasha as a medium of instruction. It is also recommended in the Report that "after a period of five years, no subject in the Graduate Courses will be taught through English, except when permitted by the University for special reasons". My colleagues are so strong on this point that they want a clear provision to that effect in the Act itself

(Para. 9). I cannot find words to express adequately my admiration for the robust optimism of my colleagues, who even "hope to reduce the span (5 years) of the transitional stage as much as possible."

Even the Maharashtra University Committee left it to the Senate of the Poona University to decide the question of the medium of instruction. The Universities of Mysore, Annamalai and Andhra, intended to serve the linguistic area concerned have not yet introduced the languages of those regions, Kannada, Tamil and Telugu respectively, as the medium of instruction. It would thus appear that this problem of the medium bristles with difficulties and cannot be easily solved with a stroke of the pen.

The hopes cherished by the ardent advocates of the regional language as the medium that the linguistic provinces were in the offing have been dashed to the ground, at least for the time being, by the Dar Commission's report, and the arguments advanced in the report against the creation of linguistic provinces apply, *mutatis mutandis* but with much greater force, against the creation of linguistic universities.

In Chapter 3 of the Report the recommendations of the Tarachand Committee and the directive issued by the Government of India thereon have been referred to in support of making the regional language as the medium. These recommendations and the directive issued by the Government of India thereon have been printed in Appendix VII. In the first place, the Government of India do not appear to treat the Tarachand Committee's recommendations as the last word on the subject, for they have appointed a Committee consisting of Indian and foreign educational experts to suggest reorganisation of University education in the whole of the Dominion and this Committee is going into the question of the medium of instruction in Indian Universities. In the second place, the Tarachand Committee recommended the adoption of "the language of the State or Province or region as the medium of instruction and examination." The regional language figures in this as the last alternative, and the Committee cannot be said to have recommended "that the regional language should replace English as a medium of instruction, within a period of five years" (Para. 9). It appears that the Government of India did not accept the Tarachand Committee's recommendation that from 1953 "English will cease to be the medium of instruction and examination." In my opinion the directive issued by the Central Government was both premature and confusing. English still remains the State language throughout India and the earlier attempts made to replace it by Hindi in the U. P. (a Hindi-speaking Province) have had to be given up as they led to confusion and chaos. English is still the language of the province in multi-lingual provinces. There are universities like Bombay which have no regional language. The question of "the federal language" and its script has yet to be finally decided. Before the introduction of any language as a new medium it is necessary to prepare the standard text-books in that language. That is not an easy task in scientific and technical subjects and there is no guarantee

that this can be completed in five years in all the regional languages. The Government of India is still considering this question and has not come to any decision.

I can understand and appreciate the position of those who want a teaching university with Gujarati as the medium with no compulsory affiliation of outside colleges. They want to try an experiment and are prepared to allow the Gujarati-speaking public an opportunity of giving their verdict on the experiment by its success or failure. The necessity for compulsory affiliation would not arise if there did not lurk a strong fear that the experiment might not succeed for various reasons. They would therefore like all Gujarati-speaking people to be made to swim or sink with it. If the Gujarat University tries this experiment first and the degrees of this University are not recognised by other universities on account of this radical change, as in the case of the Osmania University the existence of all the institutions brought under it by compulsion and the future of its alumni will be seriously jeopardised.

My own view is that linguistic universities with the language of the region as the medium may follow but should never precede the creation of linguistic provinces.

It is true that in the final recommendation in Paragraph 12 the Rastra-*bhasha* is permitted as an optional medium in deference to the wishes of Anand and some Bombay witnesses, who wanted English to be replaced only by the national language. If this option is exercised in all subjects, the administrative difficulties of the University must increase tremendously and they cannot be easily overcome. A more rational way would be to create for each region two universities, one truly regional or linguistic and other national with the national language of India as the medium. The first should be financed by the Provincial Government and the second by the Central. This solution must, however, remain a dream for years in view of the present state of India's finances.

There are weighty reasons against the adoption of regional languages as the media of instruction in universities. These languages are not yet developed sufficiently, and they cannot be, for some years, adequate vehicles of expression for all modern scientific and other thoughts. In specialised branches it would be almost impossible to find in Indian languages the right words for explaining natural phenomena, and if new words are artificially coined, they are bound to be no less foreign than the English words used today. Even if we retain the technical terms, the difficulty of adequately explaining all phenomena in any Indian language would still remain.

Within a period of five years the Committee hopes to provide text-books in Gujarati for all subjects of higher studies with the help of a printing press and a publishing department at an estimated cost of Rs. 6 lacs. A similar attempt by the Osmania University with the inexhaustible resources of the Hyderabad State at its back did not succeed even after a much longer period, and that should serve as an eye-opener to any region. If, in addition, every linguistic region does the same for

its language, it must mean considerable waste of time and energies of the experts in the subjects and colossal expenditure by the State or the Universities, both recurring and non-recurring. It must also be remembered that the number of experts combining the requisite standard of scholarship with the necessary command over the Gujarati language in many subjects is limited. It is also too much to expect, as the Committee does, that this publishing House run as a service department will as far as possible cover all its costs (Para. 47). The sale of its Gujarati publications in higher subjects will necessarily be very limited. Such books may grow out of date within a few years owing to changed circumstances, new theories or latest researches, and the University can hardly be expected to throw away the unsold stock, incurring considerable financial loss, and publish new revised editions. The would-be graduates of these linguistic universities then necessarily rest satisfied with cultural, scientific and technical backwardness.

If these linguistic universities are encouraged, there would also be considerable difficulties in the way of migration of students from one university to another, exchange of teachers, free inter-provincial exchange of thoughts and up-to-date knowledge of all advances made by researches of savants all over India. Their graduates will also have no place in all India services and cannot compete for all India examinations. These difficulties are not all got over by merely giving an option on paper to Institutions or Professors to teach subjects in the Rashtrabhasha. When the University concentrates its energy and spends its funds on the production of text-books *to suit its syllabuses* in Gujarati alone, the students will necessarily demand instruction in Gujarati. In these linguistic universities I also fear that the standards of higher education must go down for lack of adequate tests of comparison and we shall all be feeling like a "frog in the well".

From the national point of view also, I am opposed to the creation of linguistic universities, as they are sure to increase the fissiparous tendencies and promote linguistic exclusiveness, thus undermining completely whatever national consciousness and unity we have achieved during the last century at least among the educated classes by the use of a common medium of instruction, examination and inter-provincial communication.

If the English language has now to be replaced as medium in Colleges by another, that language should be only the State language of the Indian Dominion, and the change over must first begin in the legislatures and the Secretariats, and the same medium must be enforced in all colleges throughout the length and breadth of India. The policy of the Central and the Provincial Governments and all universities in India in this matter be the same. If that is done, there will be a greater chance of the production of suitable text-books and treatises in the common language with a choice before the students to select the best, a greater possibility for selection of best qualified men in any subject as teachers and a much wider field for employment of graduates of universities. Then the language problem of the linguistic minorities in multi-lingual towns will also not arise. Even Hindi, which might become the Rashtrabhasha, is not yet ready to displace English, but its development as a common



national language can be much accelerated if all units of the Indian Domination join in the effort and do not allow regional languages to stand in the way. The replacement of English as the medium of instruction can at best be "gradual" and may take more than five years. To avoid disastrous consequences to the younger generation and to the country as a whole, we must be patient and not be in a hurry to ring changes at once on the basis of resolutions passed by committee and endorsed in undue haste by the Government of India.

The establishment of various scientific and technological laboratories for higher researches by the Government of India on an all India basis in different parts of the country presupposes that the medium of instruction therein will be the same. The argument that making of Rashtrabhāṣha a compulsory subject of study will suffice for this purpose does not convince me. After all, the knowledge of a language and mastery over it for expressing one's thoughts are not so thorough when it is studied merely as a second language, as when it is used as a medium of instruction and examination. It is surprising, but none the less true, that both the Tarachand Committee and the Government of India have requested the universities to "provide for a compulsory test in the Federal language during the first degree course of the University without prejudice to the results of the Degree Examination." With this proviso students can hardly be expected to study the national language seriously and it is in such hastily recommended of the Tarachand Committee and the untimely directive of the Government of India that my colleagues have put so much faith. I believe we should wait for the recommendations of the University Commission appointed by the Central Government. The opinions of Maulana Abul Kalam Azad on this question of replacement of English, contained in his Convocation address at Patna in 1947, deserve very serious consideration by all thinking Indians.

### (3) CONSTITUTION.

In the constitution as proposed, the Rector is to be a full-time salaried officer appointed by the Chancellor on the recommendation of the Vice-Chancellor, who will himself be a nominated person. Even the Poona University Act provides for an elected Vice-Chancellor after the first three years, though he may be made a full-time paid officer. I hold the view that the full-time salaried Rector, who will carry heavy responsibilities, should not only be very competent but must enjoy the confidence of the Senate and should therefore be elected by that body, more so because it is proposed that the Vice-Chancellor should always be nominated by the Chancellor.

In the constitution of the Senate the Registered Graduates are to elect 7 representatives and that too Faculty wise [App. VIII-(6)]. The representation given is inadequate and the assignment of the same number to each Faculty will make the distribution inequitable from the point of view of the strength of voters under each Faculty. The electoral rolls will also have to be completely recast whenever a new

Faculty is created. I do not see much point in splitting up this electorate in the manner proposed.

If the District School Boards, and not the District Local Boards, are to have a representative on the Senate, as is proposed, then the Municipal School Boards and not the Municipalities should be given the right to elect their representatives.

If the Chancellor is to have the right of nominating members on the Senate, I think that that right should be unfettered by any restrictions on his choice. If the Harijan Sevak Sangh, the Charkha Sangh, the Village Industries Association, the Nai Talim Sangh, etc., are to have six representatives on the Senate of the Gujarat University alone, though they are all-India associations, the claims of the Gujarati Sahitya Parishad, the Surat Chamber of Commerce and the Social Service Organisations in important towns of Gujarat like the Vyayam Pracharak mandal can hardly be ignored.

In consonance with the practice in other universities, it would appear natural to give some representation to donors who donate large amounts to the University, but I fail to understand why this privilege should be extended also to those who donate sums to any affiliated college or recognised institution.

I am opposed to giving to the Senate the power to establish and maintain colleges and to the Syndicate the power to manage these colleges, as proposed in the Foot Note-A, if these colleges are to do undergraduate teaching work. The present day budgets of many private and Government Colleges cannot lead any one to presume, as is done in the Report in paragraph 44, that in any constituent college doing undergraduate teaching work 'the income from fees and the expenditure will just balance.' The University will then fritter away most of its resources and managers most of their energies on these colleges and the University can do but little in the matter of postgraduate teaching and research, which must be its most important function. I also see dangers ahead in giving to the Senate the power to raise loans, etc., as the money thus raised might be spent away on unessential but pet projects and there may be no incentive to economise.

The constitution of a Committee of Selection must be laid down in the Act itself, as in the Bombay University Act, and should not be left to be provided by the Statutes as is recommended in paragraph 38 of the Report.

In the Poona University Act no restrictions have been placed on the election of nine members of the Court to the Syndicate. The same policy should be followed here also and the clause (c) of (1) in paragraph 37 should be modified accordingly. Excluding Principals, College teachers and Secondary School teachers and permitting retired Professors and primary teachers to stand for election have no logic behind it.

I am strongly of the view that no statutory bar should be placed against teachers to favour non-teachers in any election in the University. The ablest and most useful members should be elected by the Senate to represent it on the Syndicate.

For co-ordination and smooth working, it is also necessary that the Academic Council should have direct representation on the Syndicate. Under the constitution proposed it may happen that only three non-ex-officio members of the Syndicate may be members of the Academic Council.

I can understand the elected representatives of the Secondary School-Head-Masters and teachers and representatives of the Registered Graduates becoming *ipso facto* members of the respective Faculties of their choice, but I do not agree that every one of them should also *automatically* belong to the Board of Studies of his choice under the Faculty, as provided for in Appendix VIII (8), (21) and (37). As the University will not have to conduct the Matriculation examination for all secondary schools, the main function of any Board of Studies will be to lay down courses for all higher examinations, and hence the presence of these men on a Board of Studies can serve no useful purpose.

There are some other defects as well in the scheme proposed. There are subjects which will necessarily have to go under more than one faculty and some subjects (e.g., Mathematics and Physics) are so intimately connected that it will not do to say that no person should serve on more than one Board of Studies (App. VIII (16), ) or that no person should belong to more than one Faculty.

No special Composite Board or Subject-wise Boards have been proposed for the control, co-ordination and supervision of postgraduate instruction and research. This is a very serious omission as neither the Academic Council nor the Boards of Studies may be found competent for the purpose. If the orientation and development of postgraduate teaching and research is to be the main aim of the University, then it is essential that this work should be entrusted to a Board functioning as an authority of the University with definite powers under the Act itself, and its creation should not be left to the Senate by statutes. This, to my mind, is much more important in any University than the replacement of English as a medium of instruction in almost every subject after five years, for which the Report has recommended a clear Provision in the Act itself (Para. 9).

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*Note of Dissent by Mr. J. A. Taraporevala on the  
ex-officio Membership of the Senate*

[Page 35, item (a) of the report]

I do not agree with the majority view of excluding heads of Government Departments from the membership of the Senate on the plea, which was advanced, that hitherto they did not contribute usefully to the discussion on matters of importance and therefore they served no fruitful purpose.

Assuming the plea to be correct, to be strictly logical the Director of Public Instruction need not have been included. However, what has been said about Heads of Government Departments might with equal force be said of over 90 per cent. of the other members and that in all public bodies. It is just as well that it is so, otherwise it would be impossible to finish the work efficiently in time and meetings would drag on for days on end.

In any case, in the past the heads of Government Departments were usually men, who did not belong to the country and it is therefore understandable if they were not interested in higher University Education. Today it is not so and there is no reason why, with important professional colleges under their control, they should not contribute usefully to the interests of the University.

Notwithstanding the other plea advanced that the University should be entirely independent of Government, it has to a large extent, to depend on Government grant for efficient working. The Heads of Government Departments are in a measure the eyes and the ears of any Government and it is in the interests of the University itself to have them in its supreme body. In any case, adding about four extra members to a body of over 130 will make no difference to the independence of the University. It is therefore my firm conviction that these heads of Government Departments who control colleges affiliated to the University should be *ex-officio* members of the Senate.

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*A Note by Shri Kakasaheb Kalelkar.*

I have identified myself whole-heartedly with the recommendations in this Report and co-operated fully in the formulation of the proposals contained in this Report. Because I know that these recommendations and proposals are the maximum agreement which will be acceptable to the people of Gujarat—specially the intelligentsia who are expected to run the University. But I should like to mention here a few points in which I keenly differ. Only I do not want to submit this note as a minute of dissent.

1. I believe that the best interest of our people, in the field of education, can be served by nominating a brain trust for the whole of India, composed of eminent Educationists, social workers, cultural leaders and statesmen. All Universities should be placed under the general guidance of this brain trust.

2. There should be similar Brain Trusts for distinctive Linguistic regions which should guide the Linguistic Universities, in matters of provincial needs and peculiarities.

3. The distinction of primary, secondary, technical and higher Education should be abolished as far as planning of Education goes. All Education should be planned and organised as an integrated whole and should be guided by the supreme bodies suggested above.

The distinction between Pre-primary, primary and secondary education should be abolished and all pre-collegiate Education should be organised as Basic Education.

4. All post-Basic Education whether collegiate or otherwise should be managed by the University. The principle of election should be reduced to its minimum in all educational institutions.

5. I am for using the major Provincial languages as medium of Instruction during the whole of the collegiate state. Thus alone can substantial knowledge percolate to the masses, the Unity and solidarity which we must have, can be secured by making Hindustani a compulsory subject throughout the University course. Science may perhaps be profitably taught through Hindustani but all other subjects must, in my opinion, be taught in that regional language for at least a generation or two.

6. In the matter of scientific technical terms, I am for using indigenous all India words progressively from bottom upwards. Indigenous words have an educative value for our people which foreign words cannot have. I recognise that western terminology (I am not prepared to call it International) will have to be used for the study of higher science for most important reason that for many years to come, we shall have to be disciples of, and borrowers from, the West. But whatever knowledge is served and distributed to our people, must be imparted through our own indigenous technical terms. Most of the Indian languages are so very similar to each other that they can easily have a common terminology.

*Note on the Medium of Instruction and Institute of Technology by*

Shri K. M. Munshi.

I am in general agreement with most of the conclusions reached in the Report, but I cannot agree with the general approach that a University for Gujarat should necessarily have Gujarati as its medium or that the introduction of such a medium is sole or principal reason for such a University being brought into existence. Nor can I agree with the view that English as a medium should be replaced immediately or that Gujarati should be an alternative medium in the University course. I have no hesitation in coming to this conclusion inspite of my life long devotion to Gujarati.

2. A University in modern India, in order to justify its existence should specialise in higher education and some branch of research in the fields of thought, literature, culture or science, pure and applied; and become a centre where independent thought is cultivated and sense of national solidarity achieved. The present universities have secured these ends to some extent because of their having adopted as their medium English, a language rich in expression and scholarship which is used for interprovincial intercourse. The fundamental position, as I view it, is that a province, though it may have its local language, is no more than an integral part of the Nation; and that a Nation in our case is the Indian Nation—to exist effectively, must have a national language. University education, in order to influence thought and expression in the country, provide life with cohesive forces and express the will to have nationhood, must have for its medium such a language.

3. The adoption of Gujarati as an optional medium in the University as suggested in the Report would adversely affect the academic level in the proposed University. Once such an option is permitted, the tendency would be to use it in substitution of English or the National Language and to recruit professors speaking only Gujarati. Gujarati, however, is not an adequate medium for the purpose. It has no literature of scholarship in the essential branches of knowledge, and consequently the intellectual development of a student taking Gujarati throughout his course has been found by experience to be restricted compared to that of a student who takes English, Sanskrit, Mathematics or Science through English.

4. English has been during the last century the predominant language of scholarship in India. Its replacement in the proposed University by a provincial language, Gujarati in this case, would make free exchange of thought and learning throughout the country difficult at a time when it is most needed. In consequence, the University would develop a parochial out look. The choice of teachers would be confined largely within the provincial limits. Inter-provincial contacts which have grown so rapidly would tend to weaken. Graduates of the University would find it increasingly difficult to secure employment or enter All-India services or to compete for higher competitive examinations.

on an All-India basis. The urge to divide the country into linguistic provinces has become popular and the acceptance of a provincial language as the medium of higher education would foster provincial exclusiveness, stimulate disruptive forces and undermine national progress.

5. I cannot reconcile myself to the view taken in the Report, that a publication department preparing and publishing works in Gujarati for University purposes, will make any difference. The number of scholars in Gujarati who could write independent works of scholarship is limited. In the Hindi speaking belt which is very extensive compared to Gujarat, several governments and universities with the aid of a large number of experts, have already done spade work in this direction. To a Gujarati student in view of the close affinity between Gujarati and Hindi, Hindi text-books would be equally accessible. The experience of the Osmania University has shown that an attempt to produce University text-books in a language which has not already been equipped as a medium of modern scholarship, results in the production of second rate summaries of English works, limited in variety, scope and intellectual breadth and ends in restricting the mental horizon of the University. Even in such a University real learning and scholarship has to draw upon English works. I have therefore not found it possible to accept the view that for a department for preparing and publishing works of scholarship in Gujarati would result in making Gujarati an adequate medium of University education in a few years.

6. I am therefore of the opinion that Hindi should be accepted as the principal medium in the proposed University; and that for a period of five years English should be permitted as an optional medium. After the period of five years Hindi should become the principal medium of instruction with optional English in such subjects as have no essential literature available in Hindi. Hindi as a medium will not create any difficulty for a Gujarati student. Gujarati, from the point of view of structure, vocabulary and script is very close to Hindi and a fair knowledge of the latter could easily be acquired by a Gujarati in a few weeks.

7. The only other point which I would like to emphasise is that the University of Gujarat should begin by specialising in advanced technology in all its branches. Ahmedabad, by reason of its commercial and industrial activity is pre-eminently fitted as an All-India centre of technological education. The institutes of applied science referred to in the Report, therefore, should be co-ordinated and supplemented by additional institutions so as to have a complete course of technology in all its branches when the University begins its work. The Government of Bombay which has substantially assisted the University of Maharashtra can be relied upon to give similar assistance to Gujarat for setting up a University, while the moneys collected in Gujarat may more usefully be spent in setting up a technological institute as I have suggested. If a proper scheme is made for such a comprehensive institute, I think the Government of India which has several schemes for research in advanced technology, may be able to help.

## NOTES.

AN ADDENDUM TO THE REPORT OF THE GUJARAT  
UNIVERSITY COMMITTEE.

*Note by Dr. K. G. Naik.*

Three of the members who had a pretty wide and long experience of running First Grade Colleges of Arts and Sciences (Pure and Applied, including Technology), as also that of being on the Academic Council and on several Boards of Studies, including the Post-graduate Board, two of whom had further experience having been Deans of the Faculties of Science and Technology and members of the Syndicate, being unavoidably absent off and on during the last day's sitting (18th December 1948) when the final decisions regarding "the constitution and finance of the University" were taken, it would be dereliction of duty if the undersigned, as one of them, did not record his views based on the above mentioned experiences of the inner working of Universities, such as those of Calcutta and Bombay, on vital matters, specially when some of the important decisions of the majority, may stand to be incorporated in the Act itself, by which the Gujarat University would be brought into existence and which cannot be easily altered later, once the Act is passed.

## CHAPTER IV— FORM, SCOPE AND JURISDICTION.

In para. (23) line 4-7 it is recommended as below :—

"there should be a clear provision in the University Act that, at any time, after a period of five years, it should be open for any centre *except Ahmedabad*, to approach the Government and claim charter for an independent teaching and residential University."

Any one with an open mind in matters of University Education, would see that although there exist in Ahmedabad, even to-day, first grade institutions, within easy distance of each other, inferior to none existing elsewhere to well constitute integral parts of a teaching and residential University, it is unanimously felt that Ahmedabad should develop them still further, to create a first class nucleus for a teaching University, by co-ordinating their work and resources. The University should be able to easily organize such a nucleus with the co-operation of Government and Education Societies in Ahmedabad (*vide* para. 24). This pulling together of all existing resources by co-operation and co-ordination of Honours and Post-graduate teaching, will also indicate the way for the other Centres in the area, to develop in course of time the several groups of colleges in those Centres, into teaching and residential Universities. It is, therefore, natural for Ahmedabad to expect to opt out first. It is unfair to the Ahmedabad Centre, to legislate that it should wait, till all other four centres, have



opted out after they have ripened into centres fit for independent teaching and residential Universities. Not only that, but such a legislation, prohibiting the choice of Ahmedabad to ask for a charter for an independent and teaching University until the last centre has opted out, would dwindle the growth of the Ahmedabad Centre because the other centres would act as a "drag" on it. The undersigned, therefore, strongly urges that the Gujarat University Act should *generally* legislate as recommended in para. (3) of Appendix VIII—Outlines of Constitution—I—Jurisdiction and Affiliation viz.—

"(3) However, at any time after a period of five years, *any educational centre* in this area may apply to the Government, that institutions in such a centre may be permitted to constitute themselves into a teaching and residential local University."

PROPOSAL.—Drop the words "except Ahmedabad" in line 6, from the recommendation made in para. (23)

#### CHAPTER VI.—CONSTITUTION.

In para. 37. (h) (i) lays down the procedure which the Committee members decided to follow and which is as under—

"the responsibility of running the University should be placed mainly on the persons who are engaged in the field of Education." Sub-para. (m) says that "an adequate representation has been given to teachers with the idea" that "they should assume the responsibility of running the University" ..... "they will be free to shape it (higher education of Gujarat) as they wish".

The above claim is not well substantiated, on a closer examination of facts as they appear from the Constitution recommended for the proposed Gujarat University. (*Vide* Appendix VIII, Outlines of Constitution. IV Authorities). The Senate :—(Appendix VIII, Outlines of Constitution; IV Authorities) ; A.—The Senate para. (30)

The Senate is supposed to be composed of about (130) of whom (68) are supposed to be in connection with Higher Education viz., College Teachers (35) recognised Heads of Institutions (3) and Principals of Colleges (30). This works out as a trifle over 50 per cent. of the total strength of the Senate. The strength so provided does not well justify the claim advanced under the two paragraphs 37(h) (i) and (m) quoted above.

Further, on closer examination, the number of that could be returned on the Senate to-day from the amongst the College Teachers, would be about (17 to 20) and nowhere near (35) claimed in the proposed constitution of the Senate. It has been taken for granted by the majority of the Committee, that at all the Centres, studies in all proposed seven (7) Faculties are being carried out, which is not correct.

To-day the College Teachers who stand to be returned Faculty-wise from the various Centres would be in all (17) and in future about (20) as stated bellow :—

Surat	...	3 (Arts, Science, Law).
Baroda	...	3 (Arts, Science, Education).
Anand	...	4 (Arts, Science, Agriculture, Technology).
Ahmedabad	...	5 (Arts, Science, Law, Medicine, Technology).
Saurashtra	...	2 (Arts, Science).

The total representation of College Teachers is not likely to exceed "20" and to-day it is only "17". At the outset, therefore, there will be on the Senate (23) Principals of the existing colleges (and not 30), (3) Heads of the Recognised Institutions and (17) College teachers, (and not 35).—making a total of (43), Teachers of Higher Education, (and not 68), on the Senate which will thus have a total strength of (103) as matters stand to-day. This works out as less than 42 per cent. By no stretch of imagination could this be deemed as adequate representation of teachers connected with higher education. Hence the claims advanced in paragraph 37(b) (i) and (ii) are indeed untenable viz. :—“The responsibility of running the University should be placed mainly on the persons who are engaged in the field of education” and under (ii) viz. :—than an adequate representation has been given to teachers with the idea that they should assume the responsibility of running the University “.....” they will be free to shape it (higher education of Gujarat) as they wish”.

Further there are some (12) Colleges which are pure Arts and Science Colleges, with a Staff of over (300). College Teachers, representing the Faculties of Arts and Science. To-day the distribution of the College Teachers under various Faculties is as under and this proportion is not likely to materially alter, in the near future :—

Name of the Faculty.	Number of teachers under each Faculty.	Number of Colleges they represent.	Number proposed to be elected to the Senate from each Faculty, for all the five (5) Centres as per the constitution proposed.	Remarks.
Arts	160	12	5	
Science	140	12	5	
Technology	20	2	2	
Law	15	2	2	
Medicine	10 (less than)	1	1	
Teaching	10 (less than)	1	1	
Agriculture	10 (less than)	1	1	

*Remarks.*—On the Senate, each of the Faculties of Arts and Science will be represented by one person only for every “30” College teachers:

whereas the other Faculties will secure a representation of one person for every "10" or even less than "10" College teachers :

It is thus apparent that the Faculties of Arts and Science, do not get adequate representation. On the other hand, in their zeal to develop Post-Graduate studies in Arts subjects, the majority have taken anxious care to propose the opening of four (4) Departments to be manned by University Professors, Readers, and Lecturers, whereas they have chosen to neglect adequate representation of College Teachers belonging to the Faculties of Arts on the Senate. They have also neglected to foster Post-Graduate Research and advanced Teaching and applied Science, specially Technology (applied Physics, Applied Mathematics, Applied Chemistry, etc.).

Further, although the laying down of High School curricula and Teaching and Examinations in High School Subjects, have been taken over by the Special Secondary School Certificate Examination Board under the recent Act of the legislature, the majority of the committee have provided for High School Teachers (10) Seats, five (5) for Head-Masters and five (5) for other teachers. They would not visualize the deleterious effects on the discipline amongst staff, in those High schools from which a Head Master may fail to get a seat on the Senate whereas his subordinate Assistant may happen to be elected as a fellow of the Senate. In the Bombay University, the High School Head Masters were allotted only five (5) seats over the five groups in the Bombay Presidency, i.e. only one seat was allotted for one Head Master from each group. Even if five (5) seats are allotted to Head-Masters, one Seat per each zone, that should be ample, as their representation will be five times of what it was under the Bombay University Act. Five (5) seats on the Senate will thus be saved.

Again the majority have allotted six (6) seats to be reserved on the Senate for specific organisations such as the various Seva Sanghas, some of the workers of which were discovered to be totally innocent of University working, as revealed by them during their oral examination. No doubt their presence on the Rural Boards would be more useful than on the University Senate. There may be done one representative of these bodies on the Senate.

The above inequalities need to be properly looked into, before the Gujarat University Act is framed and passed by the Legislature.

#### PROPOSAL.—

(a) Reduce the seats allotted on the Senate to Registered Secondary School Teachers from (10) to (5) for five Head Masters, one Head Master to be elected by High School Teachers of each zone. This will save five (5) seats on the Senate.

(b) Reduce the Seats allotted to the Special Organisations such as Charuka Sangh, Bhil Seva Sangh etc., from (6) to (1). This will save five (5) seats on the Senate.

(c) Redistribute these above ten (10) seats on the Senate, by allotting one additional seat to each group of the Arts and Science Faculties College Teachers in each zone. At present the College Teachers would return only "17" members: and if the above "10" seats are allotted (2 seats per zone, one for the Arts Faculty and one for the Science Faculty College Teachers) as proposed above, their representation will rise to the proportion of one representative for "15" College Teachers. This redistribution will not add to the number of Senate Fellows. The total strength of the Senate will then be (103) of whom there will be (53) College Teachers i.e. about 50 percent. and not more.

*The Academic Council (Vide.—Appendix VIII, Outlines of Constitution: IV Authorities E-The Academic Council, Paragraph 40, of the typed copy.)*

Our experience as members of the Academic Council of the Bombay University amply testifies to the fact that it is the Principals of the Colleges who have often prevented the creation of unworkable and impossible conditions. Very often the enthusiastic Boards would heavily over load particular subjects of which their members happen to be fond and which they would vehemently advocate. They fail to realize that it would be impossible to allot disproportionate Lecture periods for different lengths of courses prescribed for different optional subjects. Under such circumstances, the Principals of Colleges alone can point out to the Academic Council that Time-Tables for day to day work cannot be worked out. The Principals of Colleges alone could clearly visualise administrative difficulties such as these.

**PROPOSALS.**—As such the Principals' representation on the Academic Council should be increased, to secure adequate representation also for the large number of colleges which teach a multitude of varying subject. The seats allotted to the Principals should be increased from three (3) to (10). Even if the strength were to reach to fifty (50) it matters little, because the Academic Council is the body where a wider and larger representation of Teachers is most essential, to properly adjust and strengthen the academic side.

*The Syndicate (Vide.—Appendix VIII, Outlines of Constitution, IV Authorities, F-Syndicate, Paragraph 42 )*

The Deans of Faculties must legitimately have their seats on the Academic Council where they are the true representatives of the Faculties which deal with Academic activities. Deans of Faculties are, however, not indispensable on the Syndicate because, the Syndicate has to discharge several responsible executive functions which mainly hinge round the financial side of the University and whatever arises therefrom. Nor would the election of two (2) Deans out of the seven (7) serve much or any useful purpose whatever the end in view.

Further, the Bombay University after mature and not very pleasant experience, put a stop to the representation by a Head of a University Departments on the Syndicate. Prof. C. N. Vakil, the Head of the University Department of Economics and Sociology, was for sometime a member of the Syndicate. But it was found by experience that his position became awkward on the Syndicate when matters relating to increments of pay of University Department Teachers came before the Syndicate. The position of both, the representative as well as the Syndicate as a body, became always delicate and awkward. It was also discovered after mature experience that the Heads of the University Departments had better be aloof from the University elections which embittered the relations of University teachers and took away their mind from proper study and Research.

#### PROPOSAL :

If the University working is to be put fairly and squarely on the shoulders of the Teachers of Higher Education, they should have adequate representation also on the Syndicate. Therefore, the representatives elected by the Senate members from amongst non-teachers should be reduced from eight (8) to (7). The one seat so spared should also go to the Principals.

It is, therefore, proposed, that these (4) seats [(2) seats of the Deans and 1 seat of the Head of one of the University Departments and one of the non-college Senators] be allocated to the Principals of Colleges. thus the Principals of Colleges should have nine (9) seats on the Syndicate, as follows :-

Faculties.					No. of seats for the Principals of the Colleges.
Arts	...	...	...	...	2
Science	..	...	...	...	2
Medicine	...	...	...	...	1
Law	...	...	...	...	1
Technology	...	...	...	...	1
Agriculture	...	...	...	...	1
Education	...	...	...	...	1
					9

Faculties.—(Vide Appendix VIII, Outlines of Constitution; IV Authorities, B-the Faculties, Paragraph 32,

The University of Bombay and some other Universities of similar standing, have not, deemed it fit to institute separate Faculties for "Agriculture" as well as "Education". Both are very important branches of studies. But Universities elsewhere, have taken care not to institute

Faculties where the number of institutions in those branches are few and far sparsed. The proposed University for Gujarat has *only one College of Agriculture and one College for Training Secondary Teachers* if this latter be deemed to represent Education. Even the old Bombay University has deemed it fit for the present to include Agriculture under the Faculty of Technology which embraces studies in Engineering, Agriculture and Chemical Technology and they have good reasons to do so. Engineering involves Applied Physics, Applied Mathematics and to some extent Geology and Metallurgy; Agriculture involves Soil Physics, Applied Biology (Botany, Zoology and Veterinary Science) and Chemistry (Soil Analysis, Chemistry of Agricultural Products and their nutritive and technical use, as well as Dairy products etc.), whereas Chemical Technology embraces applications of Chemistry to textiles, Oils, Plastics, Pharmaceutics, Foods and Drugs etc. All these three, viz. Engineering, Agriculture and Chemical Technology could very well come under Faculty of Technology.

Further, the several degrees in Education are awarded under the Faculty of Arts, although the Bombay University has 4—5 Secondary Teachers Training Colleges. The Gujarat University has only one such College at present at Baroda, wherein out of "75" seats only "35" are filled up and "40" seats are waiting to be filled by teachers who are needed by the College for completing its quota. Obviously, therefore, there seems to be an unnecessary haste by some enthusiastic members of the Committee, to institute the "Faculty of Education". The legislature should carefully consider this point, before they add to the burden of the infant proposed University of Gujarat. The undersigned is no less enthusiastic than any member of the Majority for developing studies in Education, including Physical Education.

#### PROPOSAL :

The number of Faculties should be reduced from seven (7) to five (5). At the outset, there may be as at Bombay, viz. :—

1. The Faculty of Arts.
2. The Faculty of Science.
3. The Faculty of Technology (include Engineering, Agriculture and Chemical Technology, when a College for it is started).
4. The Faculty of Law.
5. The Faculty of Medicine.

#### POST-GRADUATE TEACHING

(Vide Chapter VII, Finance, Paras. 42, 43, 76—

This is the most important part of a modern University, the modern world of to-day as well as the future world of tomorrow. If Ahmedabad could with legitimate pride offer anything significant at the feet of

Mother India, it is a first-grade up-to-date Institute of Technology. The Gujarat University can well boast in the near future of two fine Engineering Colleges one at Anand and another at Ahmedabad which would offer studies in nine (9) branches of Engineering, viz.—(1) Civil; (2) Mechanical; (3) Electrical; (4) Sanitary; and in a couple of years inaugurate courses of studies in (5) Automobile, (6) Radio, (7) Aeronautical; (8) Textile and (9) Chemical Engineering all of which are based on “Applied Physics and Mathematics”. Further Ahmedabad is expected to start in future a College of Chemical Technology offering studies in Chemical Technology of Textiles, Dyes, Oils, Soaps, Plastics, Paints and Varnishes, Pharmaceutics, Foods and Drugs, all of which are based on “Applied Chemistry”. This will help the establishment and development of some of the basic industries in Gujarat and India too and would train students in basic sciences and their applications, for establishing Cottage Industries, all through the Presidency and outside. The development in this direction entirely depends upon Advanced studies and Research in both Pure and Applied Sciences. Curiously enough, however, this important side of the future University of Gujarat has failed to attract adequate attention of the majority of the members of the Committee. Paragraph (42) of the Report makes no provision for a University Department of Science and Technology, though on page 25 in lines 39-40 there is a passing reference to “the development of Post-graduate teaching in Science” and some provision in the table underneath appears to have been made for instituting posts of Professors, Readers and Lecturers.

In the grouping of subjects under various Institutes and Departments, one would prefer to have some such grouping as embodied in the proposal underneath. One would also appreciate a moral librarian provision as regards the emoluments to be paid to Professors, Readers and Lecturers of the University in the absence of which little will be expected to be achieved. The number of University Departments to be soon started have to be as shown below :—

**PROPOSAL :**

(a) *Table under paragraph (42) should be as under :—*

- (1) Department of Economics, History and Politics.
- (2) Department of Languages (including Gujarati and the National Language).
- (3) Department of Social Sciences and Culture (including Sociology, Psychology and Philosophy).
- (4) Department of Science and Technology (to include Mathematics, Physics, Chemistry, Botany and Chemical Technology).
- (5) Department of Education (including Physical Education).

(b) Table in paragraph (76) should be as under :—

*Teaching Staff.*

1	History and Politics ...	Professors (2) ...	Readers (2) ...	Lecturers (3)
2	Languages ...	Professors (2)	Readers (2)	Lecturers (4)
3	Sociology and Psychology and Philosophy	Professors (2)	Reader (1)	Lecturers (3)
4	Mathematics (Applied and Pure) and Statistics	Professor (1)	Readers (2)	Lecturers (2)
	Physics ...	Professor (1)	Reader (1)	Lecturers (2)
	Chemistry ...	Professor (1)	Reader (4)	Lecturers (4)
	Chemical Technology ...	Professor (1)	Reader (1)	Lecturer (1)
	Botany ...	Professor (1)	Reader (1)	Lecturer (1)
		Professors (10)	Readers (16)	Lecturers (23)
		× 9,600 =	× 900 =	× 4,800 =
		Rs. 96,000.	Rs. 1,44,000.	Rs. 1,10,400.
		Total Rs 3,21,600 ÷ D.A.Rs. 30, 0 = Rs. 3,51,600		

Assuming the salaries to be in the grades of Rs. 800—1,000, 600—800, 400—600 p.m. for a Professor, Reader and Lecturer respectively, the expenses for the first year will come to about Rs. 3,50,000 including Dearness Allowance at about 10 per cent. of the pay. This will rise to a maximum of Rs. 5,00,000 per annum. The expenses on the administrative side for Demonstrators, and other staff and the Laboratory contingencies are expected to be met from fees to be received from the students. The expenses may roughly be distributed over the first five, (5) years as under :—

First year.	Second year.	Third year.	Fourth year.	Fifth year.
Rs.	Rs.	Rs.	Rs.	Rs.
2,00,000	2,50,000	3,00,000	4,00,000	5,00,000

A corresponding change under head (2) Teaching side in Appendix XV will have to be made, which all bring the total recurring expenditure to a maximum of Rs. 9,70,000 or roughly ten lacs of rupees per annum.



## MY NOTE.

*Maganbhai P. Desai.*

(A minority view regarding the question of establishment of a University for Gujarat referred to the Gujarat University Committee.)

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## MY NOTE.

(A Minority View.)

### CHAPTER 1.

#### PRELIMINARY.

On 18th December, 1948, the last day when our Committee concluded its discussion on the draft report submitted to it by the Secretary, I signed it *pro forma* and stated that I shall have to express my views in a separate note, which I submit now.

#### WHY THE SEPARATE NOTE.

I am sorry that I could not agree to the majority report that is submitted to Government as I disagree with it fundamentally. This note must be added to that report to explain why I could not agree to the decisions of the majority, and to suggest what, according to me, should be the best thing to do in regard to the reference made to us by Government, keeping in view the larger and wider interests not merely of higher education in Gujarat and its future development but also the future of the life and letters of the Gujarati-speaking people of the country. Because, undoubtedly a University is a potent force in shaping them and what we do now will have a very profound bearing on their future and will surely channelize future trends of the life and education of the province. Thus the problem of creating a new university now is much more fundamental than is commonly envisaged; because in assessing it now we may have to review the whole trend of English education and find out what basic changes must now be initiated so that, on account of their intrinsic strength and virtue, they may start a process from which, in a few decades, a new pattern of national education may emerge. When I say this I accept that there may be a transitional stage or an interim period, necessitating a short-term aspect and a longterm aspect of this process.

#### THE TERMS OF REFERENCE.

3. Government by their resolution No. 7859, dated 21st April 1947, gave us the following terms of reference :

“(i) To make recommendations as to the scope, form, constitution and jurisdiction of a University for Gujarat including the question of granting affiliation to the Institutions outside limits of the Bombay Province ;

(ii) To report on the cost of establishment and maintenance of the University and to make proposals for raising the necessary funds ; and

(iii) To make any other recommendations germane to the subject.”

4. And they said in the preamble that—

“ Government has accepted in general the principle of establishment of regional universities in the Province.”

5. But as shown above, in the statement of the terms of reference they left us the freedom for "making recommendations (for) a *University for Gujarat*." And they added at the end [term No. (iii)] that we might "make any other recommendations germane to the subject." The Chairman of our Committee had also told us that the committee was free to go into all that members felt relevant and necessary for deciding about the reference made to it.

#### GUJARAT—A SPECIAL CASE.

6. As I said above, we were appointed as a Committee in April last year, which was before the great eventful months that set in a few months after that date. These months have meant tremendously in all the fields of our national life; and surely in the creation of a new University they do so still more. So much so, that I have sometimes felt whether our deliberations, in light of the very rapid and sudden changes that take place in quick succession, in the life and affairs and also the political map of our country, might not be rendered out-of-date!—because these changes may materially alter the very background of our conclusions. For example, the region itself is changing and still more revolutionary changes are in the offing. Again, the very concept of a regional university, vague as it has been, is rendered still more so by the new forces, both good and bad, that are unleashed in the wake of freedom. By referring to all this at the outset I only mean to suggest that the question referred to our Committee by Government is to be viewed in a different context and environment from what they were when we were appointed; much more so from what they were when the Jayakar Committee was deliberating over a similar question a few years ago.

7. I may also note a difference peculiar to Gujarat in comparison to Maharashtra and Karnatak. As all know, it is Gandhiji's province. For several years it was his chief centre of activity, and the medium through which it was conducted was Gujarati. This single fact even has revolutionized the life of the province. As the late Dr. Anandshanker Dhruva wrote (I think in 1939) "The modern age (in Gujarat, is Gandhiji's creation. It is up to him to see that it grows and prospers". When he wrote this he was particularly referring to the question of a New University for Gujarat.

#### GENERAL VIEW OF MY APPROACH.

8. At the outset, I may be permitted to mention two things, which briefly give a general view of my approach to this problem. In May, 1947, a month after our appointment, the Secretary of our Committee sent to the members the draft Questionnaire enclosing therewith a copy of the Jayakar Committee Questionnaire also; and asked us to send for incorporation into draft Questionnaire any suggestions that we chose to make. In answer to that, I put down in question-form a few suggestions under some important heads, seeking to bring in broad relief certain aspects of and points of approach to our inquiry, which I thought were necessary and important.

9. As is wellknown, the Karnatak University Committee (K.U.C.) was also sitting at this time ; and they too had issued their Questionnaire at the time. The Secretary of our Committee sent to us the Questionnaire of the K.U.C. and wrote to say that we might, if we chose to, reply to it, and send the reply either directly to K.U.C. or through him. I availed of this opportunity to help myself recollect my own ideas on this subject of the establishment of a regional university, and sent my replies to the Questionnaire of the K.U.C. And, so that my colleagues on the Committee might also know what I had to say, I requested the Secretary to send a copy of the replies to them, which, I am thankful, he did.

10. As both my suggestions for incorporation in our Questionnaire (vide App. 1) and my replies to the Questionnaire of K.U.C. (vide App.2) are helpful to show, in a general manner, my ideas and approach, I may be excused for attaching them as Appendices 1 and 2\* respectively to this note.

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\* As the questions can be easily inferred from the answers, they are not reproduced here. A close student is requested to refer for the Questionnaire of the K. U. C. in its report.

## CHAPTER 2.

## THE TWO DISTINCT CURRENTS.

11. The Majority Report (shortly M. R.) opens with a chapter on the background on which it is sought to be based. It gives a review of the spread of higher education during the last 25 or 30 years, in Gujarat, and describes the forces that worked to create a "demand for a separate University for Gujarat", and says that "it can be traced to two *distinct currents*." (M. R. Para. 6). The first: Gandhiji's efforts to build up National Education in Gujarat by the establishment of the Gujarat Vidyapith; (and I may add here the Navajivan Trust). And the second:— the orthodox current of reform of English Education going on under the aegis of the chartered Universities.

12. Obviously, both these currents were distinct and separate and they fundamentally differed in their approach to the question; but I do not agree with the Report when it says that they have a common source, because they radically differed both in their aims and in their conception of the role they had to play in the life of the people. While the first aimed at a fundamental change in the social, political, cultural and educational values, the other was more or less an academic sort of a reformist movement conceived and aimed to go on within the frame-work of the chartered Universities. As such, the first current under Gandhiji stood for freedom. It held that for want of it the people suffered not only politically but also culturally and spiritually, and therefore education, if it is to be true to its profession, must proclaim itself for freedom and stand and work for it. It was hence conceived as a rebellion in the field of education as established by the foreign rulers. The second current worked for the order that created it, and hence could not and would not challenge it. While, therefore, it did impart instruction in various branches of modern knowledge and supplied to it necessary administrators and also a few technicians and professionals that were needed for the upkeep of that order, it could not break away from its fundamentals, which were obviously laid down by our ex-rulers, chiefly in their interests.

13. Therefore, it is obvious that this distinction was not merely as described in the Report, *viz.* that "one had been more concerned with the content and spirit of true education; the other with improvement in the organisation thereof;" (M. R. Para. 6) it was something more and distinct. While the first, keeping true to the spirit of true education of the people, created its own organisation, the chief attribute of which was freedom from Government control, (i.e. no charter from the Government), and liberty to develop and experiment freely and in the interest of freedom of the country; the second current minded quantity more than quality and as a result it so developed that it as if lost the attributes of a University and, in its significance as a social function, became a machine for conferring degrees in higher education. Undoubtedly this has been cause of dissatisfaction; but because it has

certain utilitarian values in the realism of the present it is not so keenly felt by the people as to compel them rebel against it. This is due to a peculiar conservatism and a sense of safety on the part of those classes who have till now been benefitting from English Education. It was therefore that, these people, even though they freely and openly recognised the merits and value of National Education, did not send their children to its institutions. There was also the uncertainty in the minds of these classes as to whether the movement of freedom, of which National Education was an integral part, would succeed. This very psychology of fear and conservatism is in evidence even today : it seems as if these classes would not hazard going in for any important change without being assured that it shall not be revolutionary and will fit in with the new order to come without vitally affecting them. As they cannot picture the new order,—and it is no fault of theirs, because we are today in a liquid and formative state and it is difficult to say exactly what shape things ultimately will take,—this fear almost freezes them to hold on to the *status quo*. Still, however, a sort of vague desire to move and create something new is also there, more so because we are free now, and the compelling condition of freedom drives us to go in for reconstructing our whole system of education, including the higher.

However, I agree with the Report (para. 6) when it says that “with the achievement of the independence of our country, both these currents (viz. Gandhiji’s work in the field of National Education through the Gujarat Vidyapith and the Navajivan, and English Education that is going on in our colleges and the universities) are, for the first time getting a chance to come together and build up National Education for free India.

14. And further, the Report has well recorded in para. 6 that, “It is therefore not surprizing that this tradition (of National Education) should seek to establish itself more vigorously and firmly. “Nay more, it goes further and rightly acknowledges that “We found that many people stood for a separate University for Gujarat, as a further and necessary step in the path shown by Gandhiji. They would radically revise the spirit and content of the new prevailing education so as to bring in harmony with this tradition.” (Para. 6).

15. But I am sorry to observe that what follows in the Report appears to me a quite departure from this observation and no attempt is made to seek the main points for the merger of the various streams of thought that are to be found in the literary and educational world of Gujarat. To do that it is necessary to review them briefly. I take up first the Gujarat Vidyapith.

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## CHAPTER 3.

## THE GUJARAT VIDYAPITH.

16. The Gujarat Vidyapith was established by Gandhiji in 1920 as an item in the N. C. O. Movement started by the Indian National Congress in that year.\* All kinds of Institutions—primary, secondary and Collegiate—that agreed to its aims and objects joined the Vidyapith Movement. The Vidyapith conducted its experiment of National Education conceived as an integral whole.

17. The idea behind the Movement was to make all education a total and free independent affair of the people, free of the anti-national foreign Government control. But that could not be and within five years there was a turn in the mood of the people. As a result students and institutions began to dwindle. N. C. O. in schools was given up by the Congress. Thus was created a situation for the Gujarat Vidyapith in which it had to restate its own aims and objectives and define its work under the new conditions. Gandhiji appointed a Committee with late Shri Anandshankar Dhruva as the Chairman, to go into the whole question and to make their recommendations about what was best to do then.

18. It is pertinent to mention hereof a school of thought which said that the Vidyapith, under the changed conditions, should go in for a Government charter and set itself to work as the University for Gujarat. If that had been done, I think, the question put to our Committee would not have arisen, and Gujarat would have, say twenty years back, already had its own University.

19. But it is noteworthy that the Dhruva Committee unanimously recommended that the Vidyapith should not join hands with Government but must continue to be free as it had been till then, and Mahatmajji must have the freedom to mould the Institution in the way he thought best in the greater and wider interests of India in general and Gujarat in particular. And they said that not the number of students but the essence of true education was more important, and the principle of freedom from Government control which was the corner-stone of the Vidyapith should be strictly kept on, and it should be the endeavour of the Vidyapith to justify this freedom by implementing its aims and objects† (see App. 3-Part II) which the Committee shortly summarised as below :

1. The spread of physical, mental and spiritual education of the people on national lines.

2. Enrichment of Gujarati language to the extent that it can be a fit vehicle for higher culture.

\* For the aims and objects of the Vidyapith, which were later on amplified in 1926 and about which I shall have to say something more hereafter, vide Appendix 3.

† For a full statement of the aims which are embodied in the Constitution of the Vidyapith, see Appendix 3.

20. Accordingly, the Vidyapith decided upon a new constitution and entrusted all its work to a Board, which looks after its affairs upto the present day.

21. This decision meant a very great deflation in the ranks of this movement. As was foreseen, a reaction came about among those that had been with the Vadyapith till then; because in the situation that arose in the wake of the dwindling of the number of students in National Education, other allied institutions did not decide like the Vidyapith, and they began to revert back to the old fold of Government University Education. In passing, I may also mention another cause for such reversion. It was the firm attitude that the Vidyapith adopted in regard to the following two of its principles:—

(a) No untouchability;

(b) Introduction of the teaching of handi-craft and manual work in education.

22. A new situation for vital decision on the part of the Vidyapith arose in 1930 when the country decided to launch its fight for freedom. It may not be true to describe the situation as altogether new in the sense of its being quite unforeseen, inasmuch as the call of freedom was the very basis of its existence. The question was, what should the Vidyapith do *vis-a-vis* the fight for freedom? Should it enrol itself in the non-violent army of freedom? As is well-known, it did, and that in a very natural and spontaneous manner. As a result Government declared the Institution illegal and its property was confiscated. I mention this here only to show that if, like the Jamia Milia, Delhi, it had decided to take to New Education and remained aloof from the struggle for freedom, it would have been a different story. But what it decided not only fulfilled its own mission and vitalized its own work of education, but also had wider repercussions. The decision had a profound effect in toning up the attitude of the whole student world in Gujarat and outside and it helped them visualize their duty to their country. At the crucial moment of the Vidyapith history Gandhiji blessed the decision and said that She had fully paid back to Gujarat what it got from it and had fulfilled his highest expectations.

23. The Institution got its freedom to function again in 1935. And seven years after it had again to go in the wilderness, to come out again and settle down to work three years ago.

24. In spite of these breaks in its purely academic activities, the Institution has worked on and given a good account of itself in its academic output also. I may not describe it all here; but am adding a note as Appendix 4 which describes the work it does at present. I thank my colleagues of the Vidyapith for preparing it for me.

25. I should add here the few institutions that have continued to be in this movement through thick and thin, and are at present rendering



very good account of themselves in the field of education in particular and village reconstruction through it in general. The chief of these are the following :—

1. The Vallabh Vidyalaya, Bochasan (Kaira District).
2. The Vedchhi Vidyalaya in Surat District.
3. The Vithal Kanya Vidyalaya, Nadiad.
4. The Gram Dakshina-Murti, Ambala (Saurashtra).

The short note added as Appendix 4 gives a brief account of these four also.

26. Before I close this topic a point or two may be noted. Now that foreign rule is gone, the question of N. O. O. does not remain. And as the report says, for the first time the two currents—one of National Education and the other of the prevalent University Education—get a chance to come together. The people of Gujarat want that the traditions of the Vidyapith experiment should continue, so much so that there were witnesses who wondered why the Vidyapith should not be now reconstructed to work as the University for Gujarat.

27. The question becomes pertinent in another way also. The Radhakrishnan Commission recently appointed by the Government of India has noted this in the following way in their Questionnaire :—

### SECTION XXIII.

#### *Universities without Charter and their degrees.*

“1. Are you in favour of the prohibition of the use of the word, ‘University’ and of the issue of ‘Degrees’ and ‘Diplomas’ by corporate bodies without any charter ?

2. How would you distinguish most of these bodies from institutions like the *Jamia Milia* and the Vidyapiths, which are imparting sound education, though on lines different from those of chartered Universities ?

3. How would you regulate the relation of these institutions with the Universities ? ”

28. Another point that requires mention is a remark of some people that the Vidyapith movement was lopsided as it did not teach many faculties but did only the humanities. This is true as a fact. But if it is alleged thereby that the movement has not the whole field of education in view and hence its conception of National Education was limited and defective, I must submit that it is wrong. In the context and circumstances in which it worked, it had to, even for sheer National economy, mind first needs first. And who will not agree that a new type of a graduate was needed which it was not possible for orthodox Universities to produce ? Other needs of the common run were being met by Government Institutions. Hence it would have been purposeless and futile for the Vidyapith to repeat the process.

And I feel that even today what we immediately want is a new type of a university graduate who can take the leadership of the United India that we now begin to strive to build up. The new University must have this as its chief aim. As my short survey above will show, the Vidyapith has stood for such a type right from its very establishment, and wishes to continue to supply that need in the present conditions *mutatis mutandis*.

I shall now proceed to describe the other current, *viz.* the Chartered University movement.

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## CHAPTER 4.

## THE OTHER CURRENT.

29. Of the two currents that I have referred to from paragraph 10 of the majority report, the other may better be described as the Chartered University Movement. The majority report describes it in paragraphs 7, 8 in Chapter 2. This in fact is the background on which they frame their conclusions. I beg to submit that it gives us a view of the question which is out of the true perspective of the whole problem of higher education in the region at present ; and fails to cognize the significance of the advent of freedom which creates basically new needs and points of view that could be avoided till now with impunity.

30. Firstly, this current was not a homogeneous and pointed movement like the movement of National Education described in my previous chapter. It was a mixture of diverse purposes and a result of complex forces—namely, the vernacular movement, the literary societies movement, and the movement of University reform on linguistic—cum—regional lines. All these had diverse and sometimes divergent motives. What unity appears therein is born of the common auspicious of the Chartered University under which these different elements work and subserve. Therefore, I may here, in passing, point out another distinction between the two main currents, namely, that the Current of English Education was working as a Chartered University, the other of National Education was sailing in the uncharted seas of the reconstruction of National Education in India on free and independent lines. If these currents have a chance to merge now, as the report says, it must mean a change in this vital distinction also.

31. The chief thing from which this Chartered University Movement started was, as is wellknown, the decision of the East India Company to start English Education in India as a job on the part of the Government. And the two very material Government decisions that made it a force in the land were (1) that English shall be the medium of instruction, and that (2) the state language also will be English. History has shown that this has been the corner-stone of the structure of English Education in India ; and the spread of that type of Education in India is directly attributable to it, as its historian, James says in his book, "Education and Statemanship in India—1797—1910" (page 38) :

"English education has not extended solely by its own intrinsic value. Three factors have co-operated : 1. Educational organization determined by the decision of 1835 ; 2. the policy of requiring more and more knowledge of English as a condition of employment in the public service in all but the lowest positions ; 3. the more and more complete adoption of English as the language of public business. These causes, moreover, are interlaced and act and react upon the others."

32. By 1857, it could be easily seen by the English rulers that the lines of work formulated in 1835 were helpful, as they could see that there was coming forth voluntary effort on the part of the prominent people in the chief presidencies to start English Classes and Anglo-vernacular schools. To systematize this and organize it better, Universities as examining corporations were established and a system of grant-in-aid devised to help this movement. In course of time these small beginnings increased in bulk, and as we proceed further we find that people established High Schools ; and as we see further on in that lines of progress, colleges also began to be started by popular bodies. And one may well add here that the movement seems to go on in that direction towards starting local universities now.

33. This kind of trend in higher education was bound to be as it did, on account of the increase of numbers taking to this education, as it was the only opening for administrative and professional careers in the new order under the British rule. As a result, the University degree came to mean as a permit for these careers ; and we find James quoted above recording, in his book, about university examinations that,

“As a practical business concern the university must also be pronounced a success. In these two respects, growth of numbers and financial independence, the university had certainly, by the end of the century, justified its promoters.”

And he quoted from the convocation address of Sir Henry Maine, who said :

“The thing must be seen to be believed. I do not know which was the most astonishing, most striking the multitude of the students..... or the keenness and eagerness which they displayed.....I doubt whether there is anything founded by, or connected with, the British Government in India which excites so much practical interest in natives households of the better class, from Calcutta to Lahore, as the Examinations of this University”, (ibid. page. 45).

And this was said as early as 1866. We know that it is more so to-day.

34. And the same writer quotes from Arthur Hovell's review of “Education in British India” in 1871 to show what type of a University was brought about in this manner, where it says :

“.....looking to the poor and superficial acquirements of a great mass of those who obtain university distinctions, and to the fact that such distinctions are not pursued for their own sake, but merely as a means to employment or reward, there is really no *status* as yet for a university in the European sense of the term.”

In his survey, James also records the phenomenon of educated unemployment ; and other evils, which, we all know to our, cost, have cropped up from this type.

35. The majority report in paragraph 8 describes the extent of the spread of this education in Gujarat uptill now ; and all agree that the "dissatisfaction with the prevailing outlook and condition of education including higher " which the report mentions in paragraph 6 is against this state of higher education born of the Chartered University Movement of 1857. Since then this is being sought to be remedied in various ways, the chief two being—one, if English was to be the prominent language, it would spell ruination of Indian languages, which gave rise to the vernacular literary movement. And two by 1917, Government too realised the need of going into the whole question of the universities; the Sadler Commission was appointed, and the movement for decentralization of big universities began, which till now remains perhaps the last word in university reform.

36. As these two trends are important in reference to the problem set to our Committee, I describe them in separate chapters so as to bring out the main points that we should note in connection with our inquiry.

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## CHAPTER 5.

## THE VERNACULAR MOVEMENT.

37. We know that even in the first half of the 19th century there were Englishmen who stood for the encouragement of Indian languages and for making them the mediums of instruction, and they said what we may very well repeat even today.

38. This is what the well-known orientalist H. H. Wilson said in 1853 :

“..... We should avail ourselves of all available means for diffusing useful knowledge. Of course that knowledge was to come from Europe:...But if we confine that knowledge to those alone who had the inclination and opportunity of acquiring English thoroughly, we confined it to a very limited class; in fact we created a separate caste of English scholars who had no longer any sympathy, or very little sympathy, with their countrymen.....Although the cultivation of English is no doubt, very important.....yet it is not the means by which the people at large can be educated; in fact no people can ever become instructed or enlightened, except through their own language. It must be through the medium of their own language that you must address them and disseminate useful knowledge amongst them. Their own forms of speech are, it is true, in a comparatively uncultivated state; but they may and will be improved by cultivation.”

39. This school of thought was answered by its opponents putting forth what is known as the 'Filtration Theory': It was argued that people acquiring modern knowledge through English will spread it through their own languages, and thus it will percolate down to the people. We know that this theory did not prove wholly true. But societies under official patronage in various linguistic areas were formed with the aim of translating modern knowledge in their respective vernaculars. For example, in Gujarat the Gujarat Vernacular Society was formed in 1848.

40. This vernacular movement was followed by another, wider in outlook and ambition, viz. the establishment of the Gujarati Literary Conference. Both these were an allied movement, and their aim was to encourage the study of Gujarati language and literature and spread modern knowledge among the Gujarati-speaking people through publication of books. As a step in furthering this object of theirs they demanded of the University that Gujarati should be a subject of study for the Degree Course; and they were successful in inducing the Bombay University to do it. This was the time when, as far as I remember, the political reforms of 1917-18 were being planned; it was the time of the First World War. This was also the time when

Gandhiji had just settled down to work in Gujarat. In 1917 at the Broach Educational Conference he took this move a step further, when he said that Gujarati should be the medium of all education from the beginning to the end. The Literary Conference accepted that a Degree Course in Gujarati was not enough; and if real progress was to be achieved, the medium of instruction must be changed to Gujarati.

41. All these voices found their fulfilment in Gandhiji's National Education Movement, and the change of the medium of instruction through Gujarati gradually came to be understood as almost axiomatic as an item in our educational reform.

42. A note rather different in its nature began to be heard from the Gujarati Sahitya Parishad under the leadership of Sjt. Munshi, through what is known as the "गुजरातनी अस्मिता"—ideology. It spoke of special Gujarati culture and history and of building up some sort of a hegemony of the Gujarati-speaking people under the slogan of महागुजरात. There was a strain of Aryanist revivalism in it and it sought to create a local Gujarati patriotism. Thanks to Gandhiji's non-violent and humanist nationalism, this narrow linguism found no echo in nationalist Gujarat. An educational nucleus of this school of thought was lately built up in Bombay. I mean the Bharatiya Vidya Bhavan's Nava Gujarat institutions at Andheri, Bombay, which is, for some years past, also the head quarter of the Gujarati Sahitya Parishad Movement.

43. As I said above, this movement did not appeal to many as it was feared it might come to be the small beginnings of what we have now begun to fear as 'linguism'. And I am glad that Sjt. Munshi sees the dangers and is against it. But it is difficult to understand him when he says that its remedy lies in having the National Language, and not Gujarati, as the medium of instruction. That would be the undoing of the whole Parishad Movement's life-work—almost denying its very purpose and *raison d'être*. But I may not pursue this topic of the medium here any further, as I shall come to it later on; and I now go to describe the official programme of University Reform.

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## CHAPTER 6

## DECENTRALIZATION OF THE UNIVERSITY.

44. As I noted at the beginning, the preamble to the terms of reference to our Committee mentions the principle of regional universities. To follow exactly the origin of this idea, it is necessary to have a look into the history of University Reform by the British Government in India, because the idea is mainly traceable to that movement.

45. In a previous chapter I spoke of how higher education spread and what was the chief motive that led our people to take to it. That may be termed its inner side. Its outer side was the organization and administration of those examining bodies. The nature of this outer side is also peculiar to India.

46. It must firstly be noted that university education started as a job for the Government, and was therefore organized almost on the basis of a government department and as a central subject. And as Laurie in his book "Rise and Constitution of Universities" (p. 194) says, "Let 'people' bear in mind that (a university as) a 'department of state' is only another name for a political instrument". This was essentially so in our country; and therefore in its organization we find up till today that Government effectively, if not fully, controlled higher education. As a token thereof, till today the Chancellor is the Governor or the Governor-General; and there is always found in the history of our university reform a tussel going on between the people and the alien Government, for devolution of power. And it was for this reason that freedom from Government was taken to be the chief attribute of National Education. This trait of organization of the universities so persists that the traces of its historicity are to be found in our majority report also, although we are now under our own Government.

47. In the beginning we had only the examining universities, and as colleges grew in number affiliation was the remedy through which necessary control on them was exercised through the universities and with the instrument of the Grant-in-aid Code. Upto the beginning of this century the affiliating-cum-examining type was considered a normal type, and this was associated with the idea of a demarcated region to which it was intended to cater. It was like creating University provinces along with the administrative ones, the head for both being common—the Governor.

48. Thus arose the idea that a university is an affiliating and examining body for collegiate institutions situated in a certain jurisdictional area or region. The idea of regional jurisdiction inhering in the organization of higher education arose in this manner. And it persists even today.



49. The urgent need of change in this way of organising higher education was felt from the following causes :—

- (i) Increase of students causing pressure on the university.
- (ii) Need to seek remedies for evils resulting from the examining-*cum*-affiliating type.
- (iii) The claims born of new aspirations of the people and the need of industrial expansion.

50. It is significant to note that the Industrial Commission, the Sadler Commission and the Montague-Chelmsford reform movement were to be seen working almost simultaneously in the second decade of this century. But I may not go further into this interesting phenomenon and come to the educational movement.

51. The Sadler Commission went into the whole problem, and one or two things that they laid down as basic lines of reform were :

(i) "One of the essential and most efficient remedies for the evils.... is the creation of new universities wherein the teaching function can be assured of its due prominence."

(ii) To this end, they recommended "the ideal of a residential and teaching university."

52. These recommendations were chiefly aimed at remedying the basic evil of our university organization. And that was put down by the Commission itself in the following manner :—

"A degree has such value as a qualification for appointment to a post in Government service that ... the great majority of students forget the wider purposes of university training .... University education .... is largely vitiated by this narrowness of aim.

"... In every other country one of the reasons which brings students to the university is the desire to obtain a qualification which will help them in their careers. But what is noticeable in India is the disproportionate degree in which this motive influences the majority of students throughout their university course. It seems to overshadow all other considerations and to close the mind to many of the wider interests of university life." .... (Chap. XXX, Paras. 24—5).

53. The recommendations only touch the outer organizational fringe by suggesting the change in the form of the university, which should be henceforth teaching and residential. But they do nothing to change the fundamental utilitarianism that is the bane of our higher education. A new spirit, a new mission, born of the intrinsic urge of the people only could do it. But under foreign rule it was not possible, except in the way that Gandhiji attempted, which *ipso facto* had its own limitations. Now with the advent of Swaraj, we have to realize that the problem of university reform has vitally changed ; it is no more a mere organizational reform ; it has primarily to be a revolution in the very values of a university. I think this has been realized by Government and the Radhakrishnan University Commission is the result. The Minister of Education, Maulana Azad, inaugurating this Commission, truly said that,

“ Now that a new chapter has been opened in the history of the country, higher education requires to be examined and remodelled. The objectives of education have to be carefully examined and the functions of Universities properly defined ”.

54. The movement of having additional universities in the province that is undertaken by the Government of Bombay is primarily and essentially a measure for the decentralization of the Bombay University. This also does not touch the true aspect of reconstruction of our universities ; and as conceived by the Majority Report of our Committee the new university proposed by it does not accept the Sadler Commissions chief recommendation, but only continues the traditions of the examining and affiliating type. This may obviously be said to be unprogressive, if not wholly retrograde, except for one new point of view that has been brought forth by the Setalvad Committee of 1923, that was appointed to consider the reform of the Bombay University in the wake of the Sadler recommendations. I shall discuss this new point in a separate chapter.

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## CHAPTER 7.

## IDEA OF A REGIONAL UNIVERSITY.

55. As I said in the previous chapter, decentralization of the old universities became necessary, and the Sadler Commission suggested that a new type of a university—teaching and residential—be instituted, which will lessen the pressure on the old ones and will also remove the inherent evils of an affiliating type. This was almost a call for an all-round movement for reforming higher education in the country. Bombay the Setalvad Committee went, among others, into the question—

(a) “to inquire into the constitution and functions of the Bombay University with a view to broaden and liberalize its constitution and to effect its transformation into a teaching university.

(b) “.....to consider whether it is desirable and feasible to institute other universities at mofussil centres.”

(Quoted from their terms of reference).

56. It must be noted that their chief work was to go into the question (a); question (b) was an annexe to it. The solution of (b) required the Committee to go into finding out how the parent university might be decentralized. And they suggested that,

“We are impressed with the need of developing interest in the study of local culture, literature, history and conditions of life and feel that this could best be done by local universities.” (Their Report, para. 5a).

And regarding what these local universities would mean they said—

“The establishment of divisional universities (in the principal natural divisions of the Presidency—Maharashtra, Gujarat, Karnatak, Sind) was a principal and organic part of our scheme for the future development of the Bombay University.” (*ibid.*)

57. This was, in a way, recognising what, in the previous chapter, I have described as the Vernacular movement. But here was more in it also, which can be very easily imagined if we remind ourselves that these were the days of Diarchy and Provincial Autonomy on the one hand, and of the beginning of the linguistic provinces of the Indian National Congress on the other. The idea of “divisional” university, as it was called then, was a sop to this birth of provincial consciousness, as we can very well say in the light of later developments now.

58. It may also be noted here that the purely educational or academic point of reform, viz, creating the new type of a university so as to relieve the pressure on the old affiliating parent body, was given a go-by here, and a new principle of decentralization through “divisional” (which is now termed as “regional”) universities was enunciated.

59. In 1937 (20th September) a resolution was moved by Dr. Mahajani in the Bombay Legislative Council recommending that early steps might be taken "to establish *additional* universities in the Presidency....." In replying to the debate Shri.Kher, then (as now) Minister of Education, said,

"This is a subject where we all have to be very careful before we arrive at definite conclusions. From this point of view what I would like to say on this resolution is that the Congress has already accepted the principle of provinces on a linguistic basis. We have no objection in principle to the establishment of *additional* universities, provided the necessary safeguards and conditions are present, to some of which I have already referred. The Government on this particular occasion are not in a position to commit themselves to any further responsibility at this stage....."

60. As the G. R. appointing us as a Committee said that "Government has accepted, in general, the principle of establishment of regional universities in the province", I had inquired of our Committee whether there was any more authoritative interpretation from Government of this principle than the one to be inferred from the above; and I was told that nothing was given to them and that the meaning might also be gauged from the Poona University Act.

61. The Poona University Act defines the region of university jurisdiction and makes it compulsory for colleges inside that region to affiliate to the new university. The majority report of our Committee completely follows this definition, and recommends an affiliating university for Gujarat and says, "the general lines of the constitution that we recommend are.....similar to those of their affiliating universities". The question is whether this type of a university called regional is in any way an improvement upon what we have as affiliating. As the question involves the main conclusion of the majority report, I deal with it in a separate chapter.

## CHAPTER 8.

## COMPULSORY REGIONALIZATION.

62. The question of decentralization boils down to approaching it in two ways :—

(a) The Sadler Commission in Bengal suggested that the right remedy to decentralize the university was to create a teaching and residential university. The Dacca University was the result. In this way they intended chiefly to do away with the following attributes of an affiliating type :—

- (1) territorial jurisdiction for a university ;
- (2) administrative burden peculiar to an affiliating type.

(b) The Setalvad Committee suggested that for decentralizing Bombay University, *divisional* universities might be created. If it meant—and it has been so in the Poona Act—creating an affiliating university for a region or a division, it was merely a new provincial university of the same Bombay type only “ a fresh division of territory ” from a larger one. Thus, looked at as a type, it meant no big departure. What was new was that the region for the jurisdiction was to be defined on the principle of the regional language. Thus the new type was aimed to be a linguistic regional university. But it should be noted that it does not appear to have been proposed that the medium in such a university *has* to be the regional language. At least, importance to the latter is not as much as to the former, *viz.* the linguistic area. The change of medium is not the principle of this re-organization.

63. Thus it is clear that the new type is more an item in the demarcation of linguistic area—the creation of linguistic provinces, than in creating a new principle of university organization. It is not academic but political and administrative in conception. The following observation from the Maharashtra Committee Report (para. 29) might be quoted here :—

“ .....it has been urged by many witnesses that the demand for regional universities is merely a part of a demand for a much larger measure of national re-organization, *viz.* the formation of provinces on the basis of homogeneous regions in this particular case, on the basis of the linguistic region.”

64. Therefore the main question is, is this principle right, at least so far as the re-organisation of the university goes? It may be remembered here that the preamble to the Poona Act mentions not only the need of *decentralizing*, but also of re-organizing, university education in the province. Which shows that, from the simple needs of mere decentralization, felt a generation and more ago, we have now come to take into consideration the re-organization also. And more we are verily required, as we saw in Chapter 6 before, to reorient and reconstruct higher education. Is the principle of linguistic provinces

helpful in this? Has it any great bearing on it? If the reply is yes, then, it becomes pertinent to ask whether we should not await the re-arrangement of our map accordingly and have linguistic regional universities after that.

65. The question is still more complex. Is it true that linguistic regions are really any separate cultural entities? Do they really have a history of their own which is not a part, however important though, of the larger and common history of our Country? Briefly speaking, would not such a principle of national re-organization land us, unwittingly, into various linguistic nationalisms indicating the end of one-nationhood? As I referred to before in another connection (*vide* Chapter 5, paras. 42, 43) do we not land ourselves into linguism? This is a big question involving our very destinies as a nation. It is at present before the Constituent Assembly and the Congress. Would it not be wise, nay expedient, to await the decision?

66. There is a further aspect also to be taken into consideration: we expect of our universities that they will be the abode of disseminating the ideas of our fundamental unity and one common culture and nationhood. What will be the fate of this their chief function? Will the ideas that prompt regionalization of culture and history be helpful here? There is all danger that they will be potent causes of disruption and disunity.

67. In short, we are in such a liquid stage of transition that it is difficult to be emphatic that regionalization of the university in the sense of apportioning a certain territory as an affiliating field for a university is good. Surely it is not necessary. Even a divisional university need not inevitably mean a territorial entity. For, it is not peculiar to the nature of university organization that it must have a region or territory assigned to it. Even a local unitary and residential university can serve an area. For serving an area or a scattered college it need not be *affiliating* even. If it is necessary, organizing an external side may equally serve the purpose; and that would be achieved without being burdened by the administrative machinery of an affiliating university.

68. Most of the witnesses whom we saw for oral examinations were clearly of the opinion that the new university must not be a copy of Bombay, as they were clear that the affiliating model was out of date and bad. For example, we asked Prof. P. A. Wadia:—

“Q.—What type of a university for Gujarat would you like us to recommend?”

A.—Personally I would prefer a residential university with the colleges at Ahmedabad as constituent colleges. I do not so much like the principle of affiliating other colleges in different parts of Gujarat.

Q.—You agree on the need of re-organization of the whole system of education ?

A.—Yes.

Q.—Taking that into consideration do you think that it is necessary that instead of considering an ideal unit at one place it would be better if we can devise a university with affiliation so that other scattered places in Gujarat may be of help and work with us in a concentrated effort ?

A.—There are so many colleges scattered in Gujarat. It becomes difficult to see what the future of these colleges would be. They would be reduced in course of time to the status of high schools. But on the other hand, if we have an affiliating university we shall suffer from defects of the Bombay University. The system of education under an affiliating university tends to mechanise the subjects and the modes of teaching; there is an insistence on conformity to rules and regulations which a unitary university will be comparatively free from.

.....

Q.—Till then what shall we do with these colleges? Shall we allow them with their present affiliation with Bombay or shall we take them up with us ?

A.—They will not be worse off either way.

Q.—If we feel that in view of the provinces and linguistic bias and the medium of instruction in the mother-tongue would it not be better or more desirable to have them affiliated with the Gujarat University ?

A.—Such a course will foster pro-provincial tendencies in a different manner.

Q.—Would you not allow the scattered colleges to go to Gujarat rather than with Bombay ?

A.—If affiliation is to be there it makes no difference to us whether it is with this university or that. It has its disadvantages. The closer the colleges over which you exercise control the greater will be the temptation to use that control in a wrong way. There is too much of control.....”.

(From the report of his oral evidence)

69. Not merely does the Majority Report favour affiliation for Gujarat colleges, but it recommends that it should be compulsory, even though most of our witnesses did not favour such a step. In fact, as

one of my colleagues told me, compulsion or option in affiliation is the crux of our inquiry. The Majority Report is not equally keen on the question of the medium. It was recorded as one of our tentative conclusions in the early part of our deliberations that "the mother-tongue being the only true medium for proper instruction, the Committee records that the university for Gujarat must work through that." However, ultimately in the Majority Recommendation we find that this stand has been compromised in favour of securing the advantage of all collegiate centres finding it easy to join. However, in the body of the Report it has been argued that even for the experiment of changing the medium of English to Gujarati it is necessary that all centres in Gujarat join! (Here also, I may note in passing, that they would not include the City of Bombay where an important centre of education like the Bhartiya Vidya Bhavan is situated, and is the head-quarter of the Gujarati Literary Conference!)

70. This argument of experiment of the change of medium deserves to be examined a little more. It will be agreed that an experiment to be successful must have one or two conditions fulfilled for it: it must be conducted by willing hands; there must be a certain flexibility; and so on. Compulsion kills all this. In this connection I may better quote from oral evidence before us:

"Q.—If the whole of Gujarat is included in our university, don't you think that there will be a better and more co-ordinated effort at introducing Gujarati as a medium of instruction?"

A.—I do not know what Government is going to do. And I do not know as well as to what you the Committee are going to recommend. We wish to start an experiment to impart education through our mother-tongue. It will be a wrong idea to think of taking in as many institutions as possible. I think that we should make an experiment by beginning with a small university and do such work as to attract other institutions to join with us. The talk about regional universities has arisen because the Bombay University is unwieldy and therefore decentralization was necessitated. They did not contemplate a regional university run specially to cultivate regional language as medium. It is we who have that aim. It would therefore be a most suicidal to use compulsion when you are starting on a new experiment needing willing cooperation of those who join you. Unwilling collaborators made to come under you by force of compulsion will look to it that your aim is sabotaged and you are destroyed."

71. The same witness further cleared his point and said that Bombay University did not want all the colleges to go to the new university. You want to do it by law. You need not bother with that. Let Bombay go on with what administration it has at present. If you



insist on compulsory affiliation it is simply an administrative thing having nothing to do with any academic requirement or the development of education or the medium. If we intend to have the latter then compulsion would not help. If your idea is territorial administration of some administrative sort, it is another thing.

72. Prof. C. N. Vakil of the School of Sociology, Bombay, gave us another reason why going in for a compulsory all-Gujarat experiment was neither good nor advisable or possible. He was definitely for a teaching and residential university working through the medium of Gujarati, but as the latter was a matter of evolution by the missionary zeal and ardour of a band of scholars and savants and was bound to come about in course of a few years of single-minded effort, the former was a recognised principle of modern university organization and method. Therefore when questioned as follows :

“The Chairman :—If the principle\* is accepted that the mother-tongue should be the medium of instruction will there be a greater possibility of its being attempted with greater effort whether it is any centre in Gujarat or whether it is in Bombay ?

Prof. Vakil said :—You are putting emphasis on the medium more. I am putting emphasis on the type of a teaching university. The change in the medium will come in due course.

Q.—The Chairman :—Therefore I put it to you that if you want to approve that the medium of instruction should be Gujarati where can it be done better ? The position comes to this that it should begin at one place and whatever the number of years, the colleges should continue affiliation with Bombay.

A.—They may go on for five years, if they develop into independent centres.

Q.—The Chairman :—Supposing within five years nothing is done what should happen with the affiliation ?

A.—Then another Committee will have to be appointed.

Q.—The Chairman :—When you want to give a different outlook to the whole aspect of education the question is that you start a laboratory at one place and allow it to expand, whether it will extend to the whole province now or at a later date ?

A.—Having Gujarati as medium of instruction is not only a question of translating text-books but it is also a question of getting right type of men etc. In the teaching staff of all the colleges in Gujarat there is a majority of non-Gujaratis. I must point out as an educationalist that in trying to teach through Gujarati you will have two difficulties which are not there in other provinces. If in 5-10 years Ahmedabad can turn all its colleges managed by Gujarati-speaking professors I shall congratulate

\*The only note here that, as I casually referred to above in another context, the majority report accepts mother-tongue and/or National Language as the medium and does not accept the mother-tongue as the only true one.

it. I want Ahmedabad which is the biggest Centre in Gujarat to be turned into a residential and teaching university as a model which will be manned and run by Gujarati teachers so that others may follow it."

73. The same point was a matter of a question to Prof. Vakil by the Committee slightly from a different angle. It is worth while quoting that also, as it brings out another facet of the question in a better perspective :—

" Q.—What is your objection to the affiliating type ?

A.—The affiliating type is already existing and it requires to be changed. I have not much objection to the ideal of having mother-tongue as medium. It will take only some more time to do that.

Q.—Gujarati language (it is said) has a special culture of its own apart from the ancient culture as a whole. With this in view we are having a university in Gujarat. There are two-three ideas behind the regional university :

(1) The Bombay University has become unwieldy. (2) Another is to serve a definite region ; and the (3) third idea is that Gujarat has its culture. Have you any other idea for the University of Gujarat ?

A.—I do not believe in any class distinctions like different cultures with different provinces."

74. A new angle of approach to this question was given by Justice Bhagawati as follows in answer to a question during his oral evidence :

" Q.—What kind of recommendation shall we make ? Shall we say they should join outside institutions or not ?

A.—I would say that those institutions which conform to the ideals and the basic principles on which our university is founded should have scope of affiliation with our university ; and if there are institutions which want to go outside they are at perfect liberty to do so, because we must succeed by the excellence of our own ideals.

Q.—Now, therefore, if we ask for a regional university and if we were to tell the colleges in Gujarat to come as they liked or go as they liked, who may come to our university ? How will it start and where will we start ?

A.—Government have their own colleges. They will surely be yours .....They are Government institutions. That will be enough to start with, because Government will be in a position to start a regional university. It will say that this is the basis on which you will start the university. Then, with regard to the private institutions whatever they are, they should be left the choice of joining it or not, even in the case of those institutions which are in the City of Ahmedabad. Government is starting it and it is passing an Act for that

purpose and Government would be certainly in a position to say that here are the institutions and those shall be the institutions with which the Gujarat University shall make a start."

75. There is yet another point regarding this idea of compulsory affiliation to the proposed University. The compulsion amounts to disaffiliating existing colleges from the Bombay University, where they are as of right, at least so long as the Province of Bombay exists as a composite one and Gujarat is not a separate administrative province. I for myself believe that, even in the latter case, the administrative boundaries should have nothing to do with University relationship. But, in any case, the question of disaffiliating can perhaps be raised then. To-day it cannot be a problem for the colleges who if they so choose, can continue with Bombay. It is a cultural fundamental right and must remain unviolated.

76. There is another reason also why compulsion is not necessary. The problem is to lessen the burden of Bombay. But that must be consistent with the good of University education in Gujarat. Now what this compulsory regionalization comes to is that we create a similar problem for Gujarat. And more, as we saw above, we thrust upon it the type of University, viz. the affiliating-cum-examining, which is more administrative and fraught with educational *politics* than with real learning and teaching. This is clear. But with Maharashtra out of Bombay and Karnatak surely to follow soon, does not the main problem of decentralization go out of the picture? Then, if at all, there remains the pure question of deciding what kind of an ideal university we wish to have in Gujarat, as a real measure in the reconstruction and re-orientation of our education. The decentralization that was the main cause for going into additional *regional* Universities has been fairly achieved, with Maharashtra and Karnatak having taken away, I think, one half or more of the burden. (I have not at present before me the exact figures for the whole province). And if we, say for argument's sake, suppose that Ahmedabad, Baroda and Anand opt out as teaching and residential universities in the near future, it will mean a still more lessening of the burden on Bombay. It will be interesting to have a cursory glance at the figures that are given in the appendices VI and VIII of the Majority Report :

Name of Zone.	No. of Students.	No. of Collegiate Institutions.
Saurashtra	1,502	3
Ahmedabad	3764	8
Baroda State	2847	6
Anand	1107	3
Surat	1433	3
Misc. others	103	1

77. Total number of students appearing at the Matriculation in Gujarat is about 12,000 in round number. The college students also approximately of the same number, one-third of whom study at Ahmedabad.

78. It will be revealing to see the figures of students in some British Universities :—

Name of the University.	No. of Students		(1946-47)
	Men	Women	Total
Birmingham .. ..	1,705	781	1,486
Bristol .. ..	1,095	635	1,730
Cambridge .. ..	5,271	594	5,865
Durham .. ..	2,235	750	3,040
Leeds .. ..	1,838	644	2,482
Liverpool .. ..	1,821	791	2,612
London .. ..	9,844	4,892	14,736
Manchester .. ..	2,170	1,160	3,330
Oxford .. ..	5,036	1,145	6,181
Reading .. ..	455	463	918
Sheffield .. ..	997	275	1,272
St. Andrews .. ..	925	593	1,518

(Taken from "Universities and the Future"—Fabian Ltd., pp. 30.)

79. From this it may at least be said that all the Zones in Gujarat have a sufficient number of students to mind if they decide to have their local teaching university centres.

80. I was arguing above that the question of decentralization does not remain as a problem. Again, with the Secondary School Certificate Examination Board taking over the greatest and the most killing type of burden of the Matriculation Examination, it disappears still more. Therefore, to argue in the case of Gujarat now that its regionalization as a move in the policy of decentralization through the establishment of regional University in the Province is necessary, is not merely out of date but wrong and without any basis. The line to be adopted in case of Gujarat must be thought out anew keeping in view its special needs and conditions.

81. In this connection, I may reproduce here a few answers that Principal Junnarkar of the Birla Engineering College, Anand, gave to the Committee in his oral evidence :

"Q.—Would you like the University to be confined to the City of Ahmedabad only or would you like it to cover all the Gujarat speaking Districts within its jurisdiction ?

A.—If it is possible it would be better to have universities of various types and if some centres are in a position to try out any experiment, they must be permitted to do so.

Q.—Would you allow all centres to start separate universities ?

A.—If they are ready in the next few years they may be allowed to do so. If I am permitted, I may put a question to you. Now that Poona has a University of its own, Sind has separated, and Karnatak is going to have its own University, is it necessary for Gujarat to have another University of its own ? Cannot the remnant of the Bombay University serve as the Gujarat University ?

Q.—What would you say to that ?

A.—If English is going to remain as a medium of instruction for some time to come\* I see no objection for the present Bombay University functioning as the University for Gujarat."

82. In this connection, another witness also gave us similar advice. And looking to the general conditions in the collegiate circles of Gujarat, the view regarding the medium is that English will continue and they are not very uneasy with that state of affairs. To them, as it appeared to me in the course of our visit to these centres, the main problem appeared merely as the creation of a new affiliating centre, and they thought (and I may say, some feared) that it seems to be at Ahmedabad. Hence the main concern to their mind was only to see and try to visualise how they will fare under the replica of Bombay that will be born in the wake of the idea of the regional university.

83. As this aspect of the question is very important, I may reproduce the oral evidence of Dr. Avasare of Baroda (who, I think, was a Secretary of the Baroda University Committee) :

Q.—Would you like the Gujarat University to confine itself to the City of Ahmedabad and become teaching and residential university ? Or would you like it to extend its scope over all colleges in Gujarat ?

A.—It should be purely a teaching and residential University. It should not be a business organization for merely taking fees and giving certificates and degrees in return.

Q.—What will be the statutory jurisdiction of the University ?

A.—Within the limits of the City of Ahmedabad.

Q.—What would you like to do with other colleges of Gujarat ?

A.—They may be allowed to have their own choice whether to join Gujarat or Bombay, for the time being Bombay "

\*And it will be clear from M. R. Chapter 3 on the Medium of Instruction that the majority view is not emphatic on having any one medium and it permits the university to continue English even after five years.

## CHAPTER IX.

## THE MAJORITY RECOMMENDATIONS.

87. In the early part of our committee's deliberations, much time was spent by us in threshing out whether it might be possible to federate the existing four or five important collegiate centres in Gujarat and so build up a sort of a federal type of an affiliating-cum-examining university.

88. There was another novel idea also interweaving itself with the above, viz., the question of planning the whole of education including all stages and types, under the University. (*Vide* Majority Report paragraph 27).

89. The third main idea that entered our discussions was the idea of having a residential and teaching university only for Gujarat. This last was the chief thing that most of our witnesses advised us.

90. The Majority Recommendation, following the lines laid out in the Poona Act, have mainly adhered to creating an affiliating regional type; but have engrafted upon it the incompatible idea of having the teaching and the residential aspect also. While on the one hand the Majority Report concedes that the latter type is obviously the right one, it unnecessarily goes in for the former, and would compel potential teaching and residential units in Gujarat to join the affiliating centre, which itself would also try to be one such in the near future! This is against the clear view expressed to us by various witnesses and the Report gives no convincing reasons why that view was set aside. And when we remember that this also goes against the grain of modern ideas of university organization, the matter becomes still more surprising.

91. This recommendation of the Majority Report shortly amounts to creating a compulsorily affiliating regional university, and also having, as a part along with it, a residential and teaching section at the site of the affiliating university. In the previous chapter I have argued against some of the aspects of such a scheme at great length. A few more points equally important remain to be noted:

There is first a theoretical and practical objection, viz. such a type which is (as the Setalvad Committee says) "at once affiliating and residential and teaching university" is not a new or unknown type in India. In fact, the Setalvad Committee went into the question and rejected it as unhelpful and dangerous in the following words:—

"In such a scheme the attention and energy of those managing the University is likely to be concentrated on the more central and more closely incorporated institutions of the University, while the colleges outside ..... will stand in some danger of being neglected or of not having their interests duly considered. The course of events in the recent development of Allahabad University as disclosed in a letter to us from the officiating Vice-Chancellor of that University\* suggests that this is no imaginary danger."

\* (Letter from D. Ganganath Jha, Officiating Vice-Chancellor, Allahabad University.)

Dear Sir,

... The weakest point that we have found in our reformed Constitution lies in our mixed character. We have two sides: an Internal side consisting of the Teaching University itself and an External side consisting of all the colleges that were affiliated to us under the old constitution. For the two sides our Act has set up two distinct sets of bodies culminating however in a common Academic Council, Executive Council and Court; and it has been my sad experience that there is an inevitable jealousy between the two sides which hampers progress at each step. As regards the details, what we are suffering from is a multiplicity of committees and councils. Instead of leading to efficient dispatch of business this is proving a source of much confusion and delay. . . .

18th August, 1924.

(Signed) GANGA NATH JHA

92. If we look at the sum total of recommendations made in the Majority Report we find clear evidence of such inherent danger lurking in this mixed type. To alley it in a manner open to them so far as the mere constitution goes, the recommendation provides a way of group or zonal representation of certain interests. I do not know how the patent evils of canvassing and power-group formation that, we know, are obtaining today under the affiliating order of things, will function under this further dose of sub-regionalization, or say, zonalization of the university region. They can probably be visualised by those who know from inside the working of the Bombay University. But if we look at the Majority Report, we as laymen can easily point out potent causes for the dangers against which we are so emphatically warned by the Setalvad Committee.

93. The Majority Report, while showing its bias in favour of the residential type, works out to implement it, in the affairs of the proposed university, in the following manner:—

(a) A residential and teaching nucleus is contemplated to be added at Ahmedabad, along with its being the main centre of the regional university. The establishment of such a nucleus is intended to be the liability of the regional university.

(b) This teaching side\* is provided for in the demand for finance from Government; the total amount estimated for this side, as shown in the Report (paragraphs 42, 43), is 56,05,000, spread over a period of five years.

(c) Other centres in Gujarat, wishing to opt out as independent, residential and teaching universities will have the freedom to prepare themselves to do so after five years if Government so permits. As to how these outside centres or units are to finance themselves no indication is given. Obviously, they are supposed to fend for themselves.

94. It is obvious that in an affiliating type, all affiliating institutions should be in a like relation to the university; otherwise there is bound to be the stress and strain which is inevitable in the differential treatment over and above those inherent in the affiliating type. If this is not done away with, the university proposed by the Majority Report will be worse off than even the orthodox affiliating type. This can be done either by going in for a simple affiliating and post-graduate teaching type like Bombay (as is recommended by the Karnatak Committee), or by going in for a residential and teaching type in the manner Dacca did vis-a-vis Calcutta. The provision made for the Ahmedabad teaching nucleus should find no place in the proposal; and it should be clearly stated that all centres stand on their own, and Ahmedabad will not be preferred in any way, so far as evolving a teaching side goes.

95. But there is another reason why this recommendation becomes still more unacceptable. For showing it I have to examine the

\*The estimated budget for the other, i.e. the affiliating side is, as shown in paras. 40, 41 as follows:—

Press and Publication	...	...	...	...	5,00,000
Aff. side—recurring	...	...	...	...	3,22,000
non-recurring	..	...	...	...	12,55,000

teaching university. As is alleged by some, the necessity of having one university to which scattered colleges in the region can affiliate even when groups opt out as local universities, --such a necessity will also be met with by such an external side.

102. Coming back to the topic of university centres which we are discussing, there is the Gujarat Vidyapith which should also be noted as an important university centre in the new scheme of things. Now we are not thinking merely of the old type of a university; we are for reconstruction of the whole structure of our education. The Vidyapith has had its place in this. As can be seen from Appendix 4 describing its work, it is actually doing the work of this reconstruction; and it must now come to its own in the new scheme of things.

103. But some say, how will all this discussion avail? Will not Government follow on its regional university plan of work started with Poona and complete it with Gujarat? Is not the Majority Recommendation based on that supposition? I do not know. But I hope and believe that Government will recognise the peculiar case of Gujarat, and see that her higher education is arranged on due national and equitable manner. And even if they are minded to have a regional university for Gujarat, I hope and pray that they will heed to the wise advice that Gandhiji gave to Government and universities.

#### *Addendum.*

104. Regarding a few of the Majority Recommendations I have to make a few remarks which I briefly note below :

#### 1.—NAME.

As the Jayakar Committee in their report says (paragraph 46, p.17)—“It is more usual to name universities after cities than after regions.” For example, the English universities. The Jayakar Committee therefore recommended that the University for Maharashtra be named the “University of Poona”; and Government have accepted it and named it as the Poona University. That principle should be accepted for Gujarat also.

#### 2.—CONSTITUTION.

I suggest the following few changes in the Constitution proposed in the Majority Report, Appendix VIII :—

(i) *Clause 30 (c).*—Registered Graduates are an important element. They must have at least 14 to 21 seats. A few seats can be taken away from the following—

(ii) *Clause 30 (b).*—In all ten seats at the most should be considered enough for nomination by the Chancellor.



(iii) *Clause 30 (c).*—Registered Secondary Teachers' seats can very well be reduced to 5.

(iv) *Clause 30 (c).*—The donors' seats should be reduced to two or three.

And regarding their (donors') election, I suggest that in Cl. 23 (line 2) "from time to time" be deleted. So also in Cl. 25 (line 2) "or otherwise" be deleted. The intention is to see that, as in all other constituencies, the donors also, if at all their representation is deemed necessary, should elect from themselves and not "or otherwise". And they have no title to nominate their representative *from time to time*. One who enters the list of donors should be there for life in terms of Cl. 24.

### 3.—VICE-CHANCELLOR AND RECTOR.

I suggest that the Rector should be appointed by the Senate on the recommendation of the Syndicate. The sanction of the Chancellor may be made obligatory.

## CHAPTER 10.

## GANDHIJI'S ADVICE.

105. The advice referred to at the end of the previous chapter is the article that Gandhiji wrote in his *Harijan* dated 2nd December 1947. This article was submitted to our Committee by its publisher, as his reply to our questionnaire; and the Chairman giving as the summary of a talk that he had with Gandhiji on the subject of that article, gave us a copy of a letter which he got in reply from Gandhiji. (Reproduced in the Appendix VII C).

106. As the article is an important document when considering the case of a university for Gujarat, I quote it as Appendix VII-VIIB. In fact, I may reveal now that it was occasioned in connection with the work of our Committee. As a member of the Committee I thought that Gandhiji's view on this important questions must be known; also I thought that the question of new universities for free India might better be threshed out, at least in its main principles, on an all-India plan. Therefore I sent to Gandhiji my replies to the K. U. C. (vide Appendix II of this note) and requested him to publish them in the *Harijan* with his comments. He wrote to me (6th October 1947) to say that he went through it, but would not publish them in the columns of the *Harijan* as he was then not prepared to enter into the problem, which he thought was untimely; and he added that the main question of establishing new universities should await the separation of provinces. And at the end he wrote me that I might draw him out further (copy of the letter is given in Appendix VII-VIIA). I wrote that I agreed that, occupied as he was with the big questions of the very existence of our free State, it was right that he might not go into opening the columns of the *Harijan* for the university question. But I told him that what was expected from him was exactly what he shortly wrote to me in his letter. He agreed that it was right and wrote the article mentioned above.

107. In a short compass and with the unique preciseness and foresight which he had, Gandhiji puts down in this article the main principles of reconstruction and suggests which first things should be done first. He tells us that, if at all a regional university should come, it should follow the creation of a region; which question, we see, has created problems as crucial and fateful as the communal problem. The university must steer clear of this, and the only way to do it is to de-territorialize the concept of university jurisdiction. All world over, it is universally

agreed that "universities do not exist for the localities in which they are situated"; they exist for all who enter their portals. As we saw before, territorial jurisdiction is the bad legacy of the rule that desired to departmentalize as an administrative branch of the State the work of the Universities. This legacy must go now. Then the question that arises is—what then should be the principle of university reorganization in free India? How can we secure to ourselves the unity and culture without in any way falling into the trap of linguism—cum—compulsory regionalization of the universities?

108. The question brings us to the problem of the medium of instruction and the study of the National Language and other languages in general.

## CHAPTER 11.

## MEDIUM—THE PRINCIPLE OF UNIVERSITY RECONSTRUCTION.

109. It is significant to note that the medium of instruction has been the crux of the problem of modern education in India, and ever since its beginning in 1835, it has exercised all along, till now, the ablest and the best of the minds, both in the official and the non-official world. Today we find that the question has come to the fore as never before, excepting perhaps as in 1835; The difference being that in 1835 those whose responsibility it was to decide the issues were foreigners and today it is we ourselves who have to decide as a free people. The decision we take today is going to be equally important and epochmaking, if not more.

110. Thanks to the forces of national self-assertion and freedom operating during the Gandhian epoch, one thing is certain and agreed on all sides that English is to go. And till the birth of freedom the following things were also taken as generally accepted that—

(a) the mother-tongue should take the place of English as the medium of instruction ;

(b) the provinces in India, ill-arranged as they were, from the national point of view, should be re-arranged linguistically ;

(c) Hindustani should be the National Language for inter-provincial intercourse and central administration.

111. But with the touch of freedom and responsibility to manage our own house, these things appear to demand a reconsideration ; if not all the three at least the second, regarding linguistic provinces.

112. The first point—that the true medium for education is the language of the child—is a principle universally accepted, and these needs arise no question on it. But unhappily, it is being confused with the second point regarding creation of linguistic provinces, and there has arisen a school of thought which would set aside this sound principle of education and advocate that the medium for higher education should be the National or Federal Language. As a result, a situation almost similar to the one facing the country in 1835 (English vs. Indian languages) has arisen now, calling upon us to decide between Hindustani vs. the Indian Languages. And on the questionable analogy of English which has operated as one common official medium for the upper classes all over the Indian sub-continent, this school argues chiefly in the name of Indian unity and adduces minor academic considerations, in favour of this plea, like migrations of students and teachers from province to province, availability of competent teachers, etc.—i.e. facilities which we are used to, as they were easily available to us under the existing order of university organization.

113. Looking at the question *per se*, we can say that the provision of the above facilities is not the *sine qua non* of a medium. If it were

so, it would lend us into the absurd position of having one world-language for all universities ! But we know that it is not necessary ; nor is it feasible. And these facilities are merely matters of adjustment to new requirements. Students and teachers at higher stages of education easily pick up another language whenever necessary. Again, the common National Language is to be adopted as a compulsory second language for all the provinces. And further, regional languages are bound to be studied more and more in all our universities henceforth.

114. The other argument advanced in favour of the National Language as the medium is in the name of the unity of India. It is argued,

“ Provincialism is unfortunately on the increase. The urge to divide the country into linguistic provinces has become popular. If, in addition, a provincial language is introduced as the medium of higher education, it would foster provincial exclusiveness, stimulate disruptive forces and undermine national progress.”

115. It is admittedly right that provincialism is bad. But is it alleged that it is born because of the provincial language ? Surely not. Is it not there, even though we have English as the common medium today ? It may be true if one were to say that the creation of a regional or territorial university smacks of and may provoke and encourage provincialism. As a matter of fact, we saw in the earlier chapters, that many people intend it as a preliminary step to provincial demarcation. Therefore, a regional university and its creation as conceived by some to be the centre for the study of the so-called “ regional culture ”—the repository and seat of provincial patriotism, is surely undesirable and must be wholly out of court. This only amounts to saying that a university is not a territorial or a parochial concept, but is a general concept in human culture and learning, whatever the medium through which it may work. In fact, that is one of my main contentions in this note. Surely, a university must have a medium and if it is sound principle that it should be the mother-tongue, then like honesty, it is the best policy and the surest expedient. In the affairs of a nation or a people, it is always sound policy and sure wisdom to entrust its future to truth rather than to its realistic-looking counterfeits.

116. And it is not mere idealism and pure theory here ; there are very real and positive grounds why we must introduce the mother-tongue as the medium and not Hindustani. They pertain to the reconstruction and re-orientation of the role of the university in our national life, which is what we are considering now.

117. Firstly it must be realized that the problem of deciding the medium for higher education is not merely to find out a substitute for English, which would superimpose itself on the various regional languages, as English has been doing till now. That the new superposition is to be an all-India common language does not alter its character nor make much difference in the fundamentally unsound claim

of the all-India common language to usurp the place of Gujarati, whose claim is admitted on all sides. Usmania is a pointer to us here.

118. Again, we should realize that the role of our universities henceforth has to change. Till now we had to play second fiddle to the British Universities. Now they have to fulfil the true role that a university has to play in the life and culture of a free people. It is no more merely supplying English-knowing Government servants and a few specialists. "It will have to concern itself with the training of three sections within society—the elite, the specialists, and the residual mass." And these three cannot be exclusive of one another, but they together should weld themselves into one homogeneous entity—the Indian Nation. And if this three fold training is to be democratic, it cannot be done without the use, in the case of all sections, of the language of the common man. Then only can the university grow to be and function as the people's and as the custodian and transmitter of their culture.

119. There is another consideration to be kept in mind also. If we look at the history of the progress of democracy and culture among a people we find that the language of the classes, i.e. the elite, lording over the regional vernaculars, has given place to the latter, and these have, in course of time, grown to equal eminence. In Europe, in the centuries after the Renaissance and the Reformation, Latin gave place to the European languages and they are today mediums in their respective universities. It was the need of the common man to know and play his part along with the classes that caused this revolutionary phenomenon. Look at the Pali and the prakrit and the "Bhakha" (भाषा) movements against Sanskrit. The twelve or fifteen major Indian languages that have grown during the last six or seven centuries and which are spoken not by a few thousands, but crores of people, are born of a similar historical process. They have withstood the worst days of the domination of Persian and English. They have in fact shown their vitality by assimilation from both and growing richer in spite of their domination.

120. But there are some who, in their enthusiasm for the medium of the National Language, go so far as to say that they would not mind if, due to that, the provincial languages were eventually wiped out! But happily for us true nationalism does not require us to do so. As we saw above, the development of these languages could not be destroyed and it is not merely possible but is really good and necessary that they, along with Hindustani, should weave themselves into one national pattern. There should not be created by our wrong decision a fratricidal war between our languages. However, if the National Language is misused and made to substitute English, what will surely happen is that the regional languages will continue to remain undeveloped, and not reach the university status, which is their legitimate claim and birth-right. Because, surely if we may not use them as the

media of all our learning, teaching and research, they remain undeveloped to that extent. As I have tried to show, such an eventuality would be a calamity, and would surely retard the growth of democracy and education.

121. And further, it will set in a tension between Hindustani and these languages which will really be very dangerous. In fact, the tension will work for the encouragement of narrow provincialism which the advocates of the National Language as medium fear so much.

## CHAPTER 12.

HINDUSTANI *vs.* PROVINCIAL LANGUAGES.

122. The position of the Hindustani-medium-school would have been at least intelligible if there was one commonly accepted National Language ready to start with. As a matter of fact, the position is that it has to evolve along with our nationhood. This evolution is going to be the symbol,—the very expression of our national unity. But here also parochial ideas of Hindi and Sanskritist and Hindu revivalism are trying to assert their narrow values, and disrupt the march of true national growth. It appears that this evil is emerging, as if from the very depth of our national sub-conscious. Gandhiji warned us against it in the following words :—

“ The exclusive spirit is ever uppermost. Everyone thinks of himself and his family. No one thinks of the whole of India. The centripetal force is undoubtedly there, but it is not vocal, never boisterous, whereas the centrifugal is on the surface, and in its very nature makes the loudest voice, demanding the attention of all. It manifests itself most in matters communal. This has given rise to fear in other fields.... ”

As for example, in the fields of education and its medium, which we are discussing here.

123. The provincial languages are free from such revivalist and communal considerations. That they are not sufficiently developed is of course true. But Hindi also sails in the same boat. One thing however about these languages is that they have no rival claims to assert against anyone and are ready to develop themselves to university status in a joint and common effort, each in its own way. If at all, the National Language should supplement this common effort, but never contests it or stand as a rival to provincial languages.

124. It is necessary to remember here that the corner-stone of the National Language Movement has been the assurance to the people of the whole of our country that Hindustani was “ not designed to replace the provincial languages, but is intended to supplement them and to be used for inter-provincial contact ”. (Gandhiji). If now we go out of our way to replace them in the very place of our honour and esteem that is theirs, viz., the obvious right of being the medium of all instruction, the whole edifice of the National Language Movement will come down, which will mean the undoing of the work of more than a generation ; and it will only lead to the continuation of English. And if the Hindi-Nagari School does it it will be resented still more because it will be taken as the linguistic imperialism of Hindi, which is only one of the provincial languages in the North. If at all we can have the National Language as medium it can be thought of only when we have evolved it by the joint efforts of the whole of our people. In this connection the following words of Pandit Jawaharlalji are worth quoting:



"One had to realize that no real language could be made by statute. Language grew. It might grow in a particular direction. In the old days the literary development of a language took place only among the upper classes of people. Today however it was not so. There was now a progressive development of languages. Such development might result in the literary deterioration of language, but they became stronger and more vigorous". (From a speech at Hyderabad-Times of India,.....12, 1948).

125. But the change of the medium has to begin. And the Tarachand Committee has given a clear lead in this matter and directed the universities to implement their advice as soon as possible. It is as follows :—

"(1) English as the medium of instruction at the university stage should be replaced during the next five years by *Indian languages*.

(2) Universities should within this period adopt the language of state or province or region as the medium of instruction and examination. After the period of five years (from 1948) English will cease to be the medium of instruction and examination."

126. And the Committee has also said that "there should be a compulsory test in the Federal Language during the first degree course of the university....." This is a new subject. Therefore the right line will be immediately to devise a preliminary course in Hindustani and begin it at once in all the years of the colleges for all the students. And as we proceed on, this course will be amplified year by year, ultimately leading to a degree stage.

127. I am sorry that the Majority Report does not endorse the Tarachand Committee recommendation regarding the medium, but says that,

"In our opinion the introduction of Gujarati and/or the Rashtra Bhasha ..... is the only right thing to do." (Paragraph 9) and at the end of the chapter on the medium (paragraph 14) says,

"It is obvious that English will continue to be the medium of instruction in these subjects and courses, till Gujarati and/or the National Language is adopted as the medium of instruction."

And concludes by saying,

"We have indicated above only the general out lines of the changes that we recommend. We leave it to the university to interpret and implement them in detail, according to the course of events."

128. The Government have not specifically referred to us the question of the medium. (*Vide* terms of reference reproduced in para. 3)

The Poona University Act does not say anything about the medium. And from what our Committee have recommended, I fear Government would prefer to leave the question to the university. As I have tried to show, the question of the medium for higher education is a crucial point in university reform. It is so important that it must be one of the chief aims, if not the whole aim at present, for establishing the new university. Therefore I had suggested that this point should form an item in the preamble of the Act. I shall quote here one of our important witnesses on this point, Shri K. M. Zaveri :

“Q.—Would you like it to be stated in the statute that Gujarati should be the medium of instruction? Or would you like it to be unsafe to leave the option to the Senate to decide whether Gujarati should be the medium?”

A.—I would like it to be stated in the Act that Gujarati should be the medium.”

Of course, those who say this do not rule out for the interim period that teachers not knowing Gujarati can use Hindustani.

129. The place of English remains to be noted at the end. It is being removed from the Middle School. As a result, after five years a boy entering a college will not be as good in English as the one today. This is bound to affect favourably and expedite the movement for the change of the medium. English then will be useful for using the library in that language, till at least we do not have the needed books in Gujarati.

130. Should English be compulsory? I think it is idle to go into this question as it is already so and signs are that for some years to come it will continue to be so. To me the pertinent question is different. Suppose there is a student who wishes to do without English and is willing to take up any modern Indian Language other than his own in its place. Should such a student be compelled to take up English and not Marathi, Tamil, Telugu or any other? The question is relevant because it represents a very desirable line of growth in under-graduate studies. I think such a student must have the option. And I believe that, as we go further in the development of our free universities, such a course will increase. I hold that this will be very good for inter-provincial amity and understanding and for building up healthy national unity. It will also foster the study of comparative philology and will make for mutual understanding, amity and enrichment.

131. But when I say this I do not minimise the value of English in any manner. I only keep it in its proper place and that is its international use. Our universities must have schools of Asian and European languages; English will be the most prominent there. It may also be a subject in the high schools. What I imagine and would like to see is that it be permitted that those who wish to take a modern Indian language other than his own can take it instead. That very few or none will do it is beside the point. That only strengthens my plea that there is no harm in giving the option.

132. There is one more point in this connection of the change of medium, which it is in the hands of our Governments to do. In a previous chapter I have said how English education was encouraged by the language being adopted for state, educational and business purposes. The new medium and the National Language should also have the same recognition now. Government should declare that provincial affairs will be conducted in the language of the province or the region, and central affairs in the National Language. For people residing in a region and not knowing its language, it is of course clear that they can use the National Language. I hope this will be done by our new Constitution which is being framed at present.

## CHAPTER 13.

## CONCLUSION

133. So far I have attempted to show why I could not agree with the Majority Report. Now to conclude the argument—what in short do we want to do? Is it decentralization of the Bombay University? Then I have submitted that, if at all, it has to be done in consonance with the good of higher education in Gujarat and not for its own sake. Mere parcelling out of a territorial portion from the province for university jurisdiction does not serve our purpose one way or the other. And I have shown that the question of decentralization for Bombay, whatever it might have been five years ago, does not arise now for reasons I have mentioned. . . (Vide Chapter 8 paragraph 76-80)

134. What is it that we want then? If we look at an average parent in Gujarat his only concern seems to be to secure a place in a college for his child and a good result at the examination. He does not bother with anything more. The reality of the order that obtains today is perhaps too much with him. The question therefore is for those who consciously think in terms of the social good—the leaders of the people and the Government. It is such elements in society that want a new thing. They want a university that would serve the needs and aspirations of the new age that is born now. The present universities, from that point of view, have to be radically reformed and reconstructed. Therefore, if at all we go in for establishing a new university, it should demonstrably have the attributes of such reconstruction at least.

135. The case of Gujarat is peculiar in this respect. In an earlier Chapter I quoted the late Dr. Dhruva to say that modern Gujarat was Gandhiji's creation, and he had added that it was up to him (Gandhiji) to give a suitable new university to the province. All know that the Gujarat Vidyapith has been one of his chief instruments in creating modern Gujarat. Obviously, this fact should be one of the chief factors influencing our decision.

136. A university, of whatever kind or type, is an important organ of society, vitally affecting its development for good or ill. Therefore, by sheer virtue of this importance and gravity of his function, it becomes a force to reckon with. It is therefore that its reconstruction becomes an immediate practical problem. Mere *obiter dicta* do not take us anywhere at this stage. We have to translate the dicta in concrete shape in our present programme of reconstruction. It may be that this programme may not be and appear ambitious, as we would like it to be; conditions do not perhaps allow it. But there must be a clear departure from the old order, and a step in the new direction clearly planned and formulated with an eye on future development.

137. As Prof. C. N. Vakil said to us in his oral evidence (*vide* Chapter 8 paragraph 72) the main lines of the new departure are:—

(a) The change of the medium of instruction from English to Gujarati;

(b) the change in the type of university—the manner of its reorganisation: viz. it should be residential and teaching and local. The first change is a matter of evolution to be brought about by the devoted efforts of a band of workers. It requires the zeal and application of a missionary. The Gujarat Vidyapith has done pioneer work in this direction and, as Shri K. G. Mashruwalla\* said in the 'Harijan' dated July 4, 1948.

".....the introduction of an Indian language as medium of instruction at any stage whatsoever is not an insurmountably difficult task; I say so with a degree of confidence."

138. The Vidyapith experiment answers two more points also that are raised by some against the change of medium. Firstly, it is said that a regional language may breed provincialism. The graduates of the Vidyapith have been truly national; an all-India outlook and perspective have been one of their chief attributes. Secondly, it is said that the standard of mental equipment that is possible through Gujarati is bound to fall in comparison to that through English. I believe this is a vague charge and is not seriously made. The Vidyapith has demonstrated that it is not tenable at all.

139. To come to the second line of the new departure, viz. the type of the university. This can be achieved by a mere statute, as Justice Bhagawati pointed out in his oral evidence (see Chapter 8 paragraph 74). But what is to be kept in mind here is that this new type of university organization should not be a mere dead mechanism of a constitution, but it must have a soul or a spirit in the form of a new principle of work, a mission to achieve something definite something that we need and aspire, to have. It is from this stand-point that I described the question of the medium as the pivotal point of reconstruction of our universities. The new university, if at all it is brought into being, should have this as its mission and purpose. It must start with whatever faculties it can teach through Gujarati, and take up more through planned work and research. I have tried to put down my ideas regarding this line of work in my answers to the K.U.C. Questionnaire (see Appendix II to this note); therefore I do not repeat them here. Government can easily aid this process by doing what the British did in the thirties and the fifties of the last century, when they were keen on encouraging and pushing on English as the medium in Indian universities. Government can declare forthwith that graduates and under-graduates of such a new university will be preferred for employment as they will be better equipped as administrators in the new order. Because Swaraj Governments too have to make a beginning in the matter of conducting the affairs of a region through its language. They need qualified personnel for it. This can be had only from the new university suggested above. Till then the transitional interim needs will be fulfilled by the old universities. Thus the transition will also be easy and natural. But all this I may not dilate upon here. I may however say that if Government agrees, in a general manner with the trend of this suggestion (viz. that

\*His article referred to is *Not Seriously Meant?* In that article Shri Mashruwalla casually describes the work the Vidyapith has achieved in this field.

given in Appeddix II) then it will be necessary for them to refer this question *de novo* to a new Committee. They may as well await the decisions of the Central Universities Commission.

140. There is also a third line of the new departure which we should specially keep in mind, because it is the most neglected, altogether absent, in the work and organization of our universities. It is the education of the common mass of our people. Unless the universities teach and work in the language of the people it is difficult to see how knowledge can percolate or go to them. In fact this line of approach leads us to the conclusion that the evolving of the medium is the inescapable principle of university reconstruction.

141. Again, till now our universities have been playing only an undertone to the syphony of the foreign rulers. With freedom restored to us, economic, social, political and other forces are sure to emerge through an important organ of the people like the university. It will be a matter both for the Government that be and the people to see that this organ does not abuse itself, and is in the hands of the forces of democracy and freedom, progress and culture. But I may leave aside that aspect of the question and touch upon one or two other considerations, that arise from the deliberations of and oral evidence before our Committee. These, though of a general nature, are peculiar to the modern age and apply to modern universities all over the world. They are—

(a) Under modern conditions Universities also, like other social institutions, tend to become classy and class-ridden ;

(b) The study of humanities versus the growing perference to technology and applied sciences.

142. I should not dilate on them, but only suggest them to show that due to class-riddenness and the onrush of technological studies, the main function of a university, viz. the transmission of culture\* among the people, suffers or gets coloured by it. Both together create a philosophy of the age which lands civilization in strife and war and the race for new weapons. Gasset has described this state of our age as "modern barbarism". What are the universities going to do about it? They supply leaders of the people, teachers and administrators chiefly. These together make the generation—its ideas and culture. Therefore it is upto the universities either to succumb to or to take up the above-mentioned challenge to their true vocation. This aspect of our problem is specially very important at present when we are thinking of establishing new universities. What ideas in our time do we wish our universities to stand and work for? It

\*Gasset whom I quote here defines culture as follows: "Mission of a University" (page 44)—"A man belongs to a generation: he is of one substance with it. And each generation takes its place not in some chance location, but directly and squarely upon the preceding one. This comes to mean that man, lives, perforce, at the level of his time, and more particularly, at the level of the ideas of his time.

"Culture is the vital system of ideas of a period . . . Culture is not science . . . . ."

was in this context I think that Gandhiji in his reply to the Chairman Shri Mavalankar (*vide* Appendix 7C) wrote —

“I am greedy or infatuated enough to desire that the last university.....(he means one for Gujarat) works for the progress of India's culture which is the culture of its villages.”

I hope Government will see to this aspect of the problem also. It is this and such-like considerations that seem to have made Gandhiji intuitively to feel that the time was not yet for establishing the new university. If by our concerted forces of foresight, wisdom, love of the whole country—patriotism, national unity and progress we could have achieved the solution of the linguistic provinces problem and the problem of Hindustani—which are in reality the garbled versions of provincialism and communalism respectively—if we could have solved them with our collective wisdom, then the stage might have been cleared for ushering in the new universities. We must acknowledge that our universities as they are today do not have the strength of solving them.

143. But some argue, Gandhiji's advice is surely sound and good, and it surely carries its own weight as from one like him. Again, the new Constitution is now on the anvil, and will come into force some months hereafter. The Radhakrishnan Commission also, by that time, will have reported to Government their findings in the matter of university reform. All this may perhaps suggest to Government that they should stop going further for some time. But that does not end the matter. We know that the composite Government of Bombay maintains, as a policy, a kind of parity in financial matters in the three regions under them. The Poona University is already established. One for Karnatak is to follow. Surely, Government will have to spend for a similar object in Gujarat. Should this be done or not?

144. The above is a brief version of a long argument that is commonly adduced. I have touched upon it in a way before. (*Vide* Chapter 9, paragraph 103.) It is more concretely made here. I have not argued that nothing should be done in Gujarat. My argument is for a right and proper step. Therefore, as I said earlier, the money to be spent should be utilized in helping collegiate groups and institutions with an aim to foster activities that go to build up a university of our desire. The Majority Report envisages the growth of local university centres in course of a few years. To help this on lines which we hold to be true, money can be very well and should be spent. If this is acceptable to Government then they will have to decide how and where to help. The question will have to be gone into *de novo*.

145. The Majority Recommendation we have already examined. It says compulsory affiliation of the area demarcated (*vide* Majority Report Chapter 4). It excludes the City of Bombay. I do not think it is proper. When I say this, I wish to make it perfectly clear that I have not in my mind how Bombay is arranged on the new administrative map. I hold that the educational map should have no such demarcation. The two are different categories. It must be noted that Gujarat

does not wish of its new university that it be started with an eye to linguistic provincial boundaries. The ties of industry, trade, and commerce, education and culture that bind her with Bombay should not be snapped unwarrantedly and by law.

146. But it is argued that the Bombay University is slow to move; it won't change. I am not without hope in that matter. And it makes no great demand on our optimism either to be so, because we know that Bombay is a party to the Vice-Chancellors' Conference which resulted into the Tarachand recommendations. But the greater thing is the event of the transition of our whole people from slavery to freedom. Even to justify its own existence under this new order, the most conservative will have either to mend or be out-of-date and wither away.

147. Again, what is being proposed for Gujarat is nothing radically new from Bombay. And if there is anything new, it is by way of experiment during the transition; and it is sound policy not to invoke the aid of legal compulsion to join it. Affiliation should not be obligatory. It had better be abolished as a means of university organization, and a new type worthy for free India be devised and experimented upon.

148. At the end, I thank my friends and co-workers (including the typists) for their ready help and co-operation, without which I could not have prepared this note within the few days that were at my disposal.

*Ahmedabad.*

MAGANBHAI DESAI.

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## ગુજરાત માટે યુનિવર્સિટી અંગે પ્રશ્નાવલી.

### ૧.—પ્રાદેશિક યુ. નો સિદ્ધાંત.

૧. મુખ્ય પ્રાંતમાં પ્રદેશવાર નોખી યુનિવર્સિટી હોય એવી નીતિ લગભગ સરકારે સ્વીકારી છે. ગુજરાત પ્રદેશને માટે નોખી યુ. કરવી હોય તો તે મુખ્યત્વે ક્યા ક્યા હેતુને ધ્યાનમાં લઇને તમે સુચવો ?

૨. આજે ગુજરાત માટે મુખ્ય યુનિવર્સિટી કામ કરે છે. તેમાં એવી શી શી ઉણ્ણો અને મુશ્કેલીઓ તમને લાગે છે, કે જેમને ગુજરાત માટે નોખી યુનિવર્સિટી સ્થાપીને દૂર કરી શકાય ?

૩. પ્રદેશવાર યુનિવર્સિટી સ્થાપવા માટે પ્રદેશની વ્યાખ્યા કરવા તમે મુખ્ય કયું તત્ત્વ ધોરણુ રૂપે લેવાનું પસંદ કરો ? પ્રાંતની સ્વભાષાનું ? જો ના તો બીજું કયું તે જણાવશો.

૪. ગુજરાતના સમાજજીવનને તથા તેની સંસ્કારિતાને પોષવાને અને તેની પ્રગતિને માટે, ગુજરાત માટે યુનિવર્સિટીએ, આજના સંજોગો અને જરૂરને ખ્યાલમાં લઇ, ક્યા ક્યા ખાસ કાર્યો મુખ્યત્વે અને સૈધી પદ્ધતિ પોતાને માથે લેવાં જોઇએ ?

૫. એ કાર્યો કરવાને અને તે કરી શકાય એને માટે ગુજરાત માટે યુનિવર્સિટીનું સ્વરૂપ તથા અધારણુ વગેરે કેવાં રાખવાં જોઇએ ? તેમાં કઇ વ્યાપ્તો ખાસ લક્ષમાં રાખવી જોઇએ ?

૬. એ કાર્યો તથા હેતુને માટે આજે મુખ્ય ન કરી શકે એવું કયું કયું કામ છે કે જે ગુજરાત માટેની યુનિવર્સિટીએ પ્રથમ અને પહેલેથી ધ્યાનમાં રાખીને ચાલવું જોઇએ ?

### ૨.—નવો યુગ અને યુનિવર્સિટી.

૭. પ્રાદેશિક યુનિવર્સિટીનો વિચાર જુનો છે. તે વખતે હિંદસ્વાતંત્ર્યનો પ્રશ્ન તેની પાછળ હોય તોયે વહિવટ બીજું કાંઈ નહિ તોય, આજે છે તેવો તો નહોતો જ. આજે હિંદ સ્વતંત્ર અને છે. તેવા સમયે ગુજરાતને માટે યુનિવર્સિટીનો વિચાર કરવાનો છે. આ મોટો ફેર છે. ગુજરાત માટે યુનિવર્સિટી રચવાનો વિચાર કરતી વખતે, આ સમય-પલટાની જે મોટી હકીકત છે, તેની એ વિચારણા ઉપર શી અસર થવી જોઇએ તમે માનો છો ? યુનિવર્સિટી માટેના હેતુ, કાર્યમર્યાદા, અધારણુ, સ્વરૂપ, અભ્યાસક્રમ અને સંશોધન, તથા કાર્યક્ષેત્રની હદ, વગેરે અધી વ્યાપ્તોને ખ્યાલમાં લઇને તમારી માન્યતા સમજાવશો.

૮. દેશમાં આપણી પાસે સ્વતંત્ર વિદ્યાપીઠ-સ્થાપનાના ગયાં ૩૦-૪૦ વર્ષના અનુભવના કેટલાક દાખલાઓ પડેલા છે. જેવા કે, યુરકુલો, ઋષિકુલો, શાંતિનિકેતન, ૧૯૨૦-યુગની બિહાર, મહારાષ્ટ્ર, તથા જામિયાં વિદ્યાપીઠ અને ઘર આગળનો દાખલો લઇએ તો ગુજરાત વિદ્યાપીઠ.

આ બધા પ્રયોગોમાંથી કંઈ કંઈ આવતો તમે એવી માનો છો કે ગુજરાત માટે યુનિવર્સિટી રચવામાં ધ્યાન સમક્ષ રાખીને તેમાં ઉતારવી જોઈએ? ( કાર્યપદ્ધતિ, કાર્યક્ષેત્ર, આદર્શ, ખર્ચ, શિક્ષણમાં સ્વાતંત્ર્ય, અધારણ, અભ્યાસક્રમ, ઇત્યાદિ આપતોમાં જોઈને આનો ઉત્તર આપશો. )

૯. ગાંધીજીએ ગુજરાતને અને ખાસ કરીને અમદાવાદને પોતાની આદિ કર્મભૂમી બનાવી. અને ગુજરાતી દ્વારા પોતાનું યુગપલટાનું કામ કર્યું. આ કાર્યના અંશો એટલે તેમણે રચેલી સંસ્થાઓ અને તે દ્વારા કરાયેલા વિવિધ રચનાત્મક કાર્યક્રમ અને આગ્રહોની લડત ( તેની વિગતો સર્વવિદિત છે. ) ગુજરાતના આધુનિક મુગના ઘડતરમાં આ બંધોએ નહિ, નહિ કરતાં લગભગ એક પેઢી જેટલું કામ કર્યું છે.

આની અસર ગુજરાત માટે યુનિવર્સિટી ઘડતી વખતે કદર પર લેવી જોઈએ, એમ તમે માનશો ને? જો હા, તો કહો કે તે આવતોનું ગુજરાત માટે યુનિવર્સિટીમાં શું સ્થાન હોય કે હોઈ શકે યા હોવું જોઈએ?

### ૩.—પ્રબંધીય યુનિવર્સિટી.

૧૦. એક એવી ટીકા છે કે, આતુ યુનિવર્સિટી વિશેષ કરીને ખાસ વર્ગોની Classesની છે. આ ટીકામાંથી ગુજરાત માટે યુનિવર્સિટી થાય તેણે ઉગરી જવા માટે શું કરવું જોઈએ? એટલે કે, તેને લોક-વિદ્યાપીઠ ( People's university ) બનાવવા માટે કંઈ કંઈ આવતોમાં શા શા મુદ્દા સંભાળીને ચાલવું જોઈએ?

૧૧. હિંદની જૂની યુનિવર્સિટીઓ સ્થાપતી વખતે આપણા માણ રાજવીઓની એવી ધારણા હતી કે, જ્ઞાનવિજ્ઞાનની યુનિવર્સિટીમાં થતી ઉપાસના ઉપલા યરોમાંથી નીચલા યરમાં એની મેજે ઉતરશે. આજે એ Filtration માન્યતા હતી તે ખોટી પડી છે. તેમાં મુખ્ય કારણ એક એ અપાય છે કે, તેનું અંગ્રેજીનું માધ્યમ. આ તમે બરાબર માનો છો? અને ઉપરની ટીકાથી બચવા ગુજરાત યુનિવર્સિટીમાં શું કરવું?

૧૨. તમે માનો છો કે ઉચ્ચ જ્ઞાનવિજ્ઞાનની ઉપાસના અને સંશોધન તથા અન્ય વિદ્યાભ્યાસંગ જીવંત રૂપે જે સ્વભાષા દ્વારા થાય તો જ ગુજરાતમાં વિદ્યાને સ્વતંત્ર રીતે ખીલવવાનું પહેલું અને પાયાનું પગથિયું નાખાઈ શકે? જો ના, તો કારણ આપો; અને ખીલવું શું કરવું તે બતાવો.

૧૩. સ્વભાષા ઉપરાંત એના જેટલા મહત્વની ખીલ કંઈ કંઈ વસ્તુ એવી તમે માનો છો કે જેને યુનિવર્સિટી-જીવનમાં પાયાનું સ્થાન આપવું જોઈએ?

૧૪. ગુજરાતનું લોકજીવન એટલે મુખ્યત્વે તેનું ગ્રામજીવન. એ જીવનની કંઈ વિદ્યા-ઓને યુનિવર્સિટીએ યોજનાપૂર્વક પોતાને ત્યાં સંશોધવી, કળવવી, તથા ખીલવીને શીખવવાને માટે પ્રયત્ન કરવો જોઈએ?

૧૫. ઉદ્યોગવંધા બાબતમાં આજ મોટા યંત્રોદ્યોગો કે જથ્થાબંધ પેદાશની રીતો જ સમજાય છે અને તેને માટે ઉચ્ચ શિક્ષણમાં જોગવાઈ અપાય છે. આમાં ફેરફાર થવો જોઈએ એમ માનો છો? જો હા, તો શો? આમજીવનના નાના નાના હાથઉદ્યોગોનું વૈજ્ઞાનિક રીતે સંશોધન કરવા અને તેનું શિક્ષણ આપવા માટે યુજરાત યુનિવર્સિટીમાં જોગવાઈ હોવી જોઈએ?

૧૬. આ બાબતોમાં અખિલ ભારત ચરખા સંઘ અને આમોદ્યોગ સંઘનાં કામ યુજરાત માટે યુનિવર્સિટીને માર્ગદર્શક કે દિશાસૂચક થઈ શકે એમ તમને લાગે છે?

જો હા, તો કઈ રીતે? યુનિવર્સિટીએ તેમાંથી શું અપનાવીને નવપ્રયાણ કરવું જોઈએ? તે સંઘો સાથે એ સંબંધ રાખે? જો હા તો કેવા પ્રકારે?

જો ના, તો આમજીવનમાં જે પ્રાથમિક ઉદ્યોગો પડેલા છે તેમની ઉન્નતિને અને વિકાસને અર્થે યુનિવર્સિટીએ શું કરવું જોઈએ? તે કરવાને માટે તેની 'ટેકનોલોજિકલ'—ઉદ્યોગવિદ્યાઓની બાબુમાં આ ઉદ્યોગોને માટે સ્થાન હોવું જોઈએ એમ માનો છો? હા, તો કેવા પ્રકારનું? ના, તો સાથી?

#### ૪.— જાતમહેનત ને સેવા.

૧૭. કલકત્તા યુનિવર્સિટી કમીશને ઈ. સ. ૧૯૧૯ જેટલે અગાઉ આ પ્રમાણે પોતાનો મત આપ્યો છે—

“Nothing short of a comprehensive reconstruction of the University system will meet the needs of the time . . .”

(યુનિવર્સિટી તંત્રમાં સમગ્ર રૂપે પુનર્ધારના કર્યા વગર આજની વસ્તુને પહોંચી વળાય એમ નથી.)

અને કહે છે કે—

“The interests of Bengal will be best served by a generation of young men trained to vigorous initiative, equipped with liberal culture, scientific in temper of mind, generous in social purpose, and freed from shame-facedness about working with their hands. A new kind of education is needed to fit young Bengal for the new kinds of work which it is in the interests of themselves and of their country that they should be better prepared to undertake.”

(યુવકોની એક નવીજ પેઢી તૈયાર કર્યા વગર નહિ ચાલે. નવું કામ કરવાવાનું જામ તેને હશે; કઠાર સંસ્કારીતા, વિચાર કરવાની વિજ્ઞાનશુદ્ધ પદ્ધતિ, અને હાથે કામ કરવામાં શરમનો અભાવ, તથા

સમાજના હેતુની ઉદાર સમજ—આ બધું તે ધરાવતી હશે. આ કામને માટે યુવકો તૈયાર કરવાને નવી જ કેળવણી જોઈએ.)

—રિપોર્ટ પ્રકરણ ૩૦, પેજ ૪૪.

આ વસ્તુ પચીસ વર્ષ પર હતી તેથી કયાંય વધારે સાચી અને અર્થગંભીર આજે અને છે. તેમાં ખાસ કરીને જાતમહેનત અને શરિરશ્રમનાં ગૌરવ બાબત તરત ધ્યાન આપવું જોઈએ. તેને માટે યુનિ૦ તંત્રથી કાંઈ પદ્ધતિસર કાર્ય કરી શકાય ?

૧૮. યુનિવર્સિટી એક વિશિષ્ટ સમાજ છે. તે દષ્ટિએ તે જ એકસ્થ—Unitary, અને મુખ્યત્વે ‘રેસિડેન્સિયલ’ હોય તો સારું એમ માનો છો ?

પણ બીજી રીતનાં તેનાં સંગઠનમાં પણ છાત્રાલયો હશે. તેમાં જીવનપદ્ધતિ, ખોરાક, નિર્વાહઅર્થ, ઇ. ની રીતિનીતિ આસપાસના અને સામાન્ય માયાપનાં જીવન સાથે મેળ-વાળાં હોવાં જોઈએ એમ માનો છો ? (આજે તેમાં ઝાઝો મેળ નથી. ને તે અતિ ખર્ચાળ તથા કુટુંબોભર્યાં અને કદાચ કુ-કેળવણીદાયી છે, એમ સામાન્ય મત છે, તે અનુબંધમાં આ પ્રશ્ન છે.)

૧૯. છાત્રાલય-જીવન અંગે યુનિવર્સિટી પોતાની હકુમતની કેલેન્ડરમાં કાંઈ નિયમન કરી શકે ? કરવું જોઈએ ? તો કેવા પ્રકારે તે સુચવશો.

૨૦. જેમ P. T. માટે અમુક હાજરી જરૂરી છે, જેમ અભ્યાસ માટે અમુક હાજરી જરૂરી છે, તેમ જ લોકસેવા અને સંપર્કને માટે અમુક સમય દરેક વિદ્યાર્થીએ, પદવી લેતા પૂર્વે, ભરવો જોઈએ, એવું રાખવું જોઈએ; આવા સંસ્કાર પાડવાની જરૂર છે અને તે એક કામતી અભ્યાસ અને શિસ્તની તાલીમ આપે, એમ માનો છો ?

જો હા, તો તેને માટે કેટલો સમય ક્યારે કેવી રીતે જોઈવો? આ બાબતમાં યોજનાં પુરઃસર કામ કરવામાં આવે તો દેશનું યુવકધન ખુબ પ્રસક્ષ કામ પણ કરી શકે એમ માનો છો? એની યોજના વિષે તમારો ખ્યાલ આપશો.

#### ૫.—પાયાની કેળવણી અને યુનિવર્સિટી.

૨૧. ઉપર (પ્રશ્ન ૧૧માં) filtration સિદ્ધાંતની વાત કરી છે. તે ખોટી પાડવામાં એક કારણ અંગ્રેજી માધ્યમ ગણાય છે. ઉચ્ચ શિક્ષણની પાયા તરીકે પ્રાથમિક તથા માધ્યમિક નહોતાં, પણ તેનાં પૂરક જેવાં જ હતાં. એ પણ એમાં કારણ બન્યું, એમ માનો છો? શિક્ષણની પુનર્ધારનામાં એ જુની માયાભારે રીત છોડી દઈ, શરૂની સાંવર્ત્રિક પાયાની કેળવણીને સ્વતંત્ર વસ્તુ તરીકે ખોલવવાની નીતિ ગ્રહણ થઈ છે, અને સાંથી આગળ તેની પ્રમારત રચાશે. તેમજ પ્રૌઢશિક્ષણ પણ એક સ્વતંત્ર વસ્તુ તરીકે દેશ અપનાવે છે. આ મોટા ફેરથી નવી રચવાની યુનિવર્સિટી અંગે કઈ બાબતો પુર્વે નહિ વિચારવી પડેલી કે યોગ્યેલી એવી રીતે વિચારવી ને યોજવી જોઈએ? બીજી રીતે કહીએ તો, ૧૯૧૯માં કલકત્તા યુનિવર્સિટી કમિશને કહ્યું કે, (જુઓ પ્રશ્ન ૧૭.)

Nothing short of a comprehensive reconstruction of the Univ. System will meet the needs of the time.

અને તેને માટે તેણે એ ઉપાય સૂચવ્યો કે,

What can only be called a new departure in secondary and higher education in Bengal પ્રાથમિક અને માધ્યમિક શિક્ષણમાં ધરમુળથી ફેરફાર કરવો જોઈએ. આમ જ ગુજરાત માટે યુનિવર્સિટી રચવા અંગે પણ વિશેષ કરીને અને વધુ યોગ્યતાપૂર્વક તથા ભારપૂર્વક લાગુ પડે છે, એમ ખરૂં ને?

૨૨. તો શરૂની એ કક્ષાના શિક્ષણના તેવા ફેરફારમાં કઈ કઈ બાબતો જરૂરી માનો? ઉદ્યોગ અને લોકજીવનના પ્રત્યક્ષ સંસર્ગ અને અનુભવવાળી ક્રિયા કે પ્રવૃત્તિ દ્વારા શિક્ષણ આપવાનો સિદ્ધાંત દુનિયાભરમાં માન્ય થયો છે. આપણે ત્યાં પણ એ જ સિદ્ધાંતથી શિક્ષણની પુનર્ગઠના યાચ છે. આ સિદ્ધાંતની નીતિનું પાલન યુનિવર્સિટી કક્ષાએ પણ હોવું જોઈએ એમ માનો છો? જો હા તો તે અર્થે ચાલુ ધરેડની યુનિવર્સિટીના ક્રમમાં સુખ્યત્વે શું નવ-પ્રયાણ કરવું જોઈએ? કઈ કઈ બાબતમાં નવો વિચાર કરવો જોઈએ?

#### ૬.—યુનિવર્સિટી પ્રવેશ માટે પરીક્ષા.

૨૩. માધ્યમિક શાળાંત પરીક્ષા S. L. C. અને યુનિવર્સિટી-પ્રવેશ—આ બે અમુક રીતે જોતાં સ્વતંત્ર બાબતો છે. પરંતુ તેમને ભેગી ગૂંચવવાથી યુનિવર્સિટીના ધોરણ તથા કામને તુકસાન પહોંચે છે. એમ તમે માનો છો?

બીજું, દેશભરમાં એક સામાન્ય ફરિયાદ એ છે કે, યુનિવર્સિટીમાં પ્રવેશ પામનારા વિદ્યાર્થીઓની તેને માટેની તેઓની લામકાત બરોબર તપાસી શકાતી નથી. આમાં પણ કાંઈક અંશે ઉપરની સ્થિતિ જવાબદાર છે, એમ ખરૂં?

અને યુનિવર્સિટીની પરીક્ષાઓ નોકરીવખુ બની ગઈ છે. તેથીય તેનાં ધોરણને તથા વિદ્યાર્થીકાર્યને ખમવું પડે છે, એમ ખરૂં?

૨૪. આ અને આવી અનેક ફરિયાદોને લઈને ચાલુ યુનિવર્સિટીકાર્ય સુધારો માગે છે. ગુજરાત માટે યુનિવર્સિટી રચવામાં આવી આવી બાબતોને દૂર રાખવા શી સાવચેતી લેવી?

૨૫. અને S. L. C. તથા મેટ્રિક કે કોલેજ પ્રવેશની પરીક્ષા અલગ કરવી જોઈએ તેથી ઉપરના પ્રશ્ન અંગે કાંઈક સારી અસર થાય?

૨૬. સારજન્ટ રિપોર્ટ કહે છે કે—

“ In order to raise standards all round the conditions for admission must be revised with the object of ensuring that all students are capable of taking full advantage of a university course.”

(પ્રવેશની લાયકાતનું ધોરણ ઠંચુ કરવાને માટે, તેની જે શરતો છે તે સુધારની જોઈએ કે જેથી યુનિવર્સિટી લાભ લેવાને યોગ્ય વિદ્યાર્થી જ તેમાં આવે.)

આને સાર તે હાઈસ્કૂલની અને કોલેજ યુનિવર્સિટીની અમુક પુનરચના સૂચવે છે કે—

“The present intermediate course should be abolished. Ultimately the whole of this course should be covered in the High Schools. But as an immediate step the first year of the course should be transferred to High Schools and the 2nd to the University.

The minimum length of a Univ. degree...should be 3 years.”

આ બંધામણ વિષે તમારે શું કહેવાનું છે? એમાં સૂચવેલો મુદ્દો ગુજરાત માટે તમને કીક લાગે છે? આજુ હાઈસ્કૂલો સ્વતંત્ર રીતે S. L. C. સુધી લણાવે; તેમાં પાસ થનાર-માંથી જેઓ કોલેજમાં જવા માગે તેમની લાયકાત પ્રમાણે તેમાંથી ચાળવામાં આવે; તેઓ પછી કોલેજ-પ્રવેશ માટેના ખાસ વર્ગમાં ભણે; આ વર્ષ આજની હાઈસ્કૂલો ચલાવે; તેની માન્યતા યુનિવર્સિટી આપે; S. L. C. પર્યાન્તની માન્યતા સરકારી શિક્ષણખાતું આપે. આ રીતે કામ કરવાથી યોગ્ય વિદ્યાર્થી લેવામાં ચાળણી મૂકી શકાય; એક વર્ષની તાલીમ યુનિવર્સિટી પ્રવેશની જ ખાસ દ્રષ્ટિએ આપી શકાય; અને S. L. C. ના ધોરણ પર આજે યુનિ-પ્રવેશ-પરીક્ષાનું જે અધરિત ભારણ અને ખોટી અસર રહે છે તે પણ ટાળી શકાય. આમ થાય તો તમે તેને પસંદ કરો? જો ના, તો ખીજો શો ઉપાય સૂચવો?

૨૭. નોકરી-વખુ-પણું દૂર કરવા માટે, નોકરી માટે સરકાર પોતાની અલગ પરીક્ષાઓ રાખે એ કીક લાગે છે? (I. C. S. પ્ર૦ જેવી રીતે)

### ૭.—માધ્યમ અને તર્વી વિદ્યાઓ.

૨૮. ગુજરાત માટે યુનિવર્સિટી રચો તો તે પોતાનું બધું કામ ગુજરાતી ભાષાના જ માધ્યમથી ચલાવે, એ સિદ્ધાંત રૂપે તમે માનો છો?

એનો અમલ કરવામાં તમે શી મર્યાદા કે મુશ્કેલીઓ જુઓ છો? તે દૂર કરવાને માટે શું કરવું?

૨૯. બી. એ., બી. કોમ., બી. એલ. ના વિષયો અથવા તરત ગુજરાતીમાં શીખવી શકાય એમ તમને લાગે છે? વિજ્ઞાન માટે શું માનો છો? તેને, ગુજરાતીમાં શીખવવા માટે તૈયાર થવા કેટલો સમય પૂર્વતૈયારી માટે જરૂરી માનો? તે પૂર્વતૈયારી કેવા પ્રકારની હોવી જોઈએ? તેને માટે કેવી યોજના કરવી?

૩૦. કાયદો, દાકતરી, ઇજનેરી, તથા કેટલીક યંત્રાદ્યાગ-વિદ્યાઓ માટે શું માનો છો? ગુજરાતીમાં તેમને શીખવવા દરેક માટે કેટલો સમય પૂર્વતૈયારી માટે જોઈએ?

૩૧. યુનિવર્સિટી શરૂ થતાં તરત શું કરવું? માધ્યમ અંગ્રેજી લખને પણ બધીજ વિદ્યાઓ માટેની ચાલુ કોલેજો તેમાં લેવી? કે જેમ જેમ જે જે વિદ્યામાં ગુજરાતી માધ્યમ અમલમાં ઉતારી શકાય તેમ તેમ તેના ઉચ્ચ શિક્ષણ આપતી કોલેજો લેવી કે યોગ્ય? અને ત્યાં સુધી ગુજરાતીમાં ન અમલમાં આણી શકાય તેવા વિષયોના અધ્યાપકો રોકવા, પણ તેઓ પોતાના વિષયના અધ્યાપન માટે જરૂરી પરિભાષા ને પુસ્તકો વગેરે તૈયાર કરે.

૩૨. જે ગુજરાત માટે લોકોપયોગી યુનિવર્સિટી કાઢવી હોય તો માધ્યમને વિષે આવો આગ્રહ રાખ્યા વગર કામ ધપી શકે એમ માનો છો?

(અલગત અહીં એ માનવું જોઈએ કે, ત્યાં સુધી જે વિદ્યાઓ માટે ગુજરાતી માધ્યમથી કામ કરવા ગુ. યુ. તૈયાર ન થાય, ત્યાં સુધી તેમને માટે ચાલુ મુંબઈ યુનિવર્સિટી જે કામ દે છે તે દેરી જ. પૂછવામાંથી એમ નથી સમજવાનું કે, ગુજરાતમાં વિદ્યાર્થીઓ એ વિદ્યાઓ ન ભણે, એમ કહવા છે.)

૩૩. ઉપરનો માધ્યમનો સિદ્ધાંત માનીને જે ચાલીએ, તો ચાલુ ઘરેડની યુનિ.માં જે વિદ્યામંદિરો કે Faculties ચાલે છે તેમાંથી ગુ. માટેની યુનિ.એ કઈ વિદ્યાઓથી શરૂઆત કરવી, એ અટપટા પ્રશ્નના ઉકેલ માટે એક ઉપયોગી અને ક્રાંતિકારી નિર્ણાયક તત્ત્વ મળે.

અને આ સિદ્ધાંતથી વર્તીએ તો, યુનિવર્સિટીના સંરોધન કામ અને વિકાસને માટે પણ પ્રત્યક્ષ જરૂરી એવી કાર્યદેશાઓ પણ મળે; જેમ કે જરૂરી પરિભાષા યોગ્ય અને તેનું પુસ્તકપ્રકાશન. આથી પ્રૌઢશિક્ષણને પણ ઠીક ઠીક મદદ અને વેગ આપી શકાય.

આ વિચાર તમને અરોઅર લાગે? જો ના, તો એ હંતુ સાધવા બીજી કોઈરીત યતાવશે?

૩૪. તે ઉપરાંત બીજી નવી કઈ વિદ્યાઓ Faculties યુનિ.માં શરૂ કરવી જોઈએ?

૩૫. નવીન હિંદુસ્તાનમાં બીજી પ્રાંતભાષાઓના અધ્યયનને માટે ભાષામંદિરો હોવાં જોઈએ? સાહિત્ય, કળા, તથા સંસ્કારીતાની દૃષ્ટિએ આંતરપ્રાંતીય સંપર્ક સાધવાને પરસ્પર મદદરૂપ થવા આની જરૂર માનો છો? ગુ. માટે યુનિ.એ આને માટે શરૂથી શું કરવું ઘટે?

૩૬. એશિયા અને યુરોપ અમેરિકા ઇ. જોડે સ્વતંત્રતાને નાને સંબંધ થતાં તે અનેક દેશોની ભાષા, લોક, ભૂગોળ ઇ. નું જ્ઞાન ધરાવતા વિદ્યાર્થીઓ તૈયાર થતા રહેવા જોઈએ એમ માનો છો? તેઓને તૈયાર કરવા યુનિ. શું કરે? ભાષાઓ, જેમ કે અંગ્રેજી, ફ્રેંચ, જર્મન, રશિયન, ચીની, જાપાની, ફારસી, અરબી, અરમી, તિબેટી, ઇ. શીખવવા માટે જોગવાઈ કરવી જોઈએ કે નહિ? એટલે કે, આવી બધી અર્વાચીન ભાષાઓમાંથી પસંદ કરીને અને તેટલીને માટે ગુજરાત માટેની યુનિ.માં શિક્ષણની જોગવાઈ કરવી ખરી?

૩૭. આયુર્વેદ અને યુનાની પદ્ધતિએ વૈદકનું શિક્ષણ આપવાને માટે યુનિ.માં કોલેજ સ્થાપવી? તે હોવી જોઈએ? હાલ હોય તેને માન્ય કરવી?

૩૮. સંસ્કૃત, પાલિ, અર્ધમાગધી, જેવી પ્રાચીન ભાષાઓ માટે શી જોગવાઈ કરવી?

૩૯. દુનિયાના ધર્મો અને ધર્મતત્ત્વ એ વિષે તુલનાત્મક અભ્યાસ કરવા માટે યુનિ૦ ના ધર્મ અને તત્ત્વજ્ઞાનના વિદ્યામંદિરમાં એક ખાસ શાખા યોજવા જેવી તમે ગણો ?

૪૦. રાષ્ટ્રભાષા હિંદુસ્તાની યુનિ૦માં એક ફરજિયાત વિષય તરીકે એમ તમે માનો છો ? એનો અભ્યાસ ખીલવવાને માટે સંશોધન અને પ્રકાશન કરવાનું કામ યુનિ૦એ કરવું જોઈએ કે કેમ ?

૪૧. મધ્યસ્થ સરકારનું કામ હિંદુસ્તાનીમાં ચાલશે તે દષ્ટિએ એ કામને સંભાળી શકે એવી યોગ્યતાવાળા વિદ્યાર્થી તૈયાર કરવા માટે ગુજરાત માટેની યુનિવર્સિટીએ શું કરવું ? એ ભાષાનું શિક્ષણ એટલે સુધી લેવા તેણે તરત્પર થવું જોઈએ ? નહિ, તો, ગુજરાતીઓ માટે તેવી યોગ્યતા મેળવવાને શી જોગવાઈ હોય ?

૪૨. યુનિવર્સિટી પ્રૌઢશિક્ષણને કે લોકશિક્ષણને માટે એક વ્યવસ્થિત ખાતું રાખી શકે ? કે જે દ્વારા જ્ઞાન-વિજ્ઞાનના વિષયોને સરળ ભાષામાં જનતા આગળ રજુ કરી શકાય. પરિભાષા સંશોધન અને આ કાર્ય એકમેકને પુરક રીતે ગોઠવાય તો સારું, એમ તમને લાગે છે ? આ અંગે ખીજું શું શું કરવા જેવું સુચવો ?

#### ૮.—ગુજરાત યુનિવર્સિટી અને સરકાર.

૪૩. યુનિવર્સિટીએ પોતે શિક્ષણનું કયું કામ માથે લેવું ? કે તેણે માન્ય કોલેજો પર જ શિક્ષણનો આધાર રાખવો ?

૪૪. ગુજરાતની કોલેજોને યુનિવર્સિટીમાં જોડી લેવા માટે શું કરવું ? તે કાયદાથી કરવું ? કે કોલેજોને જોડાવા કે ન જોડાવા છુટ્ હોવી જોઈએ ? તેઓ મુબઇ સાથે જોડાણ ચાલુ રાખવા માગે તો તેમ કરી શકે ? હા, તો તે શાથી ? ના, તો તે શાથી ?

૪૫. જે નવાં કામો કે નવી વિદ્યાઓ નવી દષ્ટિથી યુનિવર્સિટીએ કરવાનાં હોય તે કામ પોતે જ શરૂ કરે, તો જ બની શકે એમ માનો છો ? સરકારે એ કામોને ઉત્તેજન આપવું જોઈએ કે નહિ ?

૪૬. જે નવા જમાનાની જરૂરને જોઇ વિચારીને કામ ઉપાડવું હોય, તો તેમાં સ્વરાજની સ્વતંત્ર સરકારે કઇ રીતે લાગ લગવવો જોઈએ ? તેણે આગેવાની લઈ પ્રજાને આગળ લેવી જોઈએ એમ માનો છો ?

૪૭. ચાલુ કોલેજોનો સમવાય કરી એક સમન્વિત યુનિવર્સિટી સ્થાપવી હોય તો એક રીતે કામ લેવું જોઈએ ; અને એ સહેલું પણ પડે એમ માનો છો ? કે એમાં જોડાવ કેટલાક તૈયાર ન થાય ? તો શાથી ન થાય ? તો શું કરવું ? કે પછી એવી યુનિવર્સિટી સ્થાપવાનું છોડી દેવું એ જ સાચો રસ્તો માનવો ? અને પ્રશ્ન ૪૫માં સુચવેલું જ શરૂ કરવું ?

૪૮. પણ જે એક નવી ભાત રચવાનું આવશ્યક સાહસ કરવું હોય, તો તે માટે કોણે પહેલ કરવી ? સ્વતંત્ર સરકારે ? પ્રજાએ ? કે સરકારના સાથ અને મદદથી ને પ્રજાની સંમતિથી ? આને માટે ગુજરાત વિદ્યાપીઠ અને તેના જેવી સ્વતંત્ર સંસ્થાઓ કામમાં લઈ શકાય ? જો હા, તો કઇ રીતે ? જો ના, તો તે સંસ્થાઓનું સ્થાન ભાવી યુનિવર્સિટીમાં તમે કેવું કલ્પો છો ?



૪૯. ગાંધીજીએ એક વાર નીચે પ્રમાણેનો વિચાર પ્રદર્શિત કરેલો કે :—

“હું તો કોલેજની કેળવણીમાં ધરમુળથી પક્ષો કહું ને એનો દેશની જરૂરિયાતોની સાથે મેળ સાધું. યંત્રશાસ્ત્રના ને બીજા ઈજનેરોને માટે પદવીઓ રખાય. એમને જુદા જુદા ઉદ્યોગોની જોડે જોડી દીધેલા હોય, ને એ ઉદ્યોગોને જે ટ્રેન્યુએટો જોડ્યા તેમને તાલીમ આપવાનું ખરચ એ ચલાવનારા જ આપે. દાખલા તરીકે, ટ્રાટા ઇંપનીની પાસે એવી અપેક્ષા રખાય કે, તેમને જે ઇજનેરો જોડ્યા તેમને કેળવવા માટે તે રાજ્યની દેખરેખ નીચે એક કોલેજ ચલાવે. તે જ પ્રમાણે મિલમાલિકોનાં મંડળ મળીને પોતાને જોઈતા ટ્રેન્યુએટો કેળવવાની કોલેજ ચલાવે. એવું જ બીજા અનેક ઉદ્યોગોને વિષે. વેપારને માટે પણ કોલેજ હોય. પછી ‘આર્ટ્સ’, દાકતરી ને ખેતીવાડી રહ્યાં. આજે કેટલીયે ખાનગી આર્ટ્સ કોલેજો સ્વાવલંબનપુર્વક ચાલી રહેલી છે. એટલે રાજ્ય પોતાની આર્ટ્સ કોલેજો ચલાવવી અંધ કરે. દાકતરી કોલેજો પ્રમાણપત્રવાળાં ઈરિપતાલોની સાથે જોડેલી હોય. એ કોલેજો ધનિકોમાં સોકપ્રિય છે એટલે તેઓ એ કોલેજોને નલાવવા માટે સ્વેચ્છએ પૈસા આપે એવી અપેક્ષા રખાય. અને ખેતીવાડી કોલેજો સ્વાવલંબી હોય તો જ એનું નામ સાર્યક થાય. મને કેટલાક ખેતીવાડીના ટ્રેન્યુએટોનો કડવો અનુભવ થયેલો છે. એમનું જ્ઞાન છીછરું હોય છે. એમને વહેવાર અનુભવ હોતો નથી. પણ જો તેમને સ્વાવલંબી અને દેશની જરૂરિયાતો પુરી પાડનારી વાડીઓમાં ઉમેદવારી કરવી પડી હોય તો તેમને પદવી મેળવ્યા પછી ને જેની નોકરી કરતા હોય તેને ખરચે અનુભવ મેળવવાની જરૂર ન રહે.”

“આ કાલ્પનીક ચિંત્ર નથી, ગગનવિહાર નથી. આપણે જો ફક્ત આપણા મનનું એદી-પણું કાઢી નાખીએ તો કેળવણીનો જે સવાલ મહાસભાવાદી પ્રધાનોની અને તેથી મહાસભાની સામે આનીને ઊભેલો છે, તેનો આ બહુ જ વાજબી અને વહેવાર ઉકેલ છે એમ જણાઈ આવશે.”

(‘હરિજનબંધુ’, ૧-૧૦-૩૭ ‘દીકનો જવાબ’ લેખમાં ‘કેળવણી.’)

આ મત તમને ગમે છે? તેમાંથી કયું તત્ત્વ સંધરવા જેવું માનો છો? આજે ગુજરાતમાં યુનિવર્સિટીની રચના કરતી વખતે એ પ્રમાણે કામ શરૂ કરી શકાય ખરું? જો હા, તો તે શું અને કેટલું તથા કેવી રીતે તેનો આછોપાતળો ખ્યાલ આપશો?

૫૦. ધંધાદારી શિક્ષણ અંગે ગાંધીજીએ તેમાં વિચાર રજૂ કરેલો કે તે તે ઉદ્યોગો ચલાવનારાં મંડળો પોતાને માટે જરૂરી કામ કરનારા મેળવવાને માટે કોલેજો ચલાવે. (જુઓ ઉપરના લેખમાં તે ભાગ.) એ વિષે તમે શું કહો?

#### ૯.—ખંધારણ.

૫૧. યુનિવર્સિટીની સેનેટ માટે મતાધિકાર અમુક વર્ષ જુના મેટ્રિકને અને ઉમેદવારી ક્ષેત્ર ટ્રેન્યુએટને આપવામાં આવે, એ તમને કેવું લાગે છે?

૫૨. જો કોઇ પણ ખાસ મતદારમંડળ રચવામાં આવે તો તેમાંથી ચૂંટાઇ આવનાર ઉમેદવારની લાયકાત અમુક લાયતરની-કહેા કે-પ્રેલ્યુએટની હોવી જોઇએ, એમ નિયમ કરવો ખરો? કે તે તે મંડળ જેને મોકલે તે ખરું એમ રાખવું?

૫૩. પ્રેફેસરોની જગાએ સેનેટમાં રાખવી તે અમુક વિષયોવાર રાખવી? કે એવું અંધન ન રાખવું?

૫૪. અમુક કોમ કે ધંધો યા ઉદ્યોગ અથવા દેશી રાજ્ય એવા વિભાગ અંધારણમાં નોખા રાખવા? જો હા, તો કયા રાખવા? કે પછી આજે હવે એ જુની ધરેડને માન્ય રાખીને ચાલવાની જરૂર નથી?

## APPENDIX 2.

[A NOTE IN REPLY TO THE QUESTIONNAIRE ISSUED BY THE KARNATAK UNIVERSITY  
COMMITTEE OF THE GOVERNMENT OF BOMBAY.]

I think the question of establishment of a Regional University for Karnatak, as also for us in Gujarat or any other linguistic area, must be thought out in a broader perspective and in light of our requirements for Free India.

As you will admit, it is a question of giving shape to future India. To compare its importance, I may only cite how our ex-rulers planned their Universities in 1857 for their needs of an Imperial India.

With the advent of freedom for our people, obviously, a great change has occurred entailing much re-thought and reorientation,—specially so regarding our cultural and educational needs and requirements. The establishment of a new University is preeminently a matter of organising the national life and culture of our people. It is planning, for our future needs, the most precious of our resources—the human material. I suggest that this big change which must come about in our whole outlook should duly find its place in these our deliberations. It is from this main point that I took at the Questionnaire which I reply now :

1. *Jurisdiction.*

**PART I-i. Q. 1.**—Raises the question of the unification of Kannada speaking areas of the country. This is firstly a political and administrative question, and may be economic too. But it need not stop us from going on with the work of the regional university. Rather, I believe, if a right sort of a university can be evolved, it may and can be made into a very potent instrument for welding together all the Kannad-speaking people into one cultural whole, thus helping the political unification as well.

That is possible to do if the Karnatak University begins all its work through Kannada and for its advancement and in the new spirit that I suggest in the beginning. Rather than aim at a geographical jurisdiction, in the conventional manner, it would be far better to start with this moral and cultural claim of jurisdiction over all those that speak and love Kannada, wheresoever they may be residing. Mysore University will have no quarrel with such an innovation. Rather it will look upon it as a very important co-worker. This may as well give a right lead to Mysore as well.

I therefore suggest that the establishment of the new university be better taken out of the old ideas of geographical jurisdiction, and a bold step taken, viz. of starting with the moral and cultural jurisdiction of the kind I try to suggest above.

Such a university can start its work in a suitable centre. It will start with being a teaching university and as a centre for expressing the soul of Free Karnatak and India. So starting, it will be obviously unitary and, as far as possible, residential.

And secondly, those that agree with its line of work and its approach to the problem of National Education in the New Era, may well seek affiliation to it, and love to collaborate with it in its great task. Thus it may well develop to be federal. But that is not essential to its establishment though it should not restrict itself to be unitary only.

(This is in answer to your Q. 3, Part I.)

2. *Faculties for the new University.*

What should such a University teach to start with? is the next question 4. My answer is—all or as many of the branches of knowledge that it can cope with through Kannada and in a free spirit of research. Surely, many of the subjects in arts and commerce and journalism can be taught through Kannada, to begin with. Some branches of science also can be taken up.

It may be, a college here may be ready to do one thing and a college at another place. This may be allowed.

New faculties like, Ayurveda, Unani, etc., art and music, comparative religion may be started. A school of Indian languages—as many as we can take up—may be opened.

Medicine, technology, law, engineering, and such like may be difficult to teach through Kannada immediately, for want of technical terms and proper text-books. This need

not worry us, as they may well continue to be taught by existing universities—e.g. Bombay, Mysore, etc. This is not to be for all time. It should continue upto the time the new Kannada University prepares itself to take them up. That means the University will have a research department, where necessary terms and text books for these subjects will be prepared, as per plan made by the University. Incidentally, this will supply the new University with very useful and necessary topics for research; they will be such as are needed for general adult education of the people as well. Therefore, the whole people will be interested in it,— a very good thing for the growth of a people's University. This will give the new institution ample work to start research departments also. Such a research department can very well be co-ordinated with postgraduate work also.

Thus you will see that under what I try to show above—regarding the shape of the proposed new university, it is more a question of evolving and organising a centre of learning and culture for free Karnatik and working through Kannada, for all the needs of its people. Such a centre is bound to rally round it all the Kannada people, provided it works in the right spirit. And it will be only to the greater enrichment of education and culture of the people if such university centres may be more than one. Therefore, I think Government would be better advised to recognise and help them, and not seek to emphasize upon one centre only. What I mean to convey is that the number of centres is not so important as their nature. Provided the true spirit of work, we may as well have more than one.

I have touched till now, the following sections of the Questionnaire, Part I—1, 3, 4, and (6) and some points of Part II—7 also. Regarding Part I Section 2—name and location—I suggest that the name be "Kannada University". I am not competent to suggest location.

### 3.—Reconstructing the University.

I now take up some points of Part II 7—"Reconstructive". I have already dealt with 7 (i). Sub-point (e) of 7 (i) requires the study of non-Kannada minorities, which I do not have.

Regarding 7 (2) the study of languages. I have already said that among the faculties that a Kannada University can begin with, there can and must be a school of languages. The selection of the languages for the same requires consideration. It is a question in giving priority and importance, to various languages. Obviously the prime place of honour and importance, goes to Kannada. It must be a compulsory subject.

The second place goes to Hindustani, our national language. It should be the second language in our system of national education. It must be taught up to the university standard. Then only can we have competent young men to man our central services. It is clear that the work of All India Central Government will be conducted in Hindustani. This will also assure Kannada speaking people with the very necessary national links with other linguistic units—culturally, socially and politically as well. This will obviate the danger of narrow provincialism that might possibly overtake us in the wake of linguistic arrangement of our political and cultural map.

Then comes up the sister—languages of our Indian neighbours. The international neighbourliness also has its claim. Again free India will have to prepare her young men and women to take up work in various of our foreign embassies. This is a very very great call on future Indian Universities. Every one must do so as much as it can. Thus for instance, Kannada University should have a school of Marathi and English to start with. It may possibly add to this Telugu, Tamil, Gujarati, Bengali, etc. The Asian relations that we will be developing soon will demand our attention to Chinese, Japanese, Persian, Russian, etc. The teaching of all these languages must be specially organised at various schools of languages to which students will go for graduation in them. I may not go into the details of organizing them. My main point is that Kannada and Hindustani should be compulsory, and at a certain stage in the upper standard of secondary schools a third language, from among the modern ones, Indian or European, may be chosen by the student. As for example, many today may take English. But one may as well take Marathi, Urdu, Hindi, Gujarati and go for his higher studies. It should not be compulsory for a student to know English. He may know Kannada, Hindustani and any one modern language and get his degree.

Graduate schools of European and Asian languages may also be useful. They will take up our young graduates and prepare them in any such language of their choice by intensive teaching of the same, say for an year or two.

Many more points regarding this question of the place of languages can crop up. This is not the place for going into them. I shortly outline my idea regarding organizing their teaching in a university for Free India.

#### 4.—*Lessons from the Ancient.*

At the end, I take up two more points. They are important and I congratulate your Committee for raising them here. They are Part II-7 (4) and (9).

Yes, we have very much to learn from our ancient educational practice and organization. As I understood it, a few of its most noteworthy points are as follows:—

(1) The ancient centre of life and learning had for its nucleus a man or men devoted to good life and liberal learning. The organization grew round this centre. It was vitalized by this. We may well emulate this by creating for our new university a nucleus of learned men teaching through Kannada and for the great glory of our ancient land. These men, through their various branches of learning, will be thinking and planning for our future.

(2) The ancient university was completely free from state control, though the latter always looked to the former's finance and such other needs.

(3) The life at such ancient centres was a real commune. Rich and poor, prince or pauper, all lived the same life of plain living and high thinking. Manual labour had its own dignity; much more, it was a necessary part of the daily life of a pupil. This has a great lesson for us. Are we continuing to deny real education by allowing the luxurious and extravagant way of living that has beset over our modern college hostels? Should we not take a leaf from the ancient book of education in this matter? Should we not find out and arrange an equivalent of this very healthy way of life of our ancient universities?

#### 5. *University and the Teaching of religion.*

The second point is your Q.9. Part II—Regarding secular education. A university rightly understood has a religion of its own—the dedication to SARASWATI. It must be imbued with the spirit of Religion, though not having a religion x, y or z. In that sense it may be secular. But it must have a faculty for the study of comparative religion. This may be a branch of study in the School of Philosophy. This study should be organized on the basis of reverence to all religions.

The ideal of the Religion of man has been growing in the modern mind almost as an attribute of the modern age. This is not a matter of teaching. The University, by its catholicity of studies and approach to problems of life and letters, can, at the best breathe that. It is a question of its atmosphere. 'Secular' should not mean keeping away from this, which, one may well say, is the essence of the life at a university.

#### 6. *Basic and Adult Education vis-a-vis University.*

Another important question is Adult Education. This you suggest in your Q. 7 Part II-7. We would as well add the question of the Basic Education of our children which is to be free and compulsory. These are the two poles of our educational need. They are vital forces in the new educational structure that we have to build. The university must sustain, and reciprocally be sustained by them. Knowledge of various arts and sciences must be put down in simple language for the masses. This can be, if the university evolves and employs, as its means, a simple and direct style in the language of the people. It must not repeat in a new form, the mistake of creating a learned jargon of its own, through Kannad; otherwise, as with English, the result will be a gap between the learned and the simple minded adult of the people. If this spirit animates our new universities, the spread of adult education will be assured on right fruitful lines. The university takes up as its work, the general education of the whole people, though chiefly concentrating on higher only. We have to remember, when planning for the new university, that we are required to educate a modern democracy wielding adult franchise. The university is its instrument. It must be free from petty or party politics. Its politics, if at all it can be so called, is the one that every free people must always aim to have the politics that is born of the spirit of Religion of men.

*7. University Entrance.*

Lastly, the question of entrance to such a university is important also. Should the S.L.C. and the entrance examination continue to be one? This combination has been a cause of much worry and lowering of the University standard. It has disturbed the growth of genuine basic primary and secondary education; the system obtaining to-day has been injuriously top-heavy. This must be remedied. The way to do it must be shown by the growth of free primary and secondary education in their own right, and not as preliminary appendages to higher education, as they are reduced to at present. This is an important reform, without which a true type of national education will be difficult, if not impossible to set up.

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## APPENDIX III.

*Aims and Objects of the Gujarat Vidyapith.*

## I.

(embodied as cl. 3 in its first constitution of 1920-1).

3. The aims and objects of the University are as follows:—

(a) to establish, cause to be established and maintain, schools (mandirs)—independent of Government aid or control—for the purpose of imparting education to the Gujarat in speaking population residing in Gujarat, or elsewhere out of Gujarat, in a manner that would foster progress of Indian civilization, and be suitable to the conditions and requirements of India, and so as to make the Indian nation religious, patriotic, self-dependent, possessed of strength of moral character and physique, and to prepare teachers for carrying out this object :

(b) to make or cause to be made experiments on new lines and in new directions in matters educational ;

(c) to inspect and examine schools ;

(d) to confer degrees on deserving students and scholars ;

(e) to confer honorary degrees on persons of good moral character for rendering high service to the cause of learning or humanity\* ;

(f) to appoint or invite professors and examiners ;

(g) to accept and manage donations made for the encouragement of learning ;

(h) to award prizes, medals and scholarships ;

(i) to establish and maintain hostels, libraries, laboratories' observatories, museums etc. ;

(j) to arrange for educative lectures and to publish books, monographs and other literature for the betterment of agriculturists, artisans, and other persons engaged in manual labour and the general public :

(k) to publish text-books, essays and periodicals for the use of students, teachers, superintendents, inspectors and other members of the University and for carrying out the objects of the University ;

(l) to collect and publish necessary educational information and statistics ;

(m) to help graduates and under-graduates of the University in finding out honourable means of service and subsistence ; and lastly

(n) to take in accordance with the principles enunciated in the appendix (it is reproduced below) hereto, all such measures as may be deemed conducive to the spread and research of learning and the development of Indian culture in Gujarat and the Gujarati speaking people.

(The Appendix referred to in (n) above).

The basic principles to which the University shall, in carrying on its work, strictly adhere are as under :

(1) *Control of Sovereign power.*—The University shall be absolutely independent of Government in settling its educational policy and in the management of its schools.

(2) *Double affiliation not permissible.*—The University shall not affiliate any school which desires affiliation to it and at the same time maintains its connection with the Government. But there shall be no bar to allow on proper conditions students of any institution to appear at an examination as private students.

(3) *Variety.*—There shall not be any instance as to maintaining a uniform system of education in each school under the University.

(4) *Scope of examinations.*—There shall be made no change in the syllabus of studies merely for convenience of examinations.

(5) *Ideal of Education.*—The ideal of education shall be to foster the growth of the spiritual in man.

(6) *Public welfare.*—The goal of all education ought to be the elevation of the masses.

(7) *Absence of distinctions.*—The religion, caste or opinions of any individual shall not disqualify him from receiving education or any branch thereof.

\**Note.*—The word used in the original in lieu of humanity, is not in its meaning confined to the human world alone, but includes the whole sentient world.

(8) *Medium of Education.*—The medium of education in the schools under the University shall be the Gujarati language throughout.

Explanation : This principle shall not be construed so as to affect the fourteenth principle hereunder.

Exception : Linguistic education may be imparted through the medium of the particular language.

(9) *Physical exercise.*—Industrial education or physical exercise shall be compulsory in every school of the University.

(10) *Seniority.*—The seniority or merits of the professors and other officers serving the University shall not depend on their salaries.

(11) *Representation.*—Every school under the University shall have a proper channel for expressing its views in the work of the University.

(12) *Public opinion.*—There shall be a proper arrangement to know the views of parents of the students studying in the schools under the University regarding the programme of the University.

(13) *Gujaratis residing out of Gujarat.*—The University shall also properly look after the interests of Gujaratis residing and settled out of Gujarat.

(14) *Other languages in Gujarat.*—The University shall also affiliate and aid schools established for imparting education to the Marathi, Hindi, Urdu, etc. speaking students through their respective vernaculars, but the teaching of the Gujarati language shall be compulsory in such schools.

(15) *Acceptance of donations.*—The University shall not accept donations or services from any one on any condition or under any circumstances inconsistent with these principles.

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## APPENDIX III.

## THE PRINCIPLES.

## II.

(as re-stated in the revised constitution of the Gujarat Vidyapith 1927-8).

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1. The principal object of the Vidyapith shall be to prepare workers of character, ability, education and conscientiousness, necessary for the conduct of the movements connected with the attainment of Swaraj.

2. All the institutions conducted by and affiliated to the Vidyapith shall be fully non-co-operating and shall therefore have nothing to do with any help from Government.

3. Whereas the Vidyapith has come into being in connection with the Swaraj movement, and non-violent, non-co-operation as a means thereof, its teachers and trustees shall restrict themselves to those means only which are not inconsistent with truth and non-violence and shall consciously strive to carry them out.

4. The teachers and the trustees of the Vidyapith, as also all the institutions affiliated to it, shall regard untouchability as blot on Hinduism, shall strive to the best of their power for its removal, and shall not exclude a boy or a girl for reason of his or her untouchability nor shall give him or her differential treatment having once accorded admission to him or her.

5. The teachers and the trustees of, and all the institutions affiliated to, the Vidyapith shall regard hand-spinning as an essential part of the Swaraj movement and shall therefore spin regularly, except when disabled, and shall habitually wear Khadi.

6. The language of the province shall have the principal place in the Vidyapith and shall be the medium of instruction.

*Explanation.*—Languages other than Gujarati may be taught by direct method.

7. The teaching of Hindi-Hindustani shall be compulsory in the curricula of the Vidyapith.

8. Manual training shall receive the same importance as intellectual training and only such occupations as are useful for the life of the nation shall be taught.

9. Whereas the growth of the nation depends not on its cities but its villages, the bulk of the funds of the Vidyapith and a majority of the teachers of the Vidyapith shall be employed in the propagation of education conducive to the welfare of the villages.

10. In laying down the curricula, the needs of village dwellers shall have principal consideration.

11. There shall be complete toleration of all established religions in all institutions conducted by and affiliated to the Vidyapith, and for the spiritual development of the pupils religious instruction shall be imparted in consonance with truth and non-violence.

12. For the physical development of the nation physical exercise and physical training shall be compulsory in all the institutions conducted by and affiliated to the Vidyapith.

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## APPENDIX IV.

## GUJARAT VIDYAPITH, AHMEDABAD.

This note is intended to give in brief an idea of the present activities of the Gujarat Vidyapith.

*I.—Teaching.*

(1) *Basic Primary School.*—Vidyapith considers the education of man as one complete whole, and it is running a Basic Primary school, with spinning as the basic craft, and it is to be developed as a complete course of Basic Education which will cover the present High School courses or the Vinit or matric grade.

(2) *Mahadev Samaj Sevak Mahavidyalaya.*—The Vidyapith is conducting a college known as Mahadev Samaj Sevak Mahavidyalaya, the course of study for graduation being three years, after the Vinit examination. A copy of the short syllabus is appended at the end of this note.

Hostel life forms a very important part of the training of the students where they themselves manage their affairs under the guidance of an experienced member of the staff, and get opportunities to have an out-look of life that may help them afterwards to lead a life useful to themselves and to the people in general.

(3) *Basic Teachers' Training Institute.*—The Vidyapith was the first institution in the province to take up the training of the Basic Teachers in 1938, and since then it has been training District and Local School Boards teachers. If it is found necessary to start a Basic Training College, it proposes to start it.

*II.—The Vinit Examination.*

To make it convenient for youngmen to seek admission to Mahadev Samaj Sevak Mahavidyalaya and to enable adults to continue interest in cultural subjects and to have a good general knowledge of men and things, the Vidyapith has begun conducting the Vinit Examination with good many optional groups.

*III.—Rashtra Bhasha Prochar.*

The Vidyapith is carrying on the work of spreading Hindustani in Gujarat, and for that object holds training classes to prepare workers for it, and holds biannual examinations in Gujarat and Saurashtra.

*IV.—Research Work.*

To be useful in the work of National Regeneration, right from the beginning the Vidyapith is doing research work in Ancient Indian History, literature, Culture and Philosophy. And as a result of this research work it has published about forty-five books.

*V.—Publications.*

(1) *Dictionaries.*—Over and above the research work the Vidyapith has standardised the spelling in Gujarati through its Gujarati dictionary known as "Jodnikosh". It has run into three editions, each edition being an improvement upon the previous one, and the fourth edition revised and considerably re-enlarged is in the press.

To help the people to learn Rashtra Bhasha Hindustani, a dictionary from Hindustani into Gujarati was published in 1937, and it has run into second edition.

(2) *Other publications.*—To help people to understand political, economic, social and religious problems in terms of the urge of freedom, and to enrich Gujarati literature many original books are published and good many standard books have been rendered into Gujarati. In "Pathya Pustak mala" and "Vidyapith Granthavali" series something like sixty-five books have been published. The "Vidyapith Vachan Mala" complete series of school readers in Gujarati is used as text books all over the province.

*VI.—Scientific Terminology.*

To facilitate teaching through the medium of Gujarati, terminologies of scientific, Economic and Mathematical terms are published in three separate books. And the work is going on at present for other sciences.

## VII Library

To provide for its own teachers and students and for research work the Vidyapith runs and openshelf library which is open to the public. It contains about 32,000 books in more than a dozen languages, Indian and foreign, covering a large variety of subjects.

Besides this the Vidyapith Library is now also functioning as the Regional Library of Gujarat and has become the centre of the library movement in Gujarat, and the Government has transferred the Gujarati section of the copyright collection to the Vidyapith library. This collection contains at present over 25,000 volumes and is bound to grow with the growth of Gujarati literature year after year.

*Syllabus of the Mahadev Samaj Secak Mahavidyalaya.*

1. Khadi handicraft.
2. Carpentry.
3. Agriculture.
4. Gujarati.
5. Hindustani.
6. History—World and Indian.
7. Politics and Constitutions of the world.
8. Sociology and civics.
9. Economics—Principles, Indian Economics and Rural economic problems.
10. Commercial Geography with special reference to India.
11. Indian Accountancy.
12. Elements of Statistics and Finance.
13. Comparative Study of principal world religions.
14. Elements of Physiology, Hygenic and Dietetics.

*The four institutions working in the field of National Education.*

1. *The Vallabhvidyalaya, Bochasan.*—It is a village service centre established by the Vidyapith. There is a Basic school. The centre also prepares village workers specially to work among the backward classes. The workers are given general education along with practical training in Khadi handicraft, agriculture and dairy-farming. It also trains District School Board teachers in Basic Education, and also runs a dispensary for the benefit of the villages around it.

2. *The Vedchhi Vidyalaya.*—This institution was born out of "Bardoli Satyagraha", and is like the one above a centre for training village workers to work specially among Adivasis and other backward classes. It runs a Basic School, a Khadi Centre and tries to meet the political and social needs of the villages of the district.

3. *Vithal Kanya Vidyalaya, Nadiad.*—It is a girls' school teaching upto matric standard of its own. It conducts its work on the principles of Basic education and has made its mark in the fields of girls education.

4. *Gram Dakshinamurti, Ambala.*—The famous Dakshinamurti Institution of Bhavnagar removed itself to Ambala when Gandhiji put basic education programme before the country. It is a great educational, cultural and social centre for the villages. It runs Basic Education School and works also in the field of adult education, under the guidance of Shri Nanabhai Bhatt.

## APPENDIX V.

*The Charutar Vidya Mandal*

(From copy of a letter from the Registrar, University of Bombay, No. 8917, dated the 8th April 1948).

*Re : Establishment of a new University at Anand*

I have the honour to communicate to you the following resolution which was passed by the Senate at their meeting held on the third April, 1948, on a motion moved by Dr. J. M. Mehta and seconded by Mr. Babubhai J. Patel, "that the letter quoted below (from the Honorary Secretary, Charutar Vidya Mandal, Anand) be forwarded to the Government with the following opinion of the Senate."

The proposal had been considered by the Syndicate at their meeting held on the 13th March, 1948, when they resolved to report to the Senate that they were in favour of it.

*Opinion of the Senate*

"That while appreciating the policy of the Government of Bombay to establish universities for the different regions of the Province, the Senate are of the opinion that in the interest of higher education, it is desirable to encourage the establishment simultaneously of one or more universities of a purely residential teaching and unitary type.

"As the Charuta Vidya Mandal is prepared to give an undertaking that within a period of five years they will, out of their own resources, promote and maintain a university of this type giving instruction and facilities for research to at least one thousand resident students through a resident staff, and that they will approach Government for the necessary legislation to put the university on a statutory basis the Senate recommends that the Mandal should be allowed to continue the affiliation of their colleges to the Bombay University pending the establishment of the contemplated residential, unitary and teaching University at Anand even if a University for Gujarat is established in the meantime."

(The letter of the Secretary, Charutar Vidya Mandal, Anand)

26th February, 1948.

The Vice Chancellor,  
The University of Bombay,  
BOMBAY.

Dear Sir,

I wish to invite your attention to the plans of a residential teaching University at Vallabhnagar, Anand, which the Charutar Vidya Mandal has made.

The Mandal has acquired a large site, in ideal rural surroundings, not far from Anand Station, and in constructing a residential University on the same, along with a model University Town. Today we own 700 acres of land. The University area of 300 acres is valued today at about Rs. 25 lakhs. On the remaining 400 acres of land valued at about Rs. 35 lakhs are now seen the beginnings of Vallabhnagar town, which in facts is intended to be a University town with all its academic implications.

On that University area stands today the Vithalbhai Patel College of Arts and Science, with more than 600 students on its rolls in the very first year of its existence, and of these nearly 450 are resident students. Engineering College is our next step. (This is working now from June, 1948). The scheme contemplates next the starting of a Medical College, A Commerce College, and a B. T. College in the next five years. They all will be located in the central University area under a central control.

\* \* \* \*

The promoters have, from the outset, planned their educational activities on the basis of founding a self-contained University of a unitary residential type. There is already a College of Agriculture in existence at Anand. In fact, a good beginning for the residential University at Anand can be made even at this stage with the faculties of Arts, Science, Engineering and Agriculture, to which may be added the Faculties of Medicine, Commerce, Teaching etc. in succeeding years.

\* \* \* \*

It will be generally agreed that there is a large volume of public opinion among the educationalists that it is eminently desirable to have at least one University of a residential type side by side with affiliated Universities in the province of Bombay. The question of finance has been the stumbling block against the establishment of a residential University. To meet this difficulty we have fortunately been able to arrange for adequate financial resources to facilitate our work of establishing a residential University at Anand. The development of the facilities for higher education within such a short time at Anand is a proof of our earnestness and capacity in the matter. All our efforts, however, will be in vain, if we are compelled to affiliate our institution with the proposed Gujarat University. It is very reasonable we submit on our part to request that the affiliation of our Colleges with the Bombay University should not be disturbed and that we should be given reasonable period during which by an undertaking we should be required to submit to Government a concrete and definite scheme of a residential University at Vallabhnagar, Anand so that Government can prepare necessary legislation and put the university on a statutory basis."

## *II. The Aim and Object of the Mandal*

(From the letter to the Government of Bombay, of the Secretary, Charutar Vidya Mandal, Anand-No. 1640 of 1948 dated 7th May 1948).

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There is a large volume of public opinion among the educationalists that it is eminently desirable to have unitary and residential type of Universities in the Province of Bombay. It was only the question of finance that had all along proved a stumbling block against the establishment of such Universities. To meet this difficulty, we have so far fortunately been able to arrange for adequate financial resources to facilitate our work of establishing a Residential University at the University Town of Vallabhnagar.....

As the goal of the Charutar Vidya Mandal is clear and distinct, viz. the establishment of a Residential University of the Cambridge type in rural surroundings and the building of the University Town round about it to have to suit the requirements of an affiliating University of Gujarat will be a serious obstacle in our way, particularly because it is bound to introduce new and distinctive policies of its own.....

We may also inform the Government that another important object of the Mandal is the service of the rural population. It will be easily admitted by all that for service of the rural population it is essential to reorient the currents of higher education. Rural needs are distinct from urban and a different outlook on literature, science, etc. is required to interpret the rural needs and to develop the materials available in the rural areas. This outlook can never be brought about by an affiliating and teaching University or by Colleges affiliated to such a University as it cannot get out of conventionally accepted doctrines and dogmas prevailing in the sphere of higher education in all such Universities. We believe this can be achieved only by a University entirely distinct in the type and from the standard pattern.

We may be permitted to say that the Mandal is trying to pursue the Gandhian ideal of rural regeneration for which the Indian National Congress has been striving all these years, keeping as its basic and important plank for national regeneration.

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## APPENDIX VI.

(Gandhiji's Article embodying his idea of Basic Education and educational reconstruction in general—'Harijan' 31-July 1937).

*EDUCATION.*

...as a nation we are so backward in education that we cannot hope to fulfil our obligations to the nation in this respect in a given time during this generation, if the programme is to depend on money. I have therefore made bold, even at the risk of losing all reputation for constructive ability, to suggest that education should be self-supporting. By education I mean an all-round drawing out of the best in child and man—body, mind and spirit. Literacy is not the end of education nor even the beginning. It is only one of the means whereby man and woman can be educated. Literacy in itself is no education. I would therefore begin the child's education by teaching it a useful handicraft and enabling it to produce from the moment it begins its training. Thus every school can be made self-supporting, the condition being that the State takes over the manufactures of these schools.

I hold that the highest development of the mind and the soul is possible under such a system of education. Only every handicraft has to be taught not merely mechanically as is done today but scientifically, i.e. the child should know the why and the wherefore of every process. I am not writing this without some confidence, because it has the backing of experience. This method is being adopted more or less completely wherever spinning is being taught to workers. I have myself taught saddle-making and even spinning on these with good results. This method does not exclude a knowledge of history and geography. But I find that this is best taught by transmitting such general information by word of mouth. One imparts ten times as much in this manner as by reading and writing. The signs of the alphabet may be taught later when the pupil has learnt to distinguish wheat from chaff and when he has somewhat developed his or her tastes. This is a revolutionary proposal but it saves immense labour and enables a student to acquire in one year what he may take much longer to learn. This means all-round economy. Of course the pupil learns mathematics whilst he is learning his handicraft.

I attach the greatest importance to primary education which according to my conception should be equal to the present matriculation class English. If all the collegians were all of a sudden to forget their knowledge, the loss sustained by the sudden lapse of the memory of say a few lacs of collegians would be as nothing compared to the loss that the nation has sustained and is sustaining through the ocean of darkness that surrounds three hundred millions. The measure of illiteracy is no adequate measure of the prevailing ignorance among the millions of villagers.

I would revolutionize college education and relate it to national necessities. There would be degrees for mechanical and other engineers. They would be attached to the different industries which should pay for the training of the graduates they need. Thus the Tatas would be expected to run a college for training engineers under the supervision of the State, the mill associations would run among them a college for training graduates whom they need. Similarly for the other industries that may be named. Commerce will have its college. There remain arts, medicine and agriculture. Several private arts colleges are today self-supporting. The State would, therefore, cease to run its own. Medical colleges would be attached to certified hospitals. As they are popular among moneyed men they may be expected by voluntary contributions to support medical colleges. And agricultural colleges to be worthy of the name must be self-supporting. I have a painful experience of some agricultural graduates. Their knowledge is superficial. They lack practical experience. But if they had their apprenticeship on farms which are self-sustained and answer the requirements of the country, they would not have to gain experience after getting their degrees and at the expense of their employers.

This is not a fanciful picture. If we would but shed our mental laziness, it would appear to be an eminently reasonable and practical solution of the problem of education that faces the Congress ministers and therefore the Congress.....

## APPENDIX VI.-A.

(Gandhiji's Letter Referred to in Para. 106).

નવી દિલ્હી, તા. ૬-૧૦-૪૭.

શ્રી. મગનભાઈ,

તમારો કાગળ આજે વાંચવા પામું છું. સવારના ૫-૧૫ થયા છે ત્યારે આ લખું છું. તે પહેલાં વાંચવામાં ઠીક વખત ગયા.

તમારો જવાબ દરિજનમાં ન છપાય. એ છાપીએ તો એ વિષય દરિજનમાં ચર્ચાવો ઘટે. તેને સારૂં હું તૈયાર નથી. વળી મારો વિચાર સાવ જુદો છે. અચારે નવી યુનિવર્સિટીના વિચાર કટાણે ગણું છું. વળી જ્યાં લગી પ્રાંત નોખા નથી પણ ત્યાં ત્રણી જુદી વિદ્યાપીઠની વાત જ શી કરવી ! આપણા અથવા કહો મારા એકલાના વિચાર પ્રમાણે કેળવણી માત્ર સ્વાભાવી થવી જોઈએ. છેવટ જ્યાં હિંદુસ્તાનની હસ્તી જ જોખમમાં પડી છે તે જામણોમાં જાદવા સ્થળી મંડાઈ દે ત્યાં આવા વિચારે યશ શકે ?

હવે વધારે વિચાર મારી પામે કરાવવો હોય તો કરાવજે.

( સહી ) આપુના આશીર્વાદ.

(English version of the above).

New Delhi  
6-10-47.

Sh. Maganbhai,

I have been able to read your letter only this morning; it is now 5-15 when I am writing this. I had to give a fairly long time in reading your communication before I could write to you.

Your answers (to the K.U.C. questionnaire) cannot be published in the 'Harijan'. If I were to publish them I should be prepared to throw open the columns of the 'Harijan' for discussion of the subject. I am not ready to undertake the job. Besides, my view of the question is altogether different. I believe planning new University at the present juncture is very untimely. And why talk of a separate University till separate Provinces have not come into existence? According to our or say my view all education has to be self-supporting. Lastly how could one think of these things when the very existence of India is jeopardised and a fratricidal war is on?

After knowing from this how my mind is working you may write to me to draw me out further on the subject.

Bapu's  
ashirvad

APPENDIX VII.-B  
OF NEW UNIVERSITIES

(By M. K. Gandhi)

There seems to be a mania for establishing new universities in the provinces. Gujarat wants one for Gujarati, Maharashtra for Marathi, Karnatac for Kannad, Orissa for Oriya, Assam for Assami and what not. I do believe that there should be such universities if these rich provincial languages and the people who speak them are to attain their full height.

At the same time I fear that we betray ourselves into undue haste in accomplishing the object. The first step should be linguistic political redistribution of provinces. Their separate administration will naturally lead to the establishment of universities where there are none. The province of Bombay absorbs three languages: Gujarati, Marathi and Kannad and, therefore, stunts their growth. Madras absorbs four: Tamil, Telugu, Malayalam and Kannad. Thus, there is overlapping also. That Andhradesh has an Andhra University is true. In my opinion it does not occupy the place it would, if Andhra was a separate administrative unit, free from foreign control. India attained that freedom only two months ago. The same thing can be said of the Annamalai University. Who can say that Tamil has come to its own in that University ?

There should be a proper background for new universities. They should have feeders in the shape of schools and colleges which will impart instruction through the medium of their respective provincial languages. Then only can there be a proper milieu. University is at the top. A majestic top can only be sustained if there is a sound foundation.

Though we are politically free, we are hardly free from the subtle domination of the West. I have nothing to say to that school of politicians who believe that knowledge can only come from the West. Nor do I subscribe to the belief that nothing good can come out of the West. I do fear, however, that we are unable as yet to come to a correct decision in the matter. It is to be hoped that no one contends that because we seem to be politically free from foreign domination, the mere fact gives us freedom from the more subtle influence of the foreign language and foreign thought. Is it not wisdom, does not duty to the country dictate, that before we embark on new universities we should stop and fill our own lungs first with the ozone of our newly-got freedom ? A university never needs a pile of majestic buildings and treasures of gold and silver. What it does need most of all is the intelligent backing of public opinion. It should have a large reservoir of teachers to draw upon. Its founders should be far-seeing.

In my opinion it is not for a democratic State to find money for founding universities. If the people want them they will supply the funds. Universities so founded will adorn the country which they represent. Where administration is in foreign hands, whatever comes to the people comes from top and thus they become more and more dependent. Where it is broad-based on popular will, everything goes from bottom upward and hence it lasts. It is good looking and strengthens the people. In such a democratic scheme money invested in the promotion of learning gives a tenfold return to the people even as a seed sown in good soil returns a luxuriant crop. Universities founded under foreign domination have run in the reverse direction. Any other result was perhaps impossible. Therefore, there is every reason for being cautious about founding new universities till India has digested the newly-acquired freedom.

Then take Hindu-Muslim question. The poison has assumed dangerous proportions, such that it is difficult to forecast where it will land us. Assume that the unthinkable has happened and that not a single Muslim can remain in the Union safely and honourably and that neither Hindu nor Sikh can do likewise in Pakistan. Our education will then wear a poisonous form. If, on the other hand, Hindus, Muslims and all the others who may belong to different faiths can live in either dominion with perfect safety and honour, then in the nature of things our education will take a shape altogether pleasing. Either people of different faiths having lived together in friendship have produced a beautiful blend of cultures, which we shall strive to perpetuate and increasingly strengthen the shape, or we shall cast about for the day when there was only one religion represented in Hindustan and retrace our steps to that exclusive culture. It is just possible that we might not be able to find any such historical date and if we do and we retrace our steps, we shall throw our culture back to that ugly period and deservedly earn the execration of the universe. By way of example, if we make the vain attempt to obliterate the Muslim period, we shall have to forget that there was a mighty Juma Masjid in Delhi second to none in the world, or that there was a Muslim University in Alighurh, or that there was the Taj in Agra, one of the seven wonders of the world, or that there were the great forts of Delhi and Agra built during the Moghal period. We shall then have to rewrite our history



with that end in view. Surely, today we have not the atmosphere which will enable us to come to a right conclusion about the conflicting choices. Our two months old freedom is struggling to get itself shaped. We do not know what shape it will ultimately take. Until we know this definitely, it should be enough if we make such changes as are possible in the existing universities and breathe in our existing educational institutions the quickening spirit of freedom. The experience we will thus gain will be helpful when the time is ripe for founding new universities.

Last but not least remains Basic Education. It is an infant not more than eight years old. Therefore, actual experience does not take us beyond what may be termed the matriculation stage. Thus, though it is limited in scope, the mind of those who are engaged in making the experiment has grown far beyond that stage. It would be unwise for any educationist to put aside the recommendations of a body which has behind it the solid experience of eight years. It should be borne in mind that this Basic Education has grown out of the atmosphere surrounding us in the country and is in response to it. It is, therefore, designed to cope with that atmosphere. This atmosphere pervades India's seven hundred thousand villages and its millions of inhabitants. Forget them and you forget India. India is not to be found in her cities. It is in her innumerable villages. The cities rose in answer to the requirements of foreign domination. They exist as they were two months ago, for though foreign rule has disappeared, its influence has not and cannot quite so suddenly. Thus, I am writing these lines in New Delhi. If I know nothing of the villages of India how can I draw, sitting here, a true picture of the villages? What applies to me applies more forcibly to the ministers.

Let us now glance at the fundamentals of Basic Education :

1. All education to be true must be self-supporting, that is to say, in the end it will pay its expenses excepting the capital which will remain intact.
  2. In it the cunning of the hand will be utilized even up to the final stage, that is to say, hands of the pupils will be skilfully working at some industry for some period during the day.
  3. All education must be imparted through the medium of the provincial language.
  4. In this there is no room for giving sectional religious training. Fundamental universal ethics will have full scope.
  5. This education, whether it is confined to children or adults, male or female, will find its way to the homes of the pupils.
  6. Since millions of students receiving this education will consider themselves as of the whole of India, they must learn an inter-provincial language. This common inter-provincial speech can only be Hindustani written in *nagari* or *urdu* script. Therefore, pupils have to master both the scripts.
- Therefore, it is hoped that all educationists will come to the conclusion that judicious change is necessary for founding new universities.

New Delhi, 25-10-'47.

## APPENDIX VII

પ્ર. ગાંધીજીનો શ્રી. માવત્રંકર ઉપરનો પત્ર

નવી દિલ્હી તા. ૨૬-૧૨-૪૭

ભાઈ માવત્રંકર,

તમારો ડાગળ અને આપણી વચ્ચે થયેલી વાતચીતનો અહેવાલ હમણાં સાંભળી ગયો ( સવારે સવાપાંચ વાગે ). એ ઉપર તમે બહુ મંડન લીધી છે. એટલી મંડન લેવા જેવું ન હતું એમ મને લાગે છે. મારા વિચારો તો સારી રીતે મુક્યા છે. એમાં વધુ કંઈ કરવાનું મને જરાએ મન નથી થતું.

એક નવી હકીકત તમારી પાસેથી મેં જાણી લીધી. તે એ કે હવે ભાપાવાર વિદ્યાપીઠ એકમાત્ર ગુજરાતની જ બાકી છે. આ હકીકત મારી દલીલને નબળી કરે છે એમ મારે કબૂલ કરવું જોઈએ. છતાં મારો લોભ કહો કે મોહ રહે છે કે જેટલી વિદ્યાપીઠ, હિન્દુસ્તાનની સભ્યતા એટલે તેનાં ગામડાંની સભ્યતાને આગળ વધારે.

હું હજી માનું છું કે ભાપાવાર પ્રતિો રચવાને સારૂ જોડોમાં પ્રાંતીય મમતાને બદલે હિન્દુસ્તાનને વિષેની મમતા હોય તો આપણે તે થોડા માસમાં જ સિદ્ધ કરી શકીએ. એટલે તમારે તે મારે પ્રયત્નું જોઈએ કે તમારો ભય ખોટો પડે અને મારું સ્વપ્ન સિદ્ધ થાય, તેને સારૂ ખતનો પ્રયત્ન કરી વ્યર્થવું. મારું દુઃખ એ છે કે એ પ્રયત્નમાં હું અત્યારે ભાગ લઈ શકું એવી સ્થિતિમાં નવા રહ્યા, એટલે 'હરિજન'માં કોઈ કોઈ વાર લખીને કે તમારી ઉપર આવો ડાગળ મોકલીને સંતોષ માનું.

તમારી તપિય ૧ સારી હતી.

( સહી ) આપુના આશીર્વાદ.

(English Version of the above letter)

Bhai Mavalankar,

New Delhi,  
26-12-1947.

I have just finished hearing (at five in the early morning) your letter and the report of our conversation. You seem to have devoted a lot of labour to preparing the report. I feel you could have well spared yourself the labour. My ideas you have presented fairly well. I do not feel like adding to or altering it.

I have learnt a new thing from you that the establishment of a linguistic\* university remains to be done only in the case of Gujarat. I must admit that this weakens my argument to an extent. All the same, one may say, I am greedy or infatuated enough to desire that the last university to be established works for the progress of India's culture which is the culture of her villages.

I still believe that, if in desiring re-arrangement of linguistic provinces our people were prompted not by the love of their own province, but by their love for the whole of India, the desire could easily be fulfilled within a few months. So, you and I have to wish that your fear proves groundless,—that my dream comes true and that all of us do the best they can to—that end. Unfortunately I am not in a position to contribute my share in those efforts and so have to rest contented writing an article in the 'Harijan' once in a way or a letter like this to you.

I hope you are in good health.

Bapu's ashirvad.

\*What is meant here is not linguistic university in the sense of a university working through the medium of a regional language, but a regional university—whatever the medium—in the sense of having a territorial jurisdiction defined for it by statute. Establishment of such universities for some regions was under contemplation, to which Gandhiji referred in his article 'The New Universities' (Vide Appendix 6 to my note.)



# REPORT

**KARNATAK UNIVERSITY COMMITTEE**

**DHARWAR**

**JUNE 1948**



**BOMBAY**

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# REPORT OF THE KARNATAKA UNIVERSITY COMMITTEE

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# CHAPTER I

## INTRODUCTORY

### COMPOSITION OF THE COMMITTEE AND TERMS OF REFERENCE

1. On 17th April, 1947, the following Government Resolution, Education and Industries Department, No. 7914, was published by the Government of Bombay :

“ Government has accepted in general the principle of establishment of Regional Universities in the Province. The work regarding the University of Poona, as recommended by the Maharashtra University Committee, is proceeding. Government is now pleased to appoint a Committee consisting of the following members to report on the question of the establishment of a University for Karnatak :—

- (1) The Hon'ble Mr. Justice N. S. Lokur (Chairman),
- (2) Dr. V. K. R. V. Rao,
- (3) Mr. D. P. Karmarkar, M.L.A. (Central),
- (4) Mr. R. A. Jahagirdar, M.A., LL.B.,
- (5) Mr. A. A. Kittur, B.A., LL.B., M.L.A.,
- (6) Mr. R. R. Diwakar,
- (7) Professor S. S. Basawanal,
- (8) Mr. K. R. Haldipur, B.A., LL.B.,
- (9) Mr. G. S. Paramasivayya,
- (10) Dr. S. C. Nandimath, M.A., Ph.D. (Lond.),
- (11) Mr. B. N. Datar, M.A.,
- (12) Mr. L. M. A. Menezes, M.A. (Bom.), (Member-Secretary).

2. The terms of reference to the Committee are as follows :—

- (1) To make recommendations as to the form, scope, constitution and jurisdiction of a University for Karnatak, including the question of granting affiliation to institutions outside the limits of the Bombay Province.
- (2) To report on the cost of establishment and maintenance of the University and to make proposals for raising the necessary funds.
- (3) To make any other recommendations germane to the subject.”

### ADDITIONS TO THE COMMITTEE

3. Mr. H. R. Moharaj was added to the Committee by Government Resolution, Education and Industries Department. No. 7914, dated 14th May 1947.

4. Deciding that the “ question of granting affiliation to institutions outside the limits of Bombay Province ”, might be confined, in the existing political situation, to the Kannada-speaking areas of the Madras Province and Coorg, the Committee requested Government to appoint three members on the Committee to represent Bellary, South Canara and Coorg ; and Government authorised the Committee to co-opt, in its discretion, not more than three members from these areas for the said purpose. The Committee co-opted the following three members :—

- (1) Rao Bahadur Y. Mahabaleswarappa (to represent Bellary District),
- (2) Mr. K. B. Jinaraj Hegde, Advocate (to represent South Canara),
- (3) Mr. N. Somanna, M.L.C. (to represent Coorg).

5. Later, in the month of August, 1947, Principal V. K. Gokak was co-opted to the permission of Government.

## PROCEDURE

5. The Committee commenced work in the first week of June 1947. The Committee's office was set up in the Karnatak College, Dharwar, and the first meeting was held in Belgaum on 12th June, 1947, to frame the Questionnaire.

6. The Questionnaire (*vide* Appendix A) was issued to the public soon after the first meeting of the Committee. As many as 1,200 copies of the Questionnaire were sent to heads of educational institutions—both Collegiate and Secondary—in and around Karnataka, to public bodies and institutions, to teachers and educationists, and to leaders of public opinion. Wide publicity was further given to the Questionnaire through the Press and the Radio with the result that many more copies had to be supplied on request. The response was quite encouraging. 237 replies were received, many of which contained valuable and helpful suggestions (*vide* Appendix B).

7. The Committee held eight sessions. One session was devoted to the examination of witnesses at Belgaum and Dharwar, and the rest to discussions and deliberations.

## EVIDENCE

8. In view of the complexities inherent in the question of the scope, jurisdiction and constitution of the proposed University and the position it would occupy *vis-à-vis* the Bombay, Poona and Mysore Universities, the Committee had to record a large body of opinion. Accordingly, zonal sub-committees were formed to contact educationists and leaders of public opinion in different Kannada-speaking areas and at other convenient centres. One sub-committee recorded evidence at Kolhapur, another at Bombay, a third at Karwar, while a fourth toured Bangalore, Mangalore, Coorg and Mysore. Yet another sub-committee, consisting of local members, examined additional witnesses summoned at Dharwar.

9. At the invitation of the Committee, 31 heads of educational institutions, 28 representatives of associations etc. and 64 persons in their individual capacity gave oral evidence (*vide* Appendix C).

## NEGOTIATIONS WITH THE MADRAS GOVERNMENT

10. Having due regard to public opinion, the Committee felt it desirable to open negotiations with the Madras Government on certain vital questions, such as the granting of affiliation to institutions in the Kannada-speaking areas of the Madras Province and other correlated matters. Accordingly, with the permission of the Bombay Government, the Chairman with a few of the members interviewed the Hon'ble Mr. Avinashilingam Chettiar, Minister for Education, Madras Government, on 25th December, 1947, and presented a memorandum urging the non-inclusion of Bellary District and the Kannada-speaking areas of the Rayalseema in the proposed jurisdiction of the Andhra University (*vide* Appendix D). The interview was most cordial and the discussion exploratory in character. The Chairman thereafter addressed an official letter to the Hon'ble Minister for Education, requesting him to place the matter before the Cabinet and communicate their policy in the matter (*vide* Appendix E). The Hon'ble Mr. Avinashilingam Chettiar has replied that, in his opinion, it is too early for the matter to be placed before the Cabinet for a decision to be taken; it would become a live matter after the University was started (*vide* Appendix F).



## ONE UNIVERSITY FOR KARNATAKA ?

11. In the course of a zonal sub-committee's tour of Bangalore and Mysore, the idea of having one University for the entire Kannada-speaking territory including the Mysore State, and of utilising for this purpose the existing Mysore University, was mooted. The Committee, however, was not inclined to pursue the suggestion in view of the present administrative set-up, but particularly from a feeling that there is, in the Kannada-speaking area, scope and need for more than one University.

### SUB-COMMITTEES

12. Four Sub-Committees were appointed in the course of the work: One for finance, another for the constitution, a third for the selection of site, and a fourth for scrutinising the final Draft Report. The Constitution Sub-Committee met four times and submitted its report to the Committee on 18th January 1948. The Finance Sub-Committee met thrice and submitted its report on 25th March 1948. The Sub-Committee for the selection of site, after visiting the likely sites, reported on 27th March 1948 in favour of Chota Mahabaleshwar. The Draft Sub-Committee met at Belgaum on 18th April 1948 and approved the Draft.

### EXTENSION OF TIME

13. The original time-limit prescribed by Government for the submission of the Report was the end of December, 1947. But owing to the usual difficulties attending the work of such Committees, and, specially, to the need of exploring the question of including in the jurisdiction of the proposed University institutions outside the limits of the Bombay Province, Government were pleased to extend the time for the submission of the Report to the end of June, 1948.

14. The Committee notes with regret that it could not avail itself of the collaboration of Mr. D. P. Karmarkar, a member of the Committee, as he was out of India most of the time that the work of the Committee lasted.

### ACKNOWLEDGMENTS

15. (a) The Committee places on record its grateful appreciation of the help rendered by:—

(1) The Hon'ble Mr. T. S. Avinashilingam Chettiar, Minister for Education, Madras Province;

(2) The Mysore Government, the Vice-Chancellor of the Mysore University and the Kannada Sahitya Parishat, Bangalore;

(3) The Principal, Karnatak College, Dharwar;

(4) The authorities of the R. L. Law College, Lingaraj College and Vijaya College;

(5) The various bodies, institutions and individuals that sent written replies and gave oral evidence;

(6) Profs. P. W. Gideon and C. D. Deshpande who helped the Committee with plans and estimates;

(7) Mr. G. M. Patil, B.A. (Dip. Lib.) who, by his able management of the Committee's office, gave effective assistance to the Secretary and the Committee.

15. (b) The Committee wishes to place on record its appreciation of the assistance which Prof. Armando Menezes, the Member-Secretary, gave to the Committee at every stage of its work.

## CHAPTER II

## TOWARDS A UNIVERSITY FOR KARNATAKA

## RENAISSANCE

16. To understand the intensity of the feeling behind the demand for a Karnataka University, it is essential to remember that, like few linguistic groups in the country, the Kannada people had, for a number of centuries, lost their integrated cultural life. The dismemberment of the Kannada Region and its dispersal under different administrations aided and aggravated this disintegration and made it doubly difficult for the Kannada people to develop what was yet left of their culture. With the general quickening of the national consciousness towards the end of the 19th century, the Kannada people naturally also felt the urge to develop their own independent culture. A renaissance movement set in, which took, among other things, the form of a demand for higher educational institutions in Karnataka. This demand led to the establishment of the Karnatak College in 1917—57 years after the establishment of the Deccan College in Poona and 38 after the establishment of the Gujerat College at Ahmedabad. This was undoubtedly a step in the right direction; and yet, the Karnatak College could not, by the very nature of things, be run as a regional institution devoted to the development of Kannada culture. The popular opinion, therefore, only partly satisfied with the establishment of the Karnatak College, insisted upon the need for a Karnatak University.

## THE MOVEMENT

17. In the meanwhile, the principle underlying the establishment of Regional Universities had already been recognised at the Bombay Presidency Educational Conference of 1917 and accepted by the Sadler Commission in 1920. The Setalvad Committee on University Education in Bombay also endorsed this principle in their report published in 1924. Though the principle of Regional Universities was thus recognised, nothing was actually done to promote the establishment of such universities in the Bombay Province. Opinion in the Karnataka Districts in favour of a Karnataka University received a sudden impetus when the Andhra University Bill, contemplating the inclusion of the Bellary District within the jurisdiction of that University, was introduced in the Madras Legislative Assembly in 1926. The public of Bellary and the Sahitya Parishat launched a vigorous protest against this attempt to include a Kannada District within the jurisdiction of a non-Kannada regional university, and they were strongly supported by the Karnataka Provincial Congress Committee and the Karnataka Unification League. As a result of this agitation, the Bellary District was not included in the jurisdiction of the Andhra University. The first Karnataka University Conference was convened in Bellary in the same year, and a Karnataka University Association was formed with the object of bringing into existence a separate University for the Kannada areas. The movement received an additional impetus after the appointment, in 1942, of the Maharashtra University Committee in accordance with the principle of establishment of regional universities which the Government of Bombay had accepted in the Bombay Legislative Council as far back as 1937. A Karnataka University Conference was convened in Belgaum in 1942 and was followed by the formation of another Karnataka University Association. A second Conference was held

in Dharwar in October 1943, when prominent Karnataka educationists discussed the implications of the recommendations of the Maharashtra University Committee's Report for the future of higher education in Karnataka, and chalked out a programme of work for the early establishment of a Karnataka University. A Karnataka University Association was formed in Dharwar, and was then amalgamated with the Association constituted in Belgaum in the preceding year. This Association launched a campaign for the establishment of a Karnataka University, issued a Questionnaire and drafted a scheme on the basis of the replies received. The 28th of September 1946 was observed as "Karnataka University Day" all over the Region, and a deputation waited on the Hon'ble Premier and Minister for Education, Bombay, with a request that immediate steps may be taken by Government to establish a Karnataka University. Government were most sympathetic, and expressed their readiness to appoint a Committee to work out the details for the establishment of a University for Karnataka. The appointment of this Committee was the result.

## CHAPTER III

### THE UNIVERSITY AND THE GREATER KARNATAKA

#### EDUCATIONAL RESOURCES OF BOMBAY KARNATAKA

18. While the question of the unification of the scattered parts of the Kannada-speaking territory is naturally linked up with the question of a University for Karnataka, opinion as expressed before the Committee was practically unanimous that the unification need not be a condition precedent to the establishment of the University. The Committee whole-heartedly shares this view. Bombay Karnataka extends over nearly 20,000 square miles and has a population of well nigh four millions. It has 54 High Schools and 63 Middle Schools. There are 9 institutions of higher learning already in existence, representing the faculties of Arts, Science, Education, Law, Agriculture and Commerce. There is also the Bhoomaraddi Polytechnic at Hubli and an Ayurvedic Institute. Steps have been taken to start a college of Engineering at Hubli in June 1948 and there may be one more College in Belgaum at the same time. The Kannada Research Institute has been established for some time, and has a valuable museum attached to it. There were 25,423 students attending High School, and 2,966 attending College in March 1947. The merger of the Deccan States has added 8 High Schools with 2,774 students, to the educational resources of the region and widened the jurisdiction of the proposed University (*vide* Appendices G and H).

#### EDUCATIONAL NEEDS OF BOMBAY KARNATAKA

19. Bombay Karnataka affords excellent facilities and scope for a Forest and a Veterinary College; and, according to expert opinion, provision could be made for these studies at relatively small expense by co-ordinating them with higher studies in Agriculture, for which provision already exists. But a more urgent need, it is felt, is for a College of Medicine and Surgery; and such a college should be started, almost immediately, either at Hubli or Belgaum. Hubli seems to the Committee to have stronger claims. It is more central. It is a larger and industrially and commercially, a more important town. It has a well-equipped co-operative hospital as well as a Railway hospital. And it is very near Dharwad, the proposed seat of the University.

#### THE ULTIMATE GOAL

20. With the establishment of these Colleges, the first step will have been taken towards filling up the gaps which now exist in the educational facilities available to the Karnataka region. The establishment of the Karnataka University will result in the integration of educational institutions and also lead towards a large integration of higher education in Karnataka as a whole. A United Karnataka today, no more a mere vision. When Mysore comes in, the Karnataka University and the Mysore University will have a great rôle to play together in the development of Kannada culture. The two Universities, linked together by ties of language, culture and regional loyalties, will work in close co-operation, through division of labour and specialisation in different branches of knowledge.

## IMMEDIATE POSSIBILITIES

21. A question more indisputably within the range of practical politics is the inclusion of Coorg and the Kannada areas of the Madras Province within the jurisdiction of the Karnataka University. South Canara has a population of 15 lacs, with 30 High Schools and 7 Colleges. The District of Bellary has a predominantly Kannada population, with an Intermediate College run by the Madras Veerasaiva Vidyavardhaka Sangha. Coorg has 6 High Schools and is soon likely to have a college. While the bulk of the opinion in South Canara tended at first to link up the question of the establishment of the Karnataka University with the idea of the unification of the Karnataka, it welcomed the idea of its immediate establishment in the event of the unification being delayed, and was practically unanimous in its desire to join this University given certain safeguards with regard to recognition of degrees by the Madras Government, for purposes of employment etc. The evidence from Bellary was strongly in favour of the Karnataka University, subject to the solution of the boundary question in that district. Coorg was much less unreserved in its opinion, and was positive for a Kannada University and the speedy end of its unnatural relations with Madras. The conviction is, therefore, borne in upon the Committee that, given favourable conditions, and if adequate safeguards are secured, these outlying Kannada areas will readily seek affiliation with the proposed Karnataka University, with advantage at once to themselves and to the ideal of a unified Kannada culture.

22. Most of the difficulties in the way of such affiliation would not be hard to overcome. Dr. S. R. U. Savor, Director of Public Instruction, Madras, suggested that, given the will, there would be no anomaly in permitting the colleges in the Kannada areas of the Madras Province to affiliate themselves to the Karnataka University. And the Hon'ble Mr. A. B. Shetty, Minister for Health, Government of Madras, was even more emphatic. He did not think "the Government could object if the people of the Karnataka areas in Madras wanted to come under the Karnataka University. The present financial commitments with respect to these areas could be continued even after the Karnataka University was formed".

23. Organisations, representative of the entire Karnataka area irrespective of administrative divisions, like the Kannada Sahitya Parishat, at its Madras, Harapanahalli and Kasargod Sessions, and the Karnataka Unification Conference held in Bombay in 1946 under the presidentship of the Hon'ble Mr. B. G. Kher, have passed resolutions urging the co-operation of the Madras, Bombay and Coorg Governments in the matter of the establishment of a Karnataka University. The Committee, therefore, strongly recommends that adequate provision be made in the Karnataka University Act to enable institutions in the Karnataka areas lying outside the administrative jurisdiction of the Bombay Province to affiliate themselves to this University on such terms as might be prescribed.

24. The Kannada areas in the Madras Province, with the exception of the South Canara and Bellary Districts, are educationally very backward. It is regretted that what schools there are in these areas be recognised by the proposed University, and more schools and, if need be, colleges, started at the earliest possible opportunity.

### THE LARGER HOPE

25. The Kannada districts of Bidar, Raichur, Gulburga and the Jahgir of Kopbal in the Nizam's Dominions present, for the moment at least, a more difficult problem. We understand that, when the Osmania University was started, the Government of His Exalted Highness contemplated the establishment of regional universities for the three linguistic divisions of Andhra Desha, Marathawada and Karnataka within his Dominions. This excellent idea was, unfortunately, for some reason not followed up. But it holds out a hope that the inclusion of the Kannada territory in that Dominion within the jurisdiction of the proposed Karnataka University will not be difficult whenever the matter is taken up between the Karnataka University itself and the Government of His Exalted Highness.

### THE KARNATAKA UNIVERSITY A MAGNETIC CENTRE

26. So will the Karnataka University, it is our earnest conviction, not only serve to integrate the educational and cultural life of the Bombay Karnataka, but act as a sort of magnetic centre to attract to itself the scattered fragments of the Kannada territory and pave the way for its ultimate unification.

## CHAPTER IV

## NAME, LOCATION AND JURISDICTION

## NAME

27. Opinion was practically unanimous for calling the proposed University the "Karnataka University". The public in this region, as can be gathered from Chapters II and III, has all along associated the University with the name of Karnataka. There was a suggestion from a few witnesses that, following the analogy of the Poona University, we might call our University after Dharwar. We felt, however, that the analogy was far from complete. Dharwar is certainly acknowledged to be an intellectual centre of the Karnataka and has accordingly been selected as the seat of the University. But what we contemplate here is a University that may eventually serve the needs, as we hope, of all the Kannada areas now scattered under different administrations. To all these dismembered parts the word "Karnataka" is profoundly evocative of a common history and a single culture. No name of city, however illustrious, could exercise the same spell upon the imagination of the Kannadiga. There are, moreover, reasons inherent in the very character of the Poona University to justify its name. Unlike ours, it is in the main a City University, with the Colleges in that city constituting its nucleus. On the other hand, we have before us examples of universities taking their name from a region or province, like the Punjab, Andhra or Utkal Universities. We therefore recommend that the proposed University be called the Karnataka University.

## LOCATION

28. The site we have chosen for the location of the proposed University is on a hill known as Chota Mahabaleshwar, only a short distance from Dharwar town. The site was once selected for the Karnatak College and given up after the foundation-stone had been laid, when another building was found ready to house it. The site is level as well as high and commands a magnificent prospect. It is owned by Government, and measures about 260 acres. We propose that the land adjoining it should be immediately acquired, so that the entire area at the disposal of the University will be about 300 acres and include the highest point of the hill which looks out upon a wide stretch of land, pastoral and arable, dotted with villages and orchards and grassy hills. This will furnish the rural outlook a modern Indian University should seek to provide, while its short distance from Dharwar will combine all the conveniences of town with the quiet and seclusion which post-graduate teaching and research demand. It was the general opinion of the Committee, nevertheless, that a site between Dharwar and Hubli, if a suitable one were available, would be most desirable. As, however, the Committee could not, within the time at its disposal, fully explore this question, it has recommended the Chota Mahabaleshwar site indicated above. Should a suitable site between Dharwar and Hubli not be found—though the Committee feels it possibly could—the recommendation embodied at length in the Report should stand.

29. The reasons for locating the proposed University near Dharwar are not far to seek. Dharwar has been for a long time a cultural centre of Karnataka. It lies only a few miles from Hubli, the commercial as well as geographical centre of Bombay Karnataka, not very distant from Bellary and the adjoining Kannada

tracts of the Madras Province, and is capable of being brought within easy access of South Kanara and the neighbouring parts of South Karnataka by proper road, air and railway communications. Even when the proposed United Karnataka, including Mysore, has come into being, Hubli will still continue to be a dynamic centre with its textile mills, its railway junction and workshops and large inland trade. A number of institutions of higher learning are already springing up at Hubli, and we foresee the day when the most important faculties will be developed about Hubli-Dharwar.

30. The claims of Belgaum and Mangalore, which were put forward by some witnesses, were considered; but it was thought that either lay at an extreme end of the region. Hampi, which was also suggested and had an indubitable sentimental appeal, had to be set aside on account of its isolated situation and unhealthy climate; while the first of these objections applied also to Ramanagad which the Ruler of Sandur was kind enough to offer for the purpose.

31. It was suggested by a few witnesses that the University should be located in the Karnatak College at Dharwar, and that this college might be taken over by the new University as its nucleus. The Committee, after carefully considering the suggestion, has come to the conclusion that the new University should not be saddled with the responsibility of running a Degree college, and that the mere existence of a building should not be a consideration for locating it there. The Committee is strongly of the opinion that the University must be located where it would have the fullest possible scope for development, and that the areas round about the Karnatak College are not the most suitable for such future expansion. It is only after these various considerations that the Committee arrived at the conclusion that a site such as the one indicated above would best serve the purpose of the great seat of learning that is sought to be implanted in Karnataka.

#### DEVELOPMENT OF EDUCATIONAL CENTRES

32. It would not be inconsistent with the type of University we have in view—a university which will not only affiliate and examine, but undertake research and teaching at the postgraduate stage—to envisage the development of various educational centres other than Dharwar. Belgaum and Mangalore, for instance, have already attained a considerable measure of activity in the field of higher education. Belgaum has already three colleges and is likely to have more in the near future. Mangalore, on the West Coast, with four colleges at the headquarters, three Sanskrit Colleges in the mofussil and 30 High Schools, holds a place of vantage at another extreme of Karnataka; and it is to be hoped that other cities, like Bijapur and Bellary, will achieve a similar progress at no distant date.

33. The very considerations that led us to recommend this type of university must weigh in recognising these various towns as centres of postgraduate teaching and research, particularly in such branches of study as have already been developed there, or for which they offer special facilities.

34. Leading Kannadigas holding high positions in the Government and public life of Madras, including a Minister, a Director of Public Instruction, College Principals and Professors, in a weighty memorandum submitted to us, emphasise the desirability of spreading the Faculties as widely as possible according to the suitability of the place or region. "This will", they rightly observe, "make the University an All Karnataka University".

35. We therefore recommend that, while the seat of the University shall be Dharwar certain faculties shall be started or developed, even to the postgraduate



stage, in places, however distant from the centre, where special facilities are available for them. For example, the Coast would be found best adapted for studies in Fishery and Marine Engineering; while the College of Forestry would not be very distant from one of the famous Karnataka forests.

36. Our idea is, briefly, concentration without monopoly. Some of the reasons for the dispersal of the faculties have already been set forth. The arguments for a substantial concentration of post-graduate studies at the University itself, are equally evident. In the first place, the University, it is hoped, will be able to attract to itself the most eminent teachers and scholars, and be a focus of inspiration for the seekers of higher learning. In the second place, branches of research, as is well known, often overlap or have a common background; while the mutual reaction of one branch on another is bound to create that stimulating atmosphere which is favourable to both endeavour and discovery. Also, the close intercourse of research-workers in various fields of knowledge is a wholesome corrective to excessive specialism. Not the least of the arguments for centralisation is that compulsory residence at the university will be an invaluable opportunity, as we have said elsewhere, for young Kannadigas coming from all parts of their extensive and long dismembered region to meet and live together and realise their essential oneness. Economy, too, and uniformity of standards are no mean considerations. We have, nevertheless, provided for only a relative centralisation to avoid wasteful duplication of post-graduate studies; and in Science, where this duplication would be most wasteful, suggested only such faculties to be run by the University itself as are not already provided for by the existing colleges.

#### JURISDICTION

37. As the Kannada-speaking territory is dispersed under different administrations, the question of the jurisdiction of the proposed University raises numerous difficulties. Much as we should love to bring all these areas immediately under its jurisdiction, much as we are impressed by the desire of the people of those parts that we have visited, to be brought under it, we nevertheless feel that the extension of this jurisdiction to areas lying outside the Bombay Province will have to keep pace with other developments in the country.

38. We propose, therefore, that, to begin with, the jurisdiction of the proposed Karnataka University should be confined to the four districts of Belgaum, Dharwar, Bijapur and North Kanara, the merged Kannada States and the Kannada areas in the other merged Deccan States as well as in the Kolhapur State. This jurisdiction should be assured by statutory declaration, provision being made in the Act itself to extend that jurisdiction by a Government Notification to other Kannada areas according as circumstances permit.

39. We also suggest that the Government of Madras be induced to amend the Madras University Act so as to allow colleges in the Province of Coorg and the Kannada areas in the Madras Province to affiliate themselves to the Karnataka University. Similar arrangements could be made for the recognition and inspection of schools in those areas and for the recognition of the Karnataka University degrees as a qualification for employment in the Madras Province.

#### RESTRICTIVE VERSUS OPTIONAL JURISDICTION.

40. It will be admitted that, once we accept the principle of a regional university, such a university must have a region exclusively assigned to it. The Poona University Act, on the recommendation of the Maharashtra

University Committee, has incorporated this principle in Section 5, which says that on the date on which that Section comes into force, educational institutions in the ten districts of the affiliating jurisdictional area of this University shall be deemed to have been withdrawn from the jurisdiction of the Bombay University and admitted to the privileges of the Poona University. The claim of that Committee for extra-territorial jurisdiction over "islands" or colonies of people of Maharashtra origin in so-called bilingual areas—which evoked vigorous protests from other linguistic areas—has not been embodied in the Poona University Act. It has, however, been conceded indirectly, as an *exceptional* measure, and subject to the sanction of the Provincial Government.

41. The claim of the Maharashtra University Committee for optional jurisdiction over so-called bilingual areas, could naturally not be sustained. The Right Hon'ble Dr. M. R. Jayakar himself, Chairman of that Committee, in his evidence given before us, was emphatic against the conferment of such extra-territorial jurisdiction. There are bound to be border areas with linguistic minorities. We have discussed below the rights of such minorities, and the extent of protection to be granted to them. But to go farther, and grant them the right of seeking affiliation outside the region, must open the door for disruptive influences and foster a breeding ground of inter-regional disputes.

42. The position of Belgaum is a case in point. An attempt has been made in the Maharashtra University Committee's Report to claim Belgaum as a bilingual area. This is far from accurate, and was obviously based on an erroneous inference from imperfect statistics. The Poona University Act has wisely ignored this suggestion.

### SAFEGUARDS FOR LINGUISTIC MINORITIES

43. In the Chapter on the Medium of Instruction we have adumbrated the policy to be followed by the proposed University with regard to languages other than Kannada within the region. But the point is, of course, also relevant to the question of jurisdiction. Kannada will naturally be a compulsory language under the Karnatak University as well as, broadly speaking, the medium of instruction at all stages except where provision has otherwise been made.

44. In Karnataka, Kannada will naturally be the language of the administration of the courts and public assemblies, official and non-official. To know the language of the region and to be able to use it with fluency and power, would therefore be of interest for members of linguistic minorities in the region, a matter of enlightened self-interest. But, having regard to the natural and legitimate sentiment that attaches one to one's mother-tongue, we are proposing such measures as will completely safeguard the rights of such minorities in the matter of language.

45. Wherever practicable, primary education should be given in the mother-tongue of the child. At the same time, provision should be made for the teaching of the regional language as a part of the regular curriculum, to enable the child to be abreast of the other children on entrance to the secondary school, where the medium of instruction will necessarily be the language of the region. This condition would apply even where the minority in question is able to provide secondary schools and colleges of its own, with its mother-tongue as medium of instruction.

46. On the other hand, ample provision will be made for the study of the languages. The new University may institute, or call upon affiliated colleges to institute, Chairs for such languages and afford such other facilities as will help them to be fostered and developed to their fullest stature.

## CHAPTER V

## OBJECTIVES AND FUNCTIONS, FORM AND SCOPE OF THE UNIVERSITY

## A REGIONAL UNIVERSITY

47. A university of our days must touch life at many points, and cannot be expected to devote its energies to a single narrow objective, however desirable in itself. The highest education has, down the ages, concerned itself with some single aim, or with the achievement of one or the other pattern of perfection which seemed to be the *summum bonum* in a particular social context. A progressive university will coordinate and reconcile as many of these aims as possible ; but it will necessarily stress certain aims according to the character of *its* context. It is sufficiently clear that the movement for a separate university for Karnataka was an integral part of the growing consciousness of the Kannada-speaking people, specially in the Bombay Province. The new University will, therefore, be expected to play a significant rôle in the general development of the people of Karnataka and particularly in the advancement of the Kannada language and culture. It will be a university that, while contributing to the solution of the cultural and economic problems of the region, will lead to a progressive release of the latent energies of its people and enable them to attain to the fullest realisation of their manifold potentialities.

## DEFENCE OF REGIONALISM

48. Education, while it may, and should, throw its branches both high and wide, must be rooted in the soil. We have suffered too long under an alien system of education, with its fatal unrealities, to be content with a vague and anaemic universalism. The truest and most enduring culture broadens out from the smallest social group to the largest. Ours is, therefore, to be a regional university ; and not only in the sense that it is planned to cater for the higher education of a region ; but in the very real sense that it will draw its resources and inspiration from the region, and pay particular, even passionate, attention to its characteristic needs. Springing as it does from deeper instincts and impulses than the merely political, regionalism is a process at once inward and upward, affecting a sufficiently large social group which has long held such vital things as a language, a history, a culture in common and has at long last found the scope and the opportunities for their free development. In falling in its proper place in the national and international pattern, regionalism will at once fulfil itself and contribute its share, its peculiar note and colour, towards the enrichment of the pattern. True culture does not consist in the suppression of local traits and traditions, but in their development and sublimation into a larger harmony. India is a vast country, with a number of highly developed languages and considerably integrated cultures. In the refinement of these various cultures and their harmonisation in a national synthesis, lies at once the problem and the solution of Indian nationality. The many tributaries must all flow into the main stream ; but they must first fully realise their own identity. Also, the nationalism that is thus deep-rooted will not be either narrow or aggressive ; for then our education will be so planned as to make our young democracy alive to the larger and more remote, as to the nearer and more local, loyalties.

## A NATIONAL UNIVERSITY

49. In short, the new University will aim at imparting the fullest and broadest possible education, so as to equip its scholars to share to the utmost in the life of the nation as a whole. The true Kannadiga that shall emerge from the portals of this University will, then, necessarily be also a true Indian, and a citizen of the world.

50. We have, therefore, while stressing, naturally enough, the need for the development of the Kannada language and literature and of the regional culture, and insisting on Kannada as the medium of instruction in the graduate courses, recommended that the national language should be the medium at the postgraduate stage. In doing this, we have presumed that all the Universities of India will do the same. Whatever the disabilities to which we were subjected during the dominance of English, it must be admitted that it gave the educated in India a common language and a common measure. The place once held by English must be taken by the national language.

## A KARNATAKA, RATHER THAN A KANNADA, UNIVERSITY

51. While emphasising the pre-eminence due to the Kannada language and literature in the new University, we have not forgotten the fact that Karnataka is also the home of large numbers of people whose mother-tongue is Marathi, Telugu and Urdu, and even Tamil and Malayalam. All these people must have ample opportunities to make an even greater contribution than they have already done, to the culture of Karnataka. Given an autonomous Karnataka Province as an established fact, the emphasis we should favour would be, not exclusively on the Kannada language, but on the development of all the languages prevalent in the Province and the neighbouring areas, so that from their free intermingling may emerge the rich harmony that Karnataka culture ought to be.

## A DEMOCRATIC UNIVERSITY

52. We have elsewhere outlined the ways by which we expect the Karnataka University, once it is established, to take upon itself the burden of an all-round education. We have there underlined the value and importance of physical, religious and moral education by the side of the intellectual; and we have laid particular stress upon its mission of social service. This mission is imposed by the historical circumstances in which our Country is placed today; but it also lies in the logical line of educational development. Our education must bring knowledge to the door of the common man in a form and manner that would most appeal to him. It must do what it can, within its chosen sphere of research and academic training, to analyse and resolve some of the problems that face the common man in his daily struggle with existence. One of the main reasons for our defective university education is, as the Report of the Central Advisory Board of Education has pointed out, its failure to correlate its activities to the practical needs of the community as a whole. The new University will take upon itself to remedy this defect, through extension lectures and other forms and methods of mass education, but also by giving prominence to such subjects of teaching and research as are calculated to bring the quickest relief to the wants of the people.

53. The new University will be, not only for the people, but of the people. We have accordingly given it the widest possible basis of popular suffrage. We felt it was essential that the voice of every cross-section of the community, from the princely donor to the poor tiller of the soil, should be heard, more or less directly,

in the counsels of the University and ensure its responsiveness to the needs and aspirations of the people. We have, in the same spirit, insisted upon the fullest possible autonomy for the University, to enable it to develop along the right lines, without being unduly influenced either by Government or by the caprices of shifting political parties.

### ACADEMIC STANDARDS

54. If, on the one hand, our Universities have failed to establish a right relation between their courses and the practical needs of the community as a whole, on the other, they have failed to set a sufficiently high standard in both teaching and examination. This has been due to many causes; but one outstanding cause is certainly the intrusion of power politics into the sacred precincts of education, with its dismal brood of nepotism and favouritism in the appointment of teachers and examiners. We have, therefore, recommended that the Constitution of the University itself should set up impartial boards of selection that shall command general confidence and be proof against all pressure. Also, in addition to the proper selection of its own teachers, the University must exercise a healthy control over the selection of the teaching staff in the affiliated colleges. The Delhi University, for instance, requires that all college lecturers be recognised by the University Statutory Selection Committee, and prescribes, as the minimum qualification, the possession of a First Class M.A. degree. With regard to the selection of examiners, we would commend the wholesome convention that not less than half of the examiners should be drawn from outside the University.

### STATUS OF THE TEACHER

55. The standards of a University depend, too, largely upon the status given to the teacher under it. We therefore suggest that teachers in colleges should have a right to be represented in the governing bodies of their institutions. Similarly, we are not in favour of a bar being placed in the way of University teachers working on the executive body of the University. The University and College teachers constitute, in fact, the most important element of a university. We lay special emphasis on this point, as we find that such a restriction has been imposed on University teachers in the Poona University Act. The question of status is linked up with the question of remuneration. As it is our conviction that efficiency in education depends to a large extent upon a contented and self-respecting staff, we have proposed for the University teachers pay-scales based upon the recommendations of the Central Advisory Board of Education and the Central Pay Commission. Being aware, at the same time, that private institutions cannot adopt the same pay-scales, we suggest that it is up to Government to come to their aid in giving to their teachers a remuneration that shall be in keeping with the status the teacher must enjoy for the sake of education itself.

### THE TEACHER'S RÔLE

56. While aiming at a democratic university in scope and function, we must bear in mind that a university is an educational body, where the academic element must play the preponderant rôle in guiding its deliberations, in shaping and executing its policy. The academic and non-academic elements overlap and are mutually related and dependent; and it would be violently artificial to separate them into water-tight compartments. We have accordingly maintained, in the constitution we are proposing, such a ratio between the academic and non-academic elements

as shall secure for the new University the specialised knowledge and interest that academicians must bring to the counsels of the highest educational body, while ensuring a substantial representation, in its own way and degree equally important, of non-academic interests.

### A RESIDENTIAL UNIVERSITY

57. We have elsewhere suggested the multiple ways in which a university helps the all-round development of its scholars, moulding them into perfect citizens. This is obviously not the work of mere intellectual training. It is the result of many factors, and particularly of the constant contact of one student with another and of the teacher with the student. Residence becomes accordingly an essential prerequisite of a university education. This principle is implicit in our old institutions of Gurukuls and Ashrams. We are therefore recommending that the new University should be fully residential, and that ample accommodation be also provided for its teachers. It is also necessary that this principle be impressed upon the affiliated colleges, which must provide the maximum possible residential accommodation for their students and academic staff.

### WHY NOT UNITARY

58. It would not be inconsistent with the functions and objectives above outlined that the Karnataka University should adopt a form and scope suggested by the realities of the situation as it stands. We are not starting from scratch, and have to take the existing conditions into full account. The Karnataka University, though intended in the first instance for Bombay Karnataka, has to serve an area which is wide enough as it is, and is expected to grow wider with the march of events in the country. Even in Bombay Karnataka, the colleges are scattered very widely, in Dharwar, Belgaum, Hubli, Bijapur, Bagalkot. There is soon going to be a college at Kumta, in North Canara. In the Karnataka areas lying outside Bombay Province, there is a thriving educational centre at Mangalore and a college at Bellary. Most of these institutions are the creation of selfless private enterprise and some of them enjoy the prestige of tradition. This dispersal of the institutions of higher learning, and the sometimes enormous distances separating them, with the far from perfect means of communication and the general economic conditions, would make a unitary university unthinkable. We are therefore reduced to building on the foundations that are already in existence.

59. It follows then, by the sheer weight of circumstances, that the Karnataka University must be, in the main, an affiliating university; but its relation to the affiliated colleges will have to be far more intimate than is usual with such universities. This new relation will mean greater control on the location of colleges yet to be, on the selection of teachers, on the provision of residential accommodation for students as well as, generally, closer vigilance in the interests of the highest standards of efficiency.

### ITS DISTINCTIVE RÔLE AND FUNCTION

60. It goes without saying that the Karnataka University cannot be content with the functions of affiliating and examining. It must contribute to the advancement of knowledge, as well as evoke and sustain an all-Karnataka consciousness. For this purpose, the University must be located in a place which enjoys the prestige of intellectual traditions and has earned a reputation for a markedly active cultural consciousness. It must function as a residential, post-graduate university,

specialising in research, in the advancement no less than the dissemination of higher knowledge, and the development of the regional culture. It should be so organised and run that scholars from all parts of Karnataka including the States are drawn to it as to a magnetic centre. While recognising the necessity of locating some research centres in places offering special facilities for research, we envisage a substantial concentration of postgraduate activity at the seat of the University itself. (*Vide* paragraphs 35 and 36).

#### A POST-GRADUATE UNIVERSITY

61. As it was desirable to concentrate the energies of the University on work of the highest type in the most essential subjects, we have provided for an initial concentration of such subjects as will impart to the new University a regional and national character, or such as are calculated to equip the Karnataka of tomorrow for the complete charting and development and exploitation of the resources and potentialities of his region. In this connection, it is well to bear in mind that a very important function of a university is the advancement of knowledge, and that, in consequence, the promotion of research should claim a very high priority from a university. This involves not only the institution of research degrees, but also the encouragement of research activity by the teachers of the University and of its affiliated colleges. The reputation of a university rests nowadays mainly upon the quality and volume of research work turned out by its teachers; and its contribution to knowledge is the measure of its success. This, in turn, implies a liberal institution of research fellowships and grants, travelling fellowships, publication grants, visiting professorships, etc., without which research must lack both the material means and the intellectual stimulus.

#### AESTHETIC EDUCATION

62. While making provision for the advancement of all branches of knowledge, the new University must also provide for the conservation, cultivation and development of the Fine Arts. Aesthetic enjoyment and the cultivation of a sense of beauty, as well as the practice of the arts, are essential to the all-sided development of the human personality which it is the aim of a university to induce. We regard it therefore as very important that, alongside of physical, ethical and intellectual training, the University should provide aesthetic instruction and culture. The Karnataka University will, therefore, establish a college of Fine Arts, where the highest instruction is given in music, both vocal and instrumental, dancing and painting, sculpture and architecture. A natural emphasis will be placed on the celebrated schools of Karnataka music and on the revival, among other glorious traditions, of the Karnataka styles in painting, sculpture and architecture.

#### FACULTIES PRESENT AND TO BE

63. The Karnataka University will, on its establishment, start with considerable resources. The main Arts and Sciences are, in the sum, provided for in the Karnatak College and K. E. Board's College, Dharwar; the Lingaraj College, Belgaum; the Basaveshwar College, Bagalkot; and the Vijay College, Bijapur. There is a Law College and a Teachers' Training College at Belgaum, a College of Agriculture at Dharwar and a Commerce College at Hubli. There is also the Kannada Research Institute at Dharwar. With the opening of the College of Engineering at Hubli in June of this year, about the only important Faculty the University will want is Medicine. It is earnestly hoped that the Government will supply this need with

the least possible delay. While encouraging such lines of study and research as are being pursued in the better equipped existing colleges, and exercising over them a stricter vigilance and control, the University itself will, from the very start, place in the front rank of its constructive programme the establishment of post-graduate departments or schools in languages, in the social sciences, in technology and such other branches of learning and research as may speed up the development of Karnataka in the industrial, as well as in the cultural, field.

#### LOOKING AHEAD

64. Looking beyond the educational pattern of Karnataka as it presents itself immediately to our eyes, we can conceive a time—not too far distant—when the Karnataka University will be able, not only to start a Faculty of Fine Arts, but to multiply the branches of technology, make provision for the study of Forestry and Veterinary Science, and institute diplomas in such technical and vocational training as will combine economy with the highest practical utility and provide opportunities for the emergence and cultivation of the greatest possible variety of talent.

#### AIMS AND FUNCTIONS OF THE UNIVERSITY IN OUTLINE

65. The University we have in view is to be, in short, not just one more university in the country. It must be, to begin with, a convincing answer to the aspirations, in the educational field, of the people of Karnataka. It must be a concrete embodiment of the latest educational ideas and experience, on the one hand, and, on the other, of the re-awakened national life newly launched on its democratic venture, and of the peculiar temper, character and traditions of this region. Thus will the new University endeavour to live up to the highest ideals of a university; and, while helping the people of Karnataka to develop along the lines of its own peculiar genius and destiny, make a valuable contribution to the national life and serve at the same time the great cause of humanity.



## CHAPTER VI

## MEDIUM OF INSTRUCTION

## THE PRESENT POSITION OF ENGLISH

66. There was, in the evidence before us, so much diversity of opinion regarding the medium of instruction at the University stage, that the question naturally claimed a good deal of attention from the Committee. There was practical unanimity, however, on the position of English in the future University education. While fully admitting the debt owed by our higher education to that language, it was widely felt that its use as a compulsory medium has cut us off from our national heritage, while imposing a severe strain on our energies by equating, as it often happened, absolute merit with proficiency in the English tongue. Mahatma Gandhi, with the insight of genius, summed up his doctrine on this point when, in his Address at the Silver Jubilee of the Benares University, he said :—

“ This business of crossing the hurdle of the English language before anybody could learn anything, was a game not worth the candle, and dissipated the energy of the nation's youth which could otherwise be more usefully employed.”

67. The use of the foreign medium, whatever its incidental advantages, tended to hamper not only the free development of the student's mind and personality, but also the growth of the regional language and literature. It is mostly due to this and other alien influences that the Kannada language, for instance, which had once put forth a rich and varied literature, remained till very recent days stagnant and failed to keep pace with the march of time.

## THE REGIONAL LANGUAGE, ITS PROS AND CONS

68. It is with a view to relieving the University student of this wasteful psychological strain and giving a long-deferred impetus to the Kannada language and literature, that we recommend that the regional language should, in the shortest period possible, be the medium of instruction throughout the graduate courses. In doing so, we are fully alive to the numerous difficulties that will have to be faced. We are aware of the immediate inadequacy of the Kannada literature for the needs of higher education, particularly in scientific and technical subjects. But we remember at the same time that this inadequacy is itself for the most part the result of the inferior status held by the regional language so far in higher education and, reactively, in the lower. This is a vicious circle, and the sooner we make a vigorous effort to break it, the better for the future of our education.\*

69. By far the most vigorous efforts will be needed in the case of scientific and technical literature. Here, books grow easily out of date, and the number of experts combining the requisite standard of scholarship with the necessary command over the Kannada language may for a long time be very small. Even when a book is written, there will be difficulties in the way of publishing it for a very limited market, unless the University itself comes to the rescue with publication grants where it cannot undertake the publication itself.

\*It would be interesting to note the progress made by the sister University of Mysore in this respect. The Mysore University Senate, at its Session of 22nd and 23rd January 1948, has passed the following resolution :—

“ That Kannada be adopted as medium of instruction in the Arts and Science colleges under the University and this medium shall come into effect from the academic year 1949-50, in the Junior Intermediate classes.”

70. For technical terms, it is not only very desirable but absolutely necessary to have uniformity throughout India. Kannada has been profoundly influenced by Sanskrit, and the use of technical words borrowed or composed from that language will be perfectly natural. Indeed, experiments are already being made in this direction. The International Academy of Indian Culture, under the guidance of Dr. Raghuvir, M.A., Ph.D., D. Phil., has already produced two volumes on the technical terminology of modern Chemistry. Some witnesses were of the opinion that we could continue the use of English technical terms although the medium itself might be Kannada. It would certainly be essential, for a long time to come, to continue the use of English equivalents along with Kannada technical terms, in order to facilitate international correspondence as also the use of English scientific literature.

71. A less weighty consideration is the capacity of the teacher to impart instruction in the regional language. This difficulty is obviously of a temporary and transient nature. It is our considered opinion that, once the University announces its intention to impart its instruction in the regional language from a certain date, teachers will be found to do it. There will be hardships, but only such as are incidental to periods of transition when history is being made anew.

### FUTURE POSITION OF ENGLISH

72. What, then, will be the position of the national language, of English, of classical languages like Sanskrit and Persian? English has, for historical reasons, become so current in our country, though affecting a very minute section of it; it has so wound itself into the consciousness of most of our intelligentsia and been the instrument of our political education and struggle, that it would be sad to lose it altogether. Besides, it remains, like none other, a language of such international importance that no one could call his education complete without it. But all that the average Indian student will be required to have, is ability to read and understand simple English. Provision will accordingly have to be made in the High School and College, to enable every student to have a certain minimum measure of proficiency in that language.

### THE NATIONAL LANGUAGE

73. The position that the national language is to hold in the scheme of the Karnataka University will naturally be very different. The national life presses more, and more closely, upon a much larger number of people than the international; and it is therefore essential, not only that a much larger proportion of the people should know it, but that they should know it better. A good number of very intelligent witnesses insisted that all higher education (or at least the Honours and Postgraduate courses) should be given through the medium of the national language. The considerations that inspired this view are undoubtedly weighty. If all the Universities in India use the national language as the medium of instruction and examination in the higher classes, there is a greater chance of the production of suitable text-books and treatises in that language, a better possibility of interchange of teachers between one region and another, and a wider area of employment for graduates of regional universities. Here, again, we must await the decision of the Central Government, since these multiple advantages are contingent on the adoption of a uniform policy by all the Universities of India.

### OUR RECOMMENDATIONS

74. We therefore recommend that Kannada should be a compulsory subject throughout school and college, while the national language, English and the classical

language are introduced at convenient stages so that, besides giving every Karnataka student a regional and cultural background, education might fit him, in the varying measure which his place in society may prescribe, to play his part worthily in national and international life.

75. Accordingly, in the undergraduate and graduate courses, the medium of instruction for such subjects as History, Philosophy and Indian languages, should be Kannada with suitable allowance for the transition period, which the Committee hopes will not exceed five years; whereas, for other subjects, the medium of instruction should be English until such time—which the Committee hopes will not exceed ten years—as Kannada is sufficiently developed. For all postgraduate courses, however, except in Indian languages, the medium of instruction should be the national language as soon as it is sufficiently developed to replace English.

#### OBJECTIONS ANSWERED

76. It has been pointed out by many witnesses that the study of so many languages will impose a great strain on the student; and there are ominous suggestions for securing relief at the expense of the classical language. As against this, it may be said that at least one of them, Sanskrit, the classical language of the vast majority of the students, is not only deeply and inseparably embedded in the thought, beliefs and social and moral tradition of the people, but has also greatly enriched the regional language. And when it is remembered that the change of medium from English to the regional language will mean a considerable economy of energy to the student, the objection immediately loses a good deal of its force.

#### LINGUISTIC MINORITIES

77. In advocating the use of the regional language as medium of instruction and examination, the question naturally arises with regard to the medium to be adopted for those residents of the Karnataka whose mother-tongue is Marathi, Urdu or Telugu. The simple answer to this question is that no university can provide instruction to every student in his own language. If, however, there should be a sufficiently large number of such students, and a separate college with a medium other than Kannada should be started, the Karnataka University should provide for their examination through that medium rather than allow the college to be affiliated to any other university. Also, ample provision should be made at the University for the study of those languages.

#### GENERAL OBSERVATIONS

78. In making these recommendations, we have full faith that the Karnataka University itself will review the situation from time to time, take the right decisions as occasion demands and, in fine, do everything in its power to speed up the attainment of our goal without lowering the standard of education. But this whole question has to be taken up on a national basis; and we are glad to learn that a Board to examine the question of the medium of instruction and examination at the University stage, has now been appointed by the Government of India.

## CHAPTER VII

## CONSTITUTION OF THE UNIVERSITY

## A.—Underlying Principles

79. In making our proposals regarding the Constitution of the Karnataka University, we have been guided by the salient features of the Acts of Incorporation of the existing universities of India, including the youngest of them, the Poona University. In doing so, we have introduced only such changes as experience of the working of some of these universities has shown to be needful in the best interests of education, while adding, or stressing, such features as seemed to suit the particular character of the region as well as the type of University we have in view.

## RELATION OF THE UNIVERSITY WITH GOVERNMENT

80. In suggesting the relations which ought to subsist between the University and Government, we have kept in mind the sovereign rights, executive and legislative, of Government on the one hand, and, on the other, the need to maintain the academic independence and administrative autonomy of the University. We have, accordingly, recognised the right of the Provincial Government to exercise general supervision over the University. This, we felt, Government could do in two ways: first, by keeping in touch with University affairs through such of their officers as may be *ex-officio* members of its various bodies; and, secondly, by the use of the special powers vested in them for investigating into the affairs of the University and taking appropriate action whenever exceptional circumstances calling for the use of such powers arise. In our scheme, the Governor of the Province will be the Chancellor, and will have the right of nominating ten members to the Senate. The Minister for Education, the Director of Public Instruction and other high officers have a place in the Senate by virtue of their office, while the Director of Public Instruction is, in addition, a member of the Syndicate.

81. Subject to these general powers of Government, we desire that the largest possible measure of academic and administrative independence should be given to the University for a free and unconstrained exercise of its highly specialised functions.

## POWER OF AFFILIATION

82. One measure of the autonomy of a University would be the power it enjoys in the matter of granting or withholding affiliation. We have accordingly proposed a departure from the provisions of the Bombay University Act as well as of the more recent Poona University Act. The procedure in the Bombay University is for the Syndicate and the Academic Council to express their opinion on an application for affiliation after considering a report from a Local Inquiry Committee appointed by the Syndicate. The Senate then considers the matter in the light of the opinions of these two bodies and records its recommendation, the final power resting with Government. In the Poona University Act, the consideration by the Senate (or Court, as it is called there) is eliminated, and the papers go directly to Government from the Syndicate after recording the opinion of the latter and of the Academic Council. The Madras and Rajputana Universities

Acts vest the right of affiliation in the Syndicate ; and it is only the Universities of Andhra and Utkal that vest it in the Senate. We have followed these more progressive Universities in recommending that the power of granting affiliation to colleges should vest in the Senate on the recommendation of the Syndicate, and that the decision of the Senate should be final. The Director of Public Instruction, in giving evidence before us, pointed out that cases of interference by Government are extremely rare. We have, nevertheless, made it a matter of principle, and one affecting the autonomous character of a University, that to grant or withhold affiliation should be the function of the University itself and ought not to be delegated to any outside authority.

83. We are in this respect fortified by the opinion of the Bombay University Reform Committee of 1924-25, presided over by the late Sir Chimanlal Setalvad, Vice-Chancellor of that University for as many as twelve years. That Committee, after remarking that the University Act 1904, passed by the Central Legislature at the instance of the then Viceroy of India, Lord Curzon, made affiliation the act of Government, 'the power of the Senate and the Syndicate in that behalf being made only recommendatory', recommended that 'the previous position be restored' and that the 'power of affiliation should be left finally with the Senate.' It is difficult to see why the Poona University Act takes away from the Senate even the power of recommendation it always enjoyed under the most reactionary legislation. We feel, on the other hand, that this power of affiliation is the acid test of the autonomy of a university, and must vest ultimately in the University itself.

#### NOMENCLATURE

84. After considering the various terms in use in the different Universities in India and abroad, we have come to the conclusion that the terms in use in the Bombay University for instance, such as Senate, Syndicate and Academic Council, should be retained for the Karnataka University as being at once familiar, dignified and distinctive. We, however, suggest that equivalents for these names in our own language may be adopted in course of time.

#### OFFICERS OF THE UNIVERSITY

85. (i) *The Chancellor* : The Governor of the Province for the time being should, in our opinion, be *ex-officio* Chancellor of the Karnataka University. The Poona University Act makes the post elective after a certain number of years if the Court so decides by a two-thirds vote. The arrangement proposed by us seems to us, all things considered, the most suitable.

(ii) *The Vice-Chancellor* : We are definitely in favour of the Vice-Chancellor of the proposed University being a full-time salaried officer, to be appointed by the Senate from a panel of three persons recommended by the Syndicate, subject to the sanction of the Chancellor. Since this office carries heavy administrative and executive duties, we are anxious that extremely competent persons be called upon to occupy it. We have suggested his selection from a panel to enable the Senate, the ultimate authority in the University, to have at its head a person who is both competent and enjoys its full confidence. We would, however, recommend that the post of Vice-Chancellor for the first term should be honorary, and that the Government may be free to make the best possible choice.

The other officers of the University will have the same status and be subject to the same conditions as in existing universities, and therefore call for no special observations.

## MAIN AUTHORITIES OF THE UNIVERSITY

86. The Senate, the Syndicate and the Academic Council are the main University Bodies, with specific functions allotted to them by the Sadler Commission as under :—

(a) *The Senate* : is the paramount body, representative of the community, whose assent is required for fundamental legislative proposals, and exercising general supervision and ultimate control over the finances and management of the university.

(b) *The Syndicate* : is the executive body, entrusted with financial and administrative duties and some legislative powers, but not connected with purely academic business.

(c) *The Academic Council* : is a body of scholars, mainly University and College teachers, whose function is to give final and authoritative direction to University teaching.

Under our scheme, the Senate will be the main legislative authority and possess general powers of supervision and control, but will not interfere in the day-to-day administration. It will lay down the general policy on all important questions but will not concern itself with minute details. The Academic Council will prescribe the courses of studies, advise the Syndicate generally on all academic matters and propose the institution of new faculties or departments of teaching or research. It will be administratively dependent on the Syndicate and will thereby be discouraged, as the Setalvad Committee has pointedly remarked, from pursuing 'impractical schemes'. The Syndicate will be a purely executive body, with representatives from the Senate and the Academic Council.

### COMPOSITION OF THE SENATE

87. (a) *Proportion of academic and non-academic elements.*—A point that exercised the Committee to a considerable extent was the proportion that should subsist between the academic and non-academic elements in the composition of the Senate. Indeed, no question provoked more conflicting and more extreme views. One witness desired that the Senate should consist solely of academicians. Another witness, of great repute, flew to the other extreme : 'For Heaven's sake', he exclaimed, 'don't allow teachers to interfere with the University!' The Committee feels that the public should have, through various constituencies, a fair representation on the highest authority of the University. It is most essential that the University keep in touch with public opinion at various levels, and though this contact can be maintained through the Press, it would be most effectively felt through the spokesmen of public opinion in the Senate. At the same time, we must concede that, on the main body of a University, persons whose main business is education should have an effective voice. In fixing the ratio of academicians to non-academicians at 60 : 40, we have followed the guidance of non-academicians themselves as well as academicians ; and we have struck what seems to us a reasonable mean between extreme and irreconcilable views.

(b) *Functional Representation.*—It is after considerable deliberation that we have decided to recommend a functional, instead of a territorial, basis for the constituency of Registered Graduates. This constituency, as composed in most of the existing Universities, was, we thought, too broad to make representation anything but fortuitous. By lumping together graduates of all descriptions into one group, it made no allowance for the assured representation of some of the cross-sections

f the intelligentsia whose action is most effective on public life, e.g., lawyers, doctors and engineers. This we have thought to avoid by the method here proposed.

(c) *Representation to Associations.*—We have also recommended separate representation for associations of literary men, journalists, manufacturers and industrialists, labour, farmers, etc. The representation of co-operative banks and societies is expected to bring new and varied interests, rural as well as urban, into the University. We have also provided for adequate representation from the Provincial Legislatures.

(d) *Representation to Headmasters and High School Teachers.*—A number of High school teachers and even a few Headmasters, besides representatives of prominent educational societies, have declared in favour of separate representation to teachers. We have therefore created a new constituency of High School teachers, and split it so as to allow separate representation to Headmasters and teachers of High schools.

(e) *Representation to School Boards.*—We have deviated from both the Bombay and the Poona University Act in giving representation to School Boards of the Municipalities and of the District Local Boards. We felt that, through their representation on the University Senate, statutory educational bodies under the Bombay Primary Education Act would be able to make their voice heard in the counsels of the highest educational body and help towards a better correlation of studies.

#### SPECIAL UNIVERSITY COMMITTEES

88. We have also recommended the appointment of committees for the selection of University teachers and examiners, as well as advisory committees for helping the authorities of the University in legal and financial matters. The existence and operation of such committees, we thought, would be of great value to the main bodies of the University, by giving them the benefit of their specialised knowledge and impartial opinion.

#### SOME DEBATABLE FEATURES OF THE POONA UNIVERSITY ACT

89. The Poona University Act contains, in our opinion, certain clauses of a controversial, if not objectionable, nature, which are not based on the recommendations of the Maharashtra University Committee's Report. As we are anxious that these should not find a place in the Act of Incorporation of the proposed Karnataka University, we deem it necessary to discuss the most important of them.

(i) In Section 5, sub-clause (1) the consent of the Provincial Government is deemed sufficient for an educational institution within the jurisdictional area of the Poona University to seek affiliation or recognition from another University. We are opposed on principle to such extra-territorial affiliation or recognition. But, assuming the necessity or advisability of such option, we think that, so long as Karnataka has no separate administration of its own, the consent of the regional University shall be indispensable before an educational institution within the region can seek affiliation or recognition from another university.

(ii) In section 29, sub-clause (6), the Statutes passed by the Court (or Senate) are indirectly subject to the sanction of the Provincial Government. Since the purpose of the Statutes is both specific and limited, we feel that the sanction of the Chancellor should be sufficient. On the other hand, we agree that the Provincial Government should have the authority, as in section 7 of the same Act, to take the necessary steps in case of abuse of powers by the Senate.

(iii) The provisions vesting the power of affiliation in Government [sections 33(3) and 37(6)] should not be adopted for the Constitution of the Karnataka University (*vide* our discussion of this point in paragraph 82).

(iv) The provisions of section 19(2) bar a University teacher from seeking election as a member to the Executive Council (or Syndicate). This view is not acceptable to the Committee, and it would emphatically lay down, for reasons stated in paragraph 57, that no such step should be contemplated in the case of the Karnataka University.

90. We now proceed to give in detail the Constitution we propose for the Karnataka University.

## B—Constitution.

I. *Powers of the University.*—In addition to the usual powers of a University, viz. :—

- (i) to provide for instruction, teaching and training in such branches of learning and courses of study as it may think fit and to make provision for research and dissemination of knowledge ;
- (ii) to establish, maintain and manage departments and institutes of research or specialised studies ;
- (iii) to institute professorships, readerships, lecturerships and any other posts of teachers required by the University ;
- (iv) to appoint or recognise persons as professors, readers or lecturers or otherwise as teachers of the University ;
- (v) to lay down the courses of instruction for the various examinations ;
- (vi) to guide the teaching in colleges ;
- (vii) to hold examinations and confer degrees, titles, diplomas and other academic distinctions on persons whom the University deems fit and proper in accordance with the Statutes framed in this behalf ;
- (viii) to confer honorary degrees, titles or other academic distinctions in the manner laid down by the Statutes ;
- (ix) to grant such diplomas to, and to provide such lectures, instruction and training for, persons who are not enrolled students of the University, as the University may determine by the Statutes, Ordinances and Regulations ;
- (x) to admit educational institutions to the privileges of the University and to withdraw such privileges ;
- (xi) to inspect colleges and recognised institutions and to take measures to ensure that proper standards of instruction, teaching or training are maintained in them ;
- (xii) to hold and manage endowments and to institute and award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;
- (xiii) to make special provision for the spread of university education among classes and communities which are educationally backward ;



(xiv) to make special provision for disseminating knowledge and promoting the arts and culture in rural areas ;

(xv) to fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(xvi) to establish, maintain and manage hostels ;

(xvii) to recognise hostels not maintained by the University, to inspect such hostels and to withdraw recognition therefrom ;

(xviii) to co-ordinate, supervise and control the conduct of postgraduate research work and teaching in the affiliated colleges and in centres other than the University ;

(xix) to supervise and control the residence, conduct and discipline of the students of the University and to make arrangements for promoting their health and general welfare ;

(xx) to co-operate with other Universities and authorities in such manner and for such purposes as the University may determine ;

The Karnataka University shall, in particular,—

1. organise or reorganise institutions of higher learning and culture, and co-ordinate their activities ;

2. promote the development of Kannada and its use as medium of instruction and examination ;

3. foster the use of Hindi as the national language ;

4. make suitable provision for the teaching of English for purposes of international contact ;

5. institute and manage—

(a) a Publication Department,

(b) University Extension Boards,

(c) an Information Bureau,

(d) an Employment Bureau ;

6. make grants from the funds of the University—

(a) for assistance to extra-mural teaching and other recognised activities ;

(b) for Physical and Military Education.

## II. *Officers of the University—*

1. The Chancellor.

2. The Vice-Chancellor.

3. The Deans of Faculties : The Dean of the Faculty shall be elected by the Faculty and shall hold office for such term as may be prescribed by the Statutes.

4. *The Registrar.*—He shall be a whole-time salaried officer and shall act as Secretary of the Senate, the Syndicate and the Academic Council. He shall be appointed by the Syndicate in accordance with the Statutes framed in this behalf. He shall exercise such powers and perform such duties as may be conferred or imposed upon him by the Statutes and Ordinances.

(ii) In section 29, sub-clause (6), the Statutes passed by the Court (or Senate) are indirectly subject to the sanction of the Provincial Government. Since the purpose of the Statutes is both specific and limited, we feel that the sanction of the Chancellor should be sufficient. On the other hand, we agree that the Provincial Government should have the authority, as in section 7 of the same Act, to take the necessary steps in case of abuse of powers by the Senate.

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- (vii) to hold examinations and confer degrees, titles, diplomas and other academic distinctions on persons whom the University deems fit and proper in accordance with the Statutes framed in this behalf ;
- (viii) to confer honorary degrees, titles or other academic distinctions in the manner laid down by the Statutes ;
- (ix) to grant such diplomas to, and to provide such lectures, instruction and training for, persons who are not enrolled students of the University, as the University may determine by the Statutes, Ordinances and Regulations ;
- (x) to admit educational institutions to the privileges of the University and to withdraw such privileges ;
- (xi) to inspect colleges and recognised institutions and to take measures to ensure that proper standards of instruction, teaching or training are maintained in them ;
- (xii) to hold and manage endowments and to institute and award fellowships, travelling fellowships, scholarships, studentships, exhibitions, medals and prizes ;
- (xiii) to make special provision for the spread of university education among classes and communities which are educationally backward ;

(xiv) to make special provision for disseminating knowledge and promoting the arts and culture in rural areas ;

(xv) to fix, demand and receive such fees and other charges as may be prescribed by the Ordinances ;

(xvi) to establish, maintain and manage hostels ;

(xvii) to recognise hostels not maintained by the University, to inspect such hostels and to withdraw recognition therefrom ;

(xviii) to co-ordinate, supervise and control the conduct of postgraduate research work and teaching in the affiliated colleges and in centres other than the University ;

(xix) to supervise and control the residence, conduct and discipline of the students of the University and to make arrangements for promoting their health and general welfare ;

(xx) to co-operate with other Universities and authorities in such manner and for such purposes as the University may determine ;

the Karnataka University shall, in particular,—

1. organise or reorganise institutions of higher learning and culture, and co-ordinate their activities ;

2. promote the development of Kannada and its use as medium of instruction and examination ;

3. foster the use of Hindi as the national language ;

4. make suitable provision for the teaching of English for purposes of international contact ;

5. institute and manage—

(a) a Publication Department,

(b) University Extension Boards,

(c) an Information Bureau,

(d) an Employment Bureau ;

6. make grants from the funds of the University—

(a) for assistance to extra-mural teaching and other recognised activities ;

(b) for Physical and Military Education.

## II. *Officers of the University—*

1. The Chancellor.

2. The Vice-Chancellor.

3. The Deans of Faculties : The Dean of the Faculty shall be elected by the Faculty and shall hold office for such term as may be prescribed by the Statutes.

4. *The Registrar.*—He shall be a whole-time salaried officer and shall act as Secretary of the Senate, the Syndicate and the Academic Council. He shall be appointed by the Syndicate in accordance with the Statutes framed in this behalf. He shall exercise such powers and perform such duties as may be conferred or imposed upon him by the Statutes and Ordinances.

5. **The University Librarian.**6. **Such other Officers as may be declared by the Statutes.**

1. *The Chancellor.*—The Governor of the Province for the time being shall be ex-officio Chancellor. He shall be the Head of the University and President of the Senate and shall, when present, preside over the Convocations and meetings of the Senate. He shall be vested with the following powers:—

- (i) To sanction the appointment of the Vice-Chancellor by the Senate from a panel of three persons recommended by the Syndicate;
- (ii) to inspect, or cause an inspection of, the University;
- (iii) to nominate members to the Senate on the advice of the Vice-Chancellor;
- (iv) to give sanction to the Statutes passed by the Senate;
- (v) such other powers as may be conferred by the Act and Statutes.

2. *The Vice-Chancellor.*—The Vice-Chancellor shall be appointed by the Senate from a panel of three persons recommended by the Syndicate, subject to the sanction of the Chancellor, for a period of five years. However, the first Vice-Chancellor shall be an honorary officer, appointed by the Provincial Government, when necessary, for a period not exceeding five years and on such terms and conditions as the Provincial Government may think fit. He shall, except for this period, be a full-time salaried officer, the conditions of appointment being determined by the Statutes.

The Vice-Chancellor shall be the principal executive officer and shall preside at the meetings of the Senate and Convocations, in the absence of the Chancellor. He shall be Chairman of the Syndicate and of the Academic Council and shall be entitled to be present, with a right to speak, at any meeting of any other authority or body of the University, but shall not be entitled to vote thereat unless he is a member of that body or authority.

He shall have powers to convene the Senate, the Syndicate and the Academic Council. He shall, on the application of not less than 45 members of the Senate, suspend the operation of any Ordinance or Regulation until it has been considered by the Senate. He shall have emergency powers and exercise them whenever necessary and shall report the circumstances to the next meeting of the authority convened for confirmation of such action. He shall give effect to the decisions of the Syndicate regarding the appointment, dismissal and suspension of officers and teachers of the University. He shall have such other powers as may be conferred on him by the Act, Statutes, Ordinances and Regulations.

### III. *Authorities of the University.*—

The following shall be the authorities of the University:—

1. The Senate
2. The Syndicate
3. The Academic Council
4. The Faculties
5. The Boards of Studies
6. Such other Boards or Bodies as may be declared by the Statutes.

*The Senate, its Constitution, Powers and Duties.*

The Senate shall consist of the following members :—

A : *Ex-Officio*—

- (i) The Chancellor ;
- (ii) The Vice-Chancellor ;
- (iii) Ex-Vice Chancellors of the University provided they usually reside in the Province ;
- (iv) The Vice-Chancellors of the Mysore, Bombay and Madras Universities ;
- (v) The Minister of Education ;
- (vi) The Chief Justice ;
- (vii) The Director of Public Instruction ;
- (viii) The Surgeon General ;
- (ix) The Heads of the Departments of Agriculture, Industries, Engineering and Forestry ;
- (x) Deans of Faculties ;
- (xi) Heads of University Departments ;
- (xii) Principals of affiliated Colleges.

B : *Elected as prescribed below* :—

- (i) Representatives of School Boards :—
  - (a) One for each District School Board,
  - (b) One for the Municipal Borough School Board or Boards in each District ;
- (ii) By an electorate of University and College teachers from among themselves, excluding Principals of Colleges, Heads of University Departments and Deans of Faculties ... 10
- (iii) (a) By an electorate of Head Masters of High Schools entitled to send up students for the Matriculation Examination or a University Entrance Examination, from among themselves ... 4
  - (b) Teachers in recognised High Schools from among themselves 6
- (iv) By Registered Graduates divided on a functional basis as follows :—
  - (a) Lawyers, from among themselves ... 7
  - (b) Registered Medical Practitioners, from among themselves 5
  - (c) Engineers, from among themselves ... 1
  - (d) General—(Excluding all the other above-named categories in " B " for the purpose of voting or contesting seats) ... 5

*Note*—All graduates of the Universities of Mysore, Bombay and Madras, of the Tilak Mahavidyalaya, the Gujarat Vidyapith and the S. N. D. T. University, and of other Universities established by Statute in India, and residing, domiciled or holding property within the jurisdiction of the Karnataka University are eligible for registration provided they get themselves registered within four years of the establishment of the University and pay the prescribed fee.

C. *Representatives of Recognised Associations* :—

(i) Journalists' Associations	...	...	...	...	1
(ii) Literary and Authors' Associations	...	...	...	...	2
(iii) Chambers of Commerce	...	...	...	...	2
(iv) Industrialists' and Manufacturers' Associations	...	...	...	...	1
(v) Farmers' and Agriculturists' Associations	...	...	...	...	1
(vi) Labour Unions	...	...	...	...	1
(vii) Co-operative Banks	...	...	...	...	1
(viii) Co-operative Societies	...	...	...	...	1

D. *Representatives of the Legislatures* ... .. 5

E. *Nominated by the Chancellor on the advice of the Vice-Chancellor to represent*—

(a) Linguistic Minorities,					
(b) Backward Classes,					
(c) Distinguished Educationists,					
(d) Other Special Interests	...	...	...	...	10

F. *Donors* :—

- (i) Representation for 5 years for donations between Rs. 10,000 and Rs. 25,000.
- (ii) Representation for 10 years for donations above Rs. 25,000 and below Rs. 50,000.
- (iii) Representation for life for donations above Rs. 50,000 in case of individuals.
- (iv) Representation for 20 years for donations above Rs. 50,000 in case of corporate bodies.

*Term of Office etc.*—The term of office of the Senate shall be five years.

The meetings of the Senate shall be held at least once, and ordinarily twice, a year.

*Powers and Duties.*—The Senate shall be the supreme governing, deliberative and legislative body of the University and shall exercise the following powers and perform the following duties :—

- (i) appointing the Vice-Chancellor from a panel of three persons recommended by the Syndicate, subject to the sanction of the Chancellor ;
- (ii) making Statutes, amending and repealing them ;
- (iii) considering, cancelling or referring back, but not amending, Ordinances and Regulations ;
- (iv) considering and passing Resolutions on the Annual Report, Annual Accounts and Financial Estimates and on any matter of general policy relating to University education and administration ;
- (v) instituting and maintaining Postgraduate and Research Departments, Professorships and other teaching posts, Hostels, as well as founding Scholarships and Prizes ;
- (vi) granting and conferring Degrees ;
- (vii) electing such office-bearers and authorities as may be provided in the Act and Statutes ;

(viii) prescribing the qualifications of teachers in the affiliated colleges and other recognised institutions, as well as of Superintendents of Hostels ;

- (ix) considering and deciding appeals in cases provided for in the Statutes ;
- (x) granting of affiliation to colleges and institutions of higher learning and withdrawal thereof, after considering the recommendations of the Syndicate ;
- (xi) exercising such other powers and performing such other duties as may be prescribed by the Act and Statutes.

*The Syndicate, its Constitution, Powers and Duties.*

*Constitution.*—The Syndicate shall be the executive authority of the University and shall consist of the following :—

- (i) The Vice-Chancellor—Chairman ;
- (ii) The Director of Public Instruction of the Province ;
- (iii) Five representatives of the Academic Council ;
- (iv) Eight representatives of the Senate.

The term of office of the elected or nominated persons shall be 5 years.

*Powers and Duties :—*

(i) to direct the form, custody and use of the Common Seal of the University ;  
 (ii) to administer funds placed at the disposal of the University for specific purposes ;

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

(iv) to control, hold and administer the property and funds of the University, to make contracts on behalf of the University and otherwise represent the University in all legal affairs and proceedings ;

(v) to appoint University teachers and other servants (including the Registrar and the Librarian) of the University, to define the duties and conditions of their service, and to provide for the temporary filling up of vacancies ;

(vi) to accept, subject to the Statutes, the transfer of any moveable and immoveable property on behalf of the University ;

(vii) to recommend the affiliation of colleges and other institutions of higher learning, and withdrawal thereof ;

(viii) to arrange for, and direct, the inspection of affiliated colleges and other recognised institutions and issue directives for maintaining proper standards of efficiency ;

(ix) to supervise the University Departments and the University Library and to appoint a Library Committee ;

(x) to enter into, vary, carry out and cancel contracts in accordance with the report of the Finance and Legal Committees ;

(xi) to appoint examiners in consultation with an *ad hoc* Committee and to determine their remuneration in consultation with the Academic Council ;

(xii) to make, amend and cancel Ordinances ;

(xiii) to award Fellowships, Prizes, Scholarships, Studentships etc. in accordance with the Statutes ;

(xiv) to accept or surrender donations and endowments, subject to the sanction of the Senate ;

(xv) to exercise such other powers and perform such other duties as may be conferred or imposed by the Act or Statutes.

*Academic Council.*

*Constitution.*—The Academic Council shall consist of :—

- (i) The Vice-Chancellor ;
- (ii) Deans of Faculties ;
- (iii) Heads of University Departments ;
- (iv) Chairmen of Boards of Studies ;
- (v) Principals of all First-grade Colleges ;
- (vi) Four members elected from the Senate from among themselves, of whom two shall be Headmasters.

**Powers and Duties.**—The Academic Council shall be the Academic Body of the University and shall, subject to the provisions of this Act, the Statutes and Ordinances, have the control and general regulation of instruction, education and examining within the University; and in particular, it shall have—

- (a) the right to advise the Syndicate on all academic matters;
- (b) the power to make Regulations, in consultation with the Boards of Studies and subject to the approval of the Syndicate, regarding the courses of study.

**Faculties.**—*Constitution*: The Faculties shall consist of—

- (a) Members of the Academic Council assigned to the various Faculties by it,
- (b) Co-opted members.

The University shall include the Faculties of Arts, Science, Law, Commerce, Agriculture, Engineering, Teaching and Technology and such other Faculties as may be constituted by Statutes and such Departments of teaching as may be prescribed by the Ordinances.

The Syndicate shall frame Ordinances governing the conduct of the business of each Faculty in consultation with the Academic Council.

There shall be a Dean for each Faculty, who shall be elected by the members of the Faculty from among the Heads of University Departments, or, in their absence, from among themselves, and who shall hold office as Dean for such term as may be prescribed by the Statutes.

The Dean shall be responsible for the due observance of the Statutes, Ordinances and Regulations relating to his Faculty.

*Boards of Studies*—

1. There shall be a Board of Studies for every subject or group of subjects as may be prescribed by the Statutes.

2. Each Board shall consist of—

- (a) Members elected by the University and College teachers in their respective subjects;
- (b) Co-opted members.

The duties of the Board shall be to recommend text-books and courses of study in their respective subjects, and to advise on matters referred to by the Syndicate or the Academic Council or by the Faculty to which they belong.

A Board of Studies may bring to the notice of the Academic Council or the Syndicate important matters connected with the examinations in its special subject or subjects and may also address the Faculty concerned on any matter connected with the improvement of the courses in its special subject or subjects.

#### RESIDENCE, HEALTH AND DISCIPLINE BOARD ETC.

The University shall establish a Residence, Health and Discipline Board and a Board for Extra-Mural Studies as may be prescribed by the Statutes.

The constitution, powers and duties of all these Boards shall be prescribed by Ordinances.

#### OTHER BODIES

The Senate may, by Statutes, constitute, and define the functions of, such other Bodies as it may from time to time deem necessary for the purpose of carrying out the work of the University, and may abolish any of the Bodies so constituted.



### COMMITTEE FOR THE SELECTION OF UNIVERSITY TEACHERS.

There shall be a Committee of Selection constituted for the purpose of the appointment of whole time university teachers. It shall consist of—

- (i) The Vice-Chancellor—Chairman ;
- (ii) The Head of the University Department of teaching concerned ;
- (iii) One member of the Syndicate ;
- (iv) One member of the Academic Council ;
- (v) One member appointed by the Chancellor.

The Committee shall investigate the merits of the various candidates and report to the Syndicate the names, arranged in order of merit, of persons, if any, whom it considers to be suitable for the post. The Syndicate shall make the final selection out of the persons so recommended. When the Syndicate selects, for appointment as teacher, a candidate placed lower in order of merit, it shall record its reasons, and such appointments shall be subject to the sanction of the Chancellor.

### COMMITTEES FOR THE SELECTION OF EXAMINERS

There shall be a Committee for each Faculty to draw up lists for appointments to University examinations from among persons included in panels to be prepared by the Boards of Studies. The Committee shall be constituted every year and shall consist of—

- (i) The Vice-Chancellor ;
- (ii) The Dean of the Faculty concerned ;
- (iii) Two members appointed by the Academic Council ;
- (iv) One member appointed by the Syndicate.

All examiners shall be appointed by the Syndicate on the advice of the Selection Committees.

### LEGAL ADVISORY COMMITTEE

There shall be a Legal Advisory Committee to advise the Syndicate and other University authorities on all matters involving legal issues.

The constitution, powers and duties of the Committee shall be prescribed by Ordinances.

### FINANCIAL ADVISORY COMMITTEE

There shall be a Financial Advisory Committee to advise the Syndicate and other University authorities on all financial matters. It shall consist of—

- (i) The Vice-Chancellor ;
- (ii) The Secretary to Government, Finance Department ;
- (iii) The Director of Public Instruction ;
- (iv) Two members appointed by the Senate.

The powers and duties of the Committee shall be prescribed by Ordinances.

### INTERPRETATION OF ACT, STATUTES ETC.

If any question arises regarding the interpretation of any provision of the Act or of any Statute, Ordinance or Regulation, or as to whether any person has been duly elected or appointed as, or is entitled to be, a member of any authority or other body of the University, the matter may be referred to the Chancellor, and shall be so referred if twenty-five Fellows so require. The Chancellor shall, after taking such advice as he deems necessary, decide the question, and his decision shall be final.

## CHAPTER VIII

## FINANCE

91. Our recommendations regarding the finances of the proposed University refer mainly to its early stages, and are based upon the following considerations :—

(1) That the Karnataka part of the Bombay Province is not economically well developed ;

(2) That this economic backwardness is itself due to the dismemberment of the Kannada territory, with its consequent arrested regional growth and the general dominance of external factors ;

(3) That the whole of the accommodation and equipment required for the University has to be provided, since there is not, in this region, a large educational centre like Poona, where a number of full-fledged and long-established colleges could, by pooling their resources, constitute the nucleus of the new University.

## PUBLIC CONTRIBUTION

92. We are, therefore, of the opinion that Government will have to take upon itself the responsibility of meeting the greater share of the capital, and for some time of the recurring expenses. At the same time, we feel strongly that the public of Karnataka should make some contribution towards the establishment of the University ; but, for reasons detailed above, we are not certain that the large sums of money essential for the building up of the University could be raised from the public, at least in the near future. However, considering that the public of Karnataka are keen on having a University of their own, we think that every possible effort should be made to collect from the public a reasonable sum of money—which, we must add, is not likely to exceed Rs. 10,00,000—towards the capital expenditure of the University.

93. The position would be somewhat different in the case of the recurring expenditure, as we believe District Local Boards, Municipalities and other local institutions would be found willing to make suitable contributions towards the recurring expenditure, specially by way of scholarships, fellowships etc. The maximum amount that could be obtained from this source will not, in our opinion, exceed Rs. 10,000 a year.

## SOURCES OF INCOME

94. We also considered the possibility of raising some money towards the initial capital expenditure by special taxation. After long and careful deliberation, however, the Committee came to the conclusion that it would not be proper to make use of the instrument of taxation for this purpose.

95. A suggestion was made by some prominent persons working in the field of the co-operative movement, that appreciable sums of money are lying idle in certain Banks by way of reserve funds of liquidated Banks and Societies, and that this money could be justifiably utilised for a public cause like the proposed University.

96. Similarly, it has been suggested that the excess profits made by the Co-operative Banks and Societies from the distribution and sale of rationed articles, are accumulating towards the reserve funds of these Societies and Banks. It is well known that Co-operative Societies often make provision for charities and other meritorious public causes ; and, since these profits are both accidental and extraordinary, a fair proportion of them might be claimed for the proposed University. We

therefore recommend that the possibility and desirability of utilising these resources may be explored.

97. Also, the Government of India has appointed a University Grants Committee, whose object is to recommend grants to Universities according to their need. We propose that help from this source should also be sought towards the capital and recurring expenditure of the proposed University.

#### NON-RECURRING EXPENDITURE

98. Under the head of Capital Expenditure, the Committee is of opinion that a minimum of Rs. 40,00,000, spread over five years, would be required to set up the University on modest lines. Our estimate does not include the cost of site, as we have selected a plot mostly owned by Government and situated on the hill known as Chota Mahableshwar, very near Dharwar town, for the location of the University. However, in our estimate there is a margin of Rs. 80,000 which could be utilised for the acquisition of any adjoining land that may be required. We have also made adequate provision for the residence of students and staff in order to enable the University to start as a residential university. We give below an approximate estimate of the cost—buildings and equipment:—

	Rs.
(i) University Offices and Convocation Hall ...	4,50,000
(ii) Furniture ...	1,00,000
(iii) University Library buildings with fittings and furniture ...	6,00,000
(iv) Staff (Teaching) Quarters ...	3,00,000
(v) Staff (Administrative) Quarters ...	1,50,000
(vi) Quarters for the menial staff ...	50,000
(vii) Hostel accommodation for 200 students ...	4,00,000
(viii) University Library, books and periodicals ...	4,00,000
(ix) Department of Chemical Technology ...	11,00,000

	Rs.
Building ...	4,00,000
Equipment ...	5,00,000
Library ...	1,00,000
Furniture and fittings ...	1,00,000
Total ...	11,00,000
(x) Department of Arts and Social Sciences ...	3,70,000
Building ...	2,00,000
Library ...	1,00,000
Equipment (Apparatus and Museum) ...	50,000
Furniture ...	20,000
Total ...	3,70,000

Total ...	39,20,000
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**Budgets**  
**99.****Receipts.**

(i)	Matriculation Examination fees		..
(ii)	F. Y. Certificate fees	...	..
(iii)	First Graduation fees	...	..
(iv)	Second Graduation fees	...	..
(v)	Postgraduate Registration	...	..
(vi)	Eligibility certificates	...	..
(vii)	Supply of marks	...	..
(viii)	Other sources	...	..
(ix)	Tuition fees	...	..
(x)	Income from public endowments and grants		..
	Income from Hostel rent	...	..
	Income from House rent	...	..
(xi)	Government grant	...	..



## RECEIPT ITEMS

100. The estimate of the net income, after meeting all the examination charges, from the Matriculation Examination is expected to be about Rs. 32,000. This has been worked out on the probable number of students appearing for the Matriculation Examination as soon as the University comes into being and on the rates of fees charged by the Bombay University. Items Nos. (ii)-(iv) have been arrived at by assuming that the same percentage of students going up for higher studies, as in the Bombay University, would be maintained. As regards other examinations, it is estimated that the fees raised from the candidates would, on the whole, just suffice to make ends meet.

## EXPENDITURE

101. (i) We consider that the Vice-Chancellor of the University, except for the first appointment, should be a full-time salaried officer, as he will be the chief Executive Officer of the University on whom will devolve the entire responsibility of organising and developing the University and of co-ordinating and controlling its various activities. We therefore recommend that his salary should be Rs. 2,000 per month.

Provision for the pay of all the staff has been made in the light of the recommendations of the Central Pay Commission for the revision of pay-scales.

While making a provision of Rs. 60,000 for the Cost of Living Allowance and Dearness Allowance, it is presumed that Government will make an equal contribution towards this item of expenditure just as it is now making to the Bombay University.

(ii) *Staff Salaries.*—We have suggested the following scales of pay for the different teaching staff of the University:—

					Rs.
1. Professor	...	...	...	...	800—1,250
2. Reader	...	...	...	...	600—800
3. Lecturer	...	...	...	...	300—500
4. Demonstrator	...	...	...	...	150—250

It was agreed that sufficiently high salaries would be necessary to attract the best type of teachers. We have therefore proposed scales which obtain in all reputed universities of India and are in consonance with the recommendations of the Central Advisory Board of Education in India and the Central Pay Commission.

For similar reasons, we recommend that the Registrar's scale of pay should correspond to that of a University Professor and that of the Librarian to a University Reader's.

## STRENGTH OF THE ACADEMIC STAFF

102. In assessing the expenditure on the teaching staff, viz., Professors, Readers, Lecturers and Demonstrators, we have had in view only two broad Departments:—

- I. Chemical Technology—
  - (i) Oils, Fats and Soaps.
  - (ii) Textile Chemistry.

## II. Arts and Social Sciences—

- (i) Kannada.
- (ii) Sanskrit.
- (iii) History and Archæology.
- (iv) Politics and Public Administration.
- (v) Economics.
- (vi) Sociology.
- (vii) Mathematics and Statistics.
- (viii) Geography and Geology.

In this assessment, we have taken into account the existing staff of the Bombay University and have made provision on the same or a similar basis. We have also allowed for the possibility of taking advantage of the staff of the local and nearby colleges, on a part-time basis, for the purpose of the University Departments. It is estimated that the Post-graduate and Research Departments of the proposed University will have three Professorships, eight Readerships, eight Lecturerships, four Demonstratorships and sixteen Part-time Teachers' posts.

## CHAPTER IX

### GENERAL

103. It was thought necessary to devote a separate chapter to various topics vitally related to the functions of a University such as we have in view, which yet could not find a place in the other chapters. The views embodied here are based on the material gathered from the replies, both written and oral, to our comprehensive questionnaire, as well as on exhaustive discussions in the Committee itself. We hope they will be found of use when the University has come into being and begins to define its distinctive character and function.

### RESIDENCE

104. The Committee is of opinion that the University should concentrate on post-graduate teaching and research. Since the ideal condition of hundred per cent. residence in every institution of higher learning is not practicable, it is incumbent on a University, while doing everything to encourage its affiliated colleges to provide a high minimum of hostel accommodation, to make residence compulsory for its own post-graduate students. The advantages of such residence are obvious and need not be laboured. The development of a corporate spirit through the continuous pressure of corporate life lived at a high academic level, is not the least of them. It has been the fairest feature of educational systems both in the West and in ancient India ; and it is particularly necessary in a country divided against itself by the inveterate barriers of caste and creed. Compulsory residence will promote the spirit of give-and-take and mutual understanding so needed for breaking through these age-old incrustations, for the re-discovery of our common humanity ; and it will also help Kannadigas coming from different parts of their scattered land, to feel at one in a living sense of their regional culture.

### COLLABORATION WITH OTHER UNIVERSITIES

105. Although every university naturally aims at being self-sufficient, such self-sufficiency is not attainable and, in some cases, hardly desirable. There are advantages in interdependence as there are in corporate life ; and such interdependence, at this particular moment of our history, must make both for economy and for unity. There arises, therefore, the need for co-operation with other universities in the measure and degree dictated by the nature and location of those universities.

106. This co-operation would naturally be closest with the University of Mysore. It is only by relatively recent historical accidents that Mysore is a separate administrative unit ; while by community of language and by continuity of culture it has always remained part of Karnataka. Quite recently, the Mysore University Senate has decided to adopt Kannada as the medium of instruction. There seem to be several more or less obvious ways in which this collaboration could be attempted. There could be a common School Leaving or Intermediate Board. There could be a common Publication Department. The Faculties could be mutually complementary, where duplication would be not only unnecessary but wasteful. They could exchange teachers, as well as representatives on the University bodies.

107. This co-operation would be both possible and necessary, though on a more limited scale, with the neighbouring universities of Bombay, Poona and Andhra and, in a descending scale, with the other Universities of India. The scope and



functions of the Inter-University Board, we hope, will be widened so as to secure completer correlation of the higher studies in the Country as a whole. There lie great possibilities in this direction.

### RELIGIOUS AND MORAL INSTRUCTION

108. India is a land of religions. The credal pattern of our country shows an unparalleled diversity. Religion, as perhaps nowhere else, permeates every walk of our life and colours the entire texture of our individual and social consciousness.

109. The place of religion, rightly conceived, as a civilising agency and an organ of moral formation, is beyond dispute. But as long as adepts of one creed continue to regard the followers of another with suspicion and even bigoted antagonism, difficulties arise. In an institution catering for all denominations, there is thus likely to be a defeatistic abandonment of all religious instruction and a resort to a kind of sulky secularism. But we think that a *modus operandi* can be found. Each institution will either provide religious instruction for every religious group of students registered in it; or it will, because of difficulties inherent in such provision, preferably treat religious instruction as an extra-curricular activity on an optional and voluntary basis.

110. The practical difficulties on which one stumbles in the matter of religious instruction, all but disappear in the case of ethical or moral instruction. Here we feel we are on more comfortable ground. Students owing allegiance to various creeds or professing different faiths must agree on certain essential qualities of character and on certain fundamental motives of conduct. We therefore recommend that in lieu of, or in addition to, religious instruction, provision should be made for ethical instruction as a curricular subject in the syllabus of the proposed University.\*

### STANDARD OF TEACHERS

111. As a university is primarily an assemblage of great scholars and teachers, the first problem that must claim the attention of a new university is the procurement of good teachers. The good teacher has long been, in our country, the exception rather than the rule. Our unnatural system of education may have been, itself, partly to blame for this. Its failure to produce good teachers was of a piece with its failure to produce real scholars. On the other hand, the teacher's

\*It would not be out of place to quote in full the relevant section of the Draft Constitution of India, as its provisions almost coincide with the recommendations made by us :—

“ 22. (1) No religious instruction shall be provided by the State in any educational institution wholly maintained out of State funds :

Provided that nothing in this clause shall apply to an educational institution which is administered by the State but has been established under any endowment or trust which requires that religious instruction shall be imparted in such institution.

(2) No person attending any educational institution recognised by the State or receiving aid out of State funds shall be required to take part in any religious instruction that may be imparted in such institution or to attend any religious worship that may be conducted in such institution or in any premises attached thereto unless such person, or if such person is a minor, his guardian has given his consent thereto.

(3) Nothing in this article shall prevent any community or denomination from providing religious instruction for pupils of that community or denomination in an educational institution outside its working hours.”

profession offers, among us, few attractions to a brilliant and ambitious graduate and has consequently become, on the whole, the refuge of the second-rater, of the unenterprising, of the jetsam of more promising careers. Hence the progressive lowering of the minimum qualifications for the teacher, that has been imposed upon some of our existing universities. And, even where the highest academic qualifications have been present, the good teacher has but rarely emerged.

112. This is, indeed, a sad state of things. We believe that scrupulous care should be exercised in the selection and continuance of a teacher. In making the selection, undue weight is given as a rule to what are suggestively called "paper qualifications". Valuable as these certainly are, both as a record and a promise, they are often deceptive in the absence of other, even more valuable, qualities—an alert and experiencing mind, high idealism, the academic temper and habit, the gift and passion to communicate, an untiring spirit of service.

113. But it is not enough to select your man. He must be kept under observation, must be tested all round. The period of "probation" must be, and too often is not, a great deal more than an official formality. A facile tolerance, or an ill-conceived benevolence is, in these high matters, a grave disservice rendered to untold generations.

114. On the other hand, the teacher must be kept clear of what has been pithily called "the vicious and unsparing wheel" of Committees, Inspections, Examinations etc., and not less of the treadmill of excessive extra-curricular activities. On the more positive side, he must be provided with ample opportunities to travel, to attend conferences and engage in such other activities as would enlarge his mind, broaden his outlook, and keep him intensely and continuously interested in his subject and vocation.

#### EXAMINATION REFORM

115. From the experience of the examination system current in most of the Indian Universities, it is evident that a more or less radical reform is overdue. The specific defect of the present system is the undue emphasis it places on the memory. A certain amount of memorising is undoubtedly inevitable, and even essential, at certain stages of education. For some years, as Newman points out, the intellect is little more than an instrument for taking in facts, or a receptacle for storing them. But the knowledge one is expected to acquire at the University is more than a mere accumulation of facts received at secondhand or of outward impressions. It is not "a mere extrinsic or accidental advantage, which is ours to-day and another's tomorrow, which may be got up from a book, and easily forgotten again; it is an acquired illumination, it is a habit, a personal possession, and an inward endowment." That is why a University is more properly a place of education than of instruction. The stress here is on knowledge rather than on learning,—in other words, on the absorption of what the scholar learns, into his personality. Examinations ought therefore to aim at finding out not what a candidate does not know, but the actual and concrete advance he has registered in his intellectual and moral growth.

116. Since a root-and-branch reform of the present examination system does not seem, for some time at least, to be feasible, we suggest day-to-day inspection of the student's work, more frequent tests and a closer contact between teacher and taught, as a few of the ways of modifying the system.

117. The tutorial system is widely practised in the best universities of the West and was a creditable feature of our ancient educational system. The tutorial system is no doubt expensive. But we hold the view that, despite the expense, it should be a distinctive feature of the Karnataka University. The Cambridge practice of Supervision may be adopted if the expense is to be minimised. The practice consists in utilising the services of research students for supervision work, and is said to be beneficial to the research scholar himself as well as to the undergraduate he supervises, in as much as it helps him to maintain a wide interest in his subject at a time when excessive concentration on his special problem might have narrowed his vision and atrophied the rest of his personality.

118. With the reorganisation of our educational system from its foundations, and the provision of vocational and technical instruction below the University level, the number of seekers after pure knowledge will be considerably reduced or will be well worth the expense. The tutorial system will then, without being an intolerable burden, find its rightful place in our University education.

#### THE ENTRANCE EXAMINATION

119. While we believe that the evil of examinations should be minimised, we also feel that, where these are unavoidable, their standard should be raised far above the present. The final school examination, for example, should be such as would enable a student, on leaving school, either to play his due part worthily in the life of the community, or to pursue with ease and profit one of the courses of higher studies provided by the University. We are therefore of the opinion that the Entrance, or Matriculation, examination should be conducted by the University itself, which, by its very nature, ought to be the best judge of a student's eligibility for University studies.

#### LOP-SIDED EDUCATION

120. The new attitude to the subject of examinations implies, naturally, a criticism of the system of education now obtaining. This system has in more ways than one been disastrous in its effects upon our country. It has geared all our educational aspirations and opportunities round the conquest of a University degree. But if it has been falsely directed, it has been even more falsely conceived. Our education has been, for the most part, bookish, lacking in concreteness, unreal. Thanks to its western origin, thanks mainly to the dominance of the English language, its dynamic centre has been in England, in the West. It has made us exiles in our own country. We have been taught less of our own land, of our own region, than of Europe and America. Our graduates would be likely to know more of Shakespeare and Shelley—little enough as that might be—than of their own poets and men of letters, even less of Tukaram or Thyagaraj, though they lived and sang and died next door to us, in Maharashtra and Andhra. Our education must be more real, more regional, more national, without losing its catholic quality. It must open our eyes and ears to the manifold wonder of Nature around us; it must invite our attention to the peculiar character and needs and potentialities of our region; it must make every Indian feel a member of a single nation and a citizen of no mean city; it must make us realise, in our very hearts, that the bewildering diversity to be found in our country is the many-coloured glory of a single and indivisible pattern.

#### MEDICAL INSPECTION

121. Another way in which our education is lop-sided is in its neglect of the physical side. The ancient Greek as well as Indian systems agreed in the care they bestowed upon the body while developing to their fullest capabilities mind, heart and

soul. In a country ground down by poverty and naturally reckless of its health, it is essential that every student entering a University should be made to pass a medical test. The aim, let it be understood, is not to make physical disability a bar to entrance to a University, but rather to make every student, and through him every guardian, conscious of the importance of health and physical fitness and of the allied problems of nutrition and hygiene, both in themselves and as conditions of the highest intellectual and moral development.

122. For the same reasons it would be necessary to submit every student to a medical examination at least once a year, and every defect reported for action to his guardians and, in case of their inability, to the nearest free hospital.

### PHYSICAL EDUCATION

123. If medical examination is calculated to ensure the minimum physical fitness on the part of the student, the maximum can be achieved only by Physical Education. Our Universities have only recently realised the value of this side of education but given it, in most cases, only a perfunctory attention. It is our conviction that physical education ought to be part and parcel of all, including University, education. We must not have, any more, the spectacle of graduate weaklings and nervous wrecks, nor of promising University men and women perishing prematurely because their minds had "o'er-informed the tenement of clay" which sank under the strain that was put upon it.

124. But the value of physical education is not alone in that it develops the body. By tuning the physical organism, which houses and conditions the mind, it is an aid to intellectual sanity; while through team games and other exercises involving group action, it becomes a powerful instrument of moral and social education. Sufficient emphasis should, therefore, be laid on group activities, and pride of place given among them to our traditional games.

### MILITARY TRAINING

125. When we declare for Military training as a part of University studies, what we have in mind are those aspects of military training which have a bearing on the general education of a citizen, and not an encroachment on the regular training for the Army. There are aspects of military training which are auxiliary or complementary to physical education in its highest sense. Company drill, the hardships of camp life, not to mention the art of self-defence and allied accomplishments, are not the least of the benefits accruing from military training; and when such training is given in correlation with other studies and in the peaceful atmosphere of academic life, it falls into its proper place in the scheme of things.

### SOCIAL SERVICE

126. We also feel that all this varied training, calculated to turn the graduate into a perfect citizen, could not be regarded as complete unless the University trained him also to realise and fulfil the duties of citizenship. The theory and practice of social service must therefore form part and parcel of our University studies. To-day, the graduate is an exalted creature, both to himself and to the society around him. He is too often an uprooted, isolated being, out of touch and sympathy with his less fortunate brethren. Our future university education, as we envisage it, must stress less the difference, and more the identity of the educated man with society at large; and this can be done only by making the theory and practice of social service an integral part of University education.

Our country teems with problems that await a solution, with evils that cry aloud for a remedy. Our appalling illiteracy is but one of them. No mere official or paid agency will be able to wipe out the 85·9 per cent. of illiteracy that still remains to be liquidated. If our Universities will only make up their minds to harness the services of its alumni for the eradication of this shame, a two-fold purpose will have been gained. The masses of India will be able, in the shortest possible time, to share more effectually in the democracy that is in the making; and the student himself will go out with an education far more complete and feel, ever after, a sense of being but an organic cell in the living structure of his land and people. It should be possible, then, for a University of our times to prescribe that no degree should be given until a student has undergone a certain amount of training in social welfare and put in a certain term of social service.

127. Nor is this a new idea. The first conference of Education Ministers, held in Poona in 1946, accepted this principle; and it has been endorsed by the Hon'ble Minister for Education, Central Government, Maulana Abul Kalam Azad, in his Address to the Educational Conference held at Delhi on 15th January 1948. It is understood, also, that the Government of the United Provinces has already adopted some measures in this direction.\*

128. It is well known that, in Germany, University students spent some period of their college life in labour camps and engaged in such activities as harvesting road-making etc.; while in Russia, soldiers are required in peace time to spend a part of the year in helping peasants in their routine work. The underlying idea is that citizens should be habituated to render voluntary social service and to recognise that the community has a right to expect such service from every citizen, whatever his normal vocation or the degree to which he is educated.

#### EXTRA-MURAL ACTIVITIES

129. "The main thing," writes a distinguished educationist in his reply to our Questionnaire, "is that a University should start with the belief that its work is not confined to the class rooms but must flow over into, and irradiate, the life of the community, raising its cultural and social standards". Once this belief is present, it would not be difficult to impart to university education a bias and a fresh orientation. The Extra-Mural Department that may be created in consequence will, therefore, not only undertake and encourage the kind of adult literacy that we have mentioned above, but develop other activities and interests calculated to bring increasingly larger sections of the community within the radius of its beneficent influence. There will be a good deal of post-literacy work still to do. The substantial benefits of higher education may be brought down to the people by means of extension lectures or through the publication of cheap and popular booklets on the various aspects of learning and culture, by organising or sponsoring exhibitions of Art, Science etc. There is also a great deal in the field of Village Reconstruction that remains to be explored, to bring the villages a little nearer the ideals of the University, to bring the University a great deal nearer the life of the village.

\*The Government communique Education (A) Department, No. A-6021/XV-1208-46, dated July 10, 1947:

"It is notified for general information that the Governor has been pleased to decide that, with effect from January 2, 1949, no graduate (man), who has not obtained a diploma in social service awarded by Government, will ordinarily be eligible for recruitment to service under Government, or local bodies, or aided or recognised institutions or for admission to technical or training institutions recognised by Government, the educational qualification for recruitment or admission to which is a bachelor's degree or any other recognised by Government as equivalent thereto."

## CHAPTER X

## SUMMARY OF RECOMMENDATIONS

(N.B.—The figures in brackets indicate the Chapters and Paragraphs.)

The following is an abstract of the recommendations made by the Committee :—

1. *Name*.—That the proposed University be named the “Karnataka University”. (IV, 27).

2. *Location*.—That the University be located on the hill called “Chota Mahabaleshwar”, situated near Dharwar. However, if a suitable site between Dharwar and Hubli is available, that site would be very desirable. (IV, 28, 29).

3. *Jurisdiction*.—That, to begin with, the jurisdiction of the proposed University should be confined to the four districts of Belgaum, Dharwar, Bijapur and North Canara, the merged Kannada States and the Kannada areas in the other merged Deccan States as well as in the Kolhapur State; and that this jurisdiction should be assured by statutory declaration. (IV, 38).

That adequate provision be made in the Karnataka University Act to enable institutions in the Karnataka areas lying outside the administrative jurisdiction of Bombay Province, to affiliate themselves to the proposed University; that accordingly the Government of Madras be induced to amend the Madras University Act so as to allow colleges in the Bellary and South Canara districts to affiliate themselves to the Karnataka University; and that similar arrangements might be made for the recognition and inspection of schools in those areas; also, that the same Government be moved to recognise the degrees of the Karnataka University for the purposes of employment. (IV, 39).

That the question of the inclusion of the Kannada division of the Nizam's Dominions be negotiated by the Karnataka University itself with the Government of His Exalted Highness. (III, 25).

4. *Form, Functions, Scope*.—That the Karnataka University, being a regional University, must have a region exclusively assigned to it; also that no extra-territorial jurisdiction be permitted. (IV, 40-42).

That the Karnataka University be an affiliating and examining University, undertaking postgraduate teaching and research (V, 59); and that its postgraduate work should begin with teaching and research in languages, the social sciences, technology and such other branches of learning and research as may speed up the development of Karnataka in the industrial, as well as in the cultural, field. (V, 63).

That, while most of the postgraduate work should be concentrated at the University itself, certain Faculties shall be started or developed in places where special facilities are available for them. (IV, 32-36).

That a Medical College be started by Government at Hubli at the earliest possible date. (III, 19).

That provision should be made as early as possible for instruction in the Fine Arts. (V, 52).

That the University be fully adapted to the conditions of the time and be a regional, national, democratic university, particularly devoted to the ideals of social service. (V, 47-53; IX, 126-129).

That Residence at the University be made compulsory for postgraduate students, while it is encouraged, to the utmost practicable extent, in the affiliated colleges. (V, 57 ; IX, 104).

That the greatest possible measure of cooperation should be established with the neighbouring Universities, and specially with the Kannada University of Mysore. (III, 20 ; IX, 106 and 107).

That the University should develop the following features as an essential part of its function : Religious and Moral Instruction ; Physical and Military Training ; Medical Inspection of its students ; Social Service, including extra-mural activities. (IX, 108-110 ; 123-125 ; 121 ; 126-129).

5. *Medium of Instruction.*—That Kannada should be a compulsory subject throughout school and college, while the national language, English and the classical language be introduced at convenient stages (VI, 74) ; that, in the undergraduate and graduate courses, the medium of instruction for such subjects as History, Philosophy and Indian languages, should be Kannada with suitable allowance for the transition period, which the Committee hopes will not exceed five years ; whereas for other subjects, the medium of instruction should be English until such time—which the Committee hopes will not exceed ten years—as Kannada is sufficiently developed. For all postgraduate courses, however, except in Indian languages, the medium of instruction should be the national language as soon as it is sufficiently developed to replace English. (VI, 74 and 75).

That Sanskrit, being the cultural language of the large majority of the people of the region, should, with other classical languages, be assigned an important place in the curriculum of the new University. (VI, 76).

That certain safeguards should be provided for linguistic minorities in the region, e.g., that primary education should, wherever practicable, be given in the mother-tongue of the child ; that institutions started by a minority with its own mother-tongue as medium, should be affiliated to the Karnataka University ; and that ample facilities should be afforded for the fullest development of the minority languages. (IV, 43-46 ; V, 51 ; VI, 77).

6. *Constitution.*—That, subject to the general powers vested in Government, the largest possible measure of academic and administrative independence should be given to the University (VII, 80 and 81) ; and that the power of granting or withholding affiliation should be vested in the University and, among the University bodies, in the Senate. (VII, 82 and 83).

That the nomenclature now in use in the Bombay University, e.g., Senate, Syndicate, etc., should be retained. (VII, 84).

That the Governor of the Province for the time being be *ex-officio* Chancellor of the Karnataka University. (VII, 85(i)).

That the Vice-Chancellor be a full-time salaried officer, to be appointed by the Senate from a panel of three persons recommended by the Syndicate, subject to the sanction of the Chancellor ; and that his salary should be Rs. 2,000 p.m. and his term of office, five years ; but, that the post of Vice-Chancellor for the first term should be honorary and the appointment made by Government. (VII, 85 (ii)).

That the proportion of academic and non-academic elements in the Senate should be 60 : 40. (VII, 87 (a)).

That the Registered Graduates' Constituency should be broken up on a functional basis, in order to secure representation for all the cross-sections of the intelligentsia. (VII, 87 (b)).

That there should be separate representation for associations of literary men, journalists, manufacturers and industrialists, labour, farmers, etc., as also for cooperative banks and societies and the Provincial Legislatures. (VII, 87 (c)).

That High School teachers should have representation on the Senate separately from Headmasters. (VII, 87 (d)).

That similar representation should be given to School Boards of Municipalities and of District Local Boards, rather than to those bodies directly. (VII, 83 (e)).

That special committees for advising the University in legal and financial matters should be appointed by the University itself. (VII, 88 and 90).

That there should be committees for the selection of University teachers and examiners. (VII, 90).

That the University should, in addition to the usual powers, have the following powers assured to it by the Constitution :

(i) to organise or reorganise institutions of higher learning and culture, and to coordinate their activities ;

(ii) to promote the development of Kannada and its use as a medium of instruction and examination ;

(iii) to foster the use of Hindi as a national language ;

(iv) to make suitable provision for the teaching of English for purposes of international contact ;

(v) to institute and manage—

(a) a Publication Department,

(b) University Extension Boards,

(c) an Information Bureau,

(d) an Employment Bureau ;

(vi) to make grants from the funds of the University—

(a) for assistance to extra-mural teaching and other recognised activities,

(b) for Physical and Military Education. (VII, 90).

7. *Finance*.—That, owing to the economic backwardness of the Karnatak part of the Bombay Province, and the fact that the whole of the accommodation and equipment required for the University has to be provided, since there is not in this region a large educational centre like Poona, the Government will have to take upon itself the responsibility of meeting the greater share of the capital, and for some time of the recurring, expenses. (VIII, 91 and 92).

That under the head of Capital Expenditure, a sum of Rs. 40,00,000 spread over five years is needed to set up the University on modest lines ; and that a sum of about 30 lacs will have to be contributed by Government. (VIII, 98).

That, under the head of Recurring Expenditure, Government will have to contribute annually a sum of about 7 lacs. (VIII, 99).



That the moneys lying idle in certain banks by way of reserve funds of liquidated banks or societies, might be utilised for the University ; so also, the excess profits made by certain banks and societies from the distribution of rationed articles. (VIII, 95 and 96).

That the Government of India should be approached to make a substantial contribution towards the recurring and non-recurring expenditure of the proposed University through its University Grants Committee. (VIII, 97).

8. *General.*—That the new University should make every effort to raise the standard of teaching. (IX, 111).

That the examination system now prevailing should be reformed, and greater importance given to day-to-day inspection of the student's work, more frequent tests and closer contact between teacher and taught. (IX, 115-118).

That the University should hold the Entrance, or Matriculation, Examination since it is the University that, by its very nature, ought to be the best judge of a student's eligibility for University studies. (IX, 119).

	(Signed)	N. S. LOKUR (Chairman).
Members	{ ( " )	V. K. R. V. RAO,
	{ ( " )	R. A. JAHAGIRDAR,
	{ ( " )	A. A. KITTUR,
	{ ( " )	R. R. DIWAKAR,
	{ ( " )	S. S. BASAWANAL,
	{ ( " )	K. R. HALDIPURKAR,
	{ ( " )	G. S. PARAMASIVAYYA,
	{ ( " )	S. C. NANDIMATH,
	{ ( " )	B. N. DATAR,
	{ ( " )	H. R. MOHARAY,
	{ ( " )	Y. MAHABALESWARAPPA,
	{ ( " )	K. B. JINARAJA HEGDE,
	{ ( " )	N. SOMANNA,
	{ ( " )	V. K. GOKAK,
{ ( " )	ARMANDO MENEZES	

(Member-Secretary).

Dharwar, 20th May 1948.

## APPENDIX A.

## THE KARNATAK UNIVERSITY

No.

KARNATAK UNIVERSITY COMMITTEE,  
KARNATAK COLLEGE,

Dharwar,

1947.

From:

ARMANDO MENEZES, Esqr., M.A.,  
Secretary, Karnatak University Committee,  
Karnatak College, Dharwar.

To

Subject:—Establishment of a University for Karnatak.

DEAR SIR,

I have the honour to enclose herewith a Questionnaire issued by the Karnatak University Committee on the above-mentioned subject.

I have to request you to be good enough to help the Committee by communicating to me your views/the views of your Institution on all or any of the questions about which you have a first-hand knowledge or in which you are particularly interested.

The replies may, please, be sent before the 31st of July 1947.

I have the honour to be,

Sir,

Your Obedient Servant,

Secretary,

Karnatak University Committee, Dharwar.

## QUESTIONNAIRE

## PART I

## 1. Jurisdiction

1. The Bombay Government has accepted in general the principle of the establishment of Regional Universities in the Province. Pending the unification of the Kannada-speaking areas into one province, it is proposed to confine the jurisdiction of the proposed Karnatak University to the four districts of the Bombay Presidency, viz., Dharwar, Belgaum, Bijapur and North Kanara, together with the Kannada-speaking areas of the adjacent States.

(a) Do you think that the unification of the Karnatak should precede the establishment of the University?

(b) If not, do you think that the proposed Karnatak University should be so planned as to later include in its jurisdiction the other Kannada-speaking areas, e.g., South Kanara, Coorg, Bellary and parts of the Nizam's Dominions? Please suggest the relevant details of such a plan.

(c) What would be the relation of such a University with the already existing Mysore University?

That the moneys lying idle in certain banks by way of reserve funds of liquidated banks or societies, might be utilised for the University ; so also, the excess profits made by certain banks and societies from the distribution of rationed articles. (VIII, 95 and 96).

That the Government of India should be approached to make a substantial contribution towards the recurring and non-recurring expenditure of the proposed University through its University Grants Committee. (VIII, 97).

8. *General.*—That the new University should make every effort to raise the standard of teaching. (IX, 111).

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	{ ( " )	N. SOMANNA,
	{ ( " )	V. K. GOKAK,
{ ( " )	ARMANDO MENEZES	

(Member-Secretary).

Dharwar, 20th May 1948.

**APPENDIX A.**  
**THE KARNATAK UNIVERSITY**

No.

KARNATAK UNIVERSITY COMMITTEE,  
KARNATAK COLLEGE,

Dharwar,

1947.

From

ARMANDO MENEZES, Esqr., M.A.,  
Secretary, Karnatak University Committee,  
Karnatak College, Dharwar.

To

Subject:—Establishment of a University for Karnatak.

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The replies may, please, be sent before the 31st of July 1947.

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**QUESTIONNAIRE**

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(c) What would be the relation of such a University with the already existing Mysore University?

## 2. Name and Location

1. Where should the proposed University for the Karnatak be located? Please give reasons in support of your view.
2. Could you indicate a suitable site at the place suggested by you?
3. Is it possible to utilize any existing buildings there?

## 3. Type of University

In view of the location of the various existing Colleges (*vide* 4, Faculties), a Unitary type of University would seem to be out of question:—

(a) Do you think that, under the circumstances, the proposed University would have to be Federal?

(b) Or do you think that a Unitary University is still possible and desirable?

(c) Do you think that this University should not only affiliate and examine, but also undertake teaching?

(d) If so, what stages of Arts and Science teaching should it, in your opinion, undertake?

(e) Should the new University undertake the teaching of any other Faculty or Faculties besides Arts and Science?

(f) Are you in favour of its monopolizing all the Degree teaching, while the outlying Colleges are converted into Junior Colleges?

(g) Or, if the existing first-grade Colleges are to remain as they are, would you recommend that all Arts and Science Colleges to be started should be Junior Colleges?

(h) Should the University College have a Junior College attached to it to serve as a model?

(i) Do you agree that, whatever the position with regard to Degree teaching, all Postgraduate teaching and Research should be concentrated in the University?

(j) If new Colleges are to be started, would you not give the University power to decide where these new Colleges should be located?

## 4. Faculties

1. The following Faculties are already represented in the Bombay Karnatak:—

<i>Faculty.</i>	<i>Name of Institution.</i>
Arts	.. { <ol style="list-style-type: none"> <li>1. Karnatak College, Dharwar.</li> <li>2. K. E. Board's College, Dharwar.</li> <li>3. Lingaraj College, Belgaum.</li> <li>4. Basaweshwar College, Bagalkot.</li> <li>5. Vijay College, Bijapur.</li> </ol>
Science	.. { <ol style="list-style-type: none"> <li>1. Karnatak College, Dharwar.</li> <li>2. Lingaraj College, Belgaum.</li> <li>3. Basaweshwar College, Bagalkot.</li> <li>4. Vijay College, Bijapur.</li> </ol>
Law	.. R. L. Law College, Belgaum.
Teaching	.. S. T. College, Belgaum.
Agriculture	.. The College of Agriculture, Dharwar.
Commerce	.. The J. G. College of Commerce, Hubli.

(a) Do you think that the proposed University can start with these Faculties?

(b) Or, do you think that the provision for all or some of the following (or any other) Faculties should precede the establishment of the University:—

(1) Engineering,

(2) Medicine and Surgery,

(3) Forestry,

(4) Other branches of Technology.

(c) Is it necessary to have immediately a Veterinary College?

2. Do you think that the University should undertake the teaching of (1) Journalism; (2) Fine Art—Painting, Music, Dancing, Architecture, etc.?

3. Do you think that the new Faculties should be all located in the University town? If not, what places would you suggest for the various professional, technical and Fine Arts colleges?

4. If a faculty of Fine Arts is to be started, should it teach Western as well as Oriental Art?

5. Should the Medical Faculty include Homeopathy, Ayurveda and Unani as well as Allopathy?

### 5. Cost: Initial and Recurring

The establishment of a new University will mean (a) non-recurring and (b) recurring expenditure. It is understood that Government will contribute towards both.

(a) Please give a rough estimate of the initial as well as the recurring cost of the type of University which in your opinion should, and can, be established for the Karnatak.

(b) What do you think Government's contribution should be towards the non-recurring (initial) expenditure?

(c) What should its recurring contribution be?

(d) What other sources of income would you suggest besides the following:—

(1) The federating Colleges;

(2) The Indian States concerned;

(3) Donations by Rulers of States;

(4) Donations by Associations, Municipalities, Local Boards, Banks, Co-operative Societies, Maths, etc.;

(5) Donations, Endowments, etc. by the Public;

(6) Receipts by way of fees, sale of publications, etc.

### 6. Constitution

1. Are you in favour of retaining, on the whole, the various bodies, legislative and executive of the Bombay University, viz., the Syndicate, Senate, Academic Council, Faculties, Boards of Studies etc. If not, would you change—

(a) their nomenclature,

(b) their number,

(c) their constitution.

Please make positive proposals, with reasons.

2. (a) Would you suggest any changes in the (1) names, (2) powers and functions, and (3) method of appointment, of such officers:—

(i) The Chancellor,

(ii) The Vice-Chancellor,

(iii) The Registrar.

(b) Should the Chancellor be an official or should he be elected?

(c) Should the Vice-Chancellorship of the University be Honorary or Stipendiary? If the latter, what salary would you suggest?

3. What would be, according to you, the relation of the University and

(a) Government.

(b) The University of Bombay.

(c) The other Regional Universities.

(d) Indian States within its territorial limits.

(e) Other provincial Governments.

(f) Any other University.

4. How would you reconcile the academic independence of the University with its responsiveness to public opinion?
5. What do you think should happen to the Government institutions within the area?
6. It is understood that all educational institutions within the area will be necessarily federated with, or affiliated to, this University :—
- (a) Would you give these institutions the discretion to seek affiliation from other Universities, e.g.—
- (1) would you allow them to be affiliated to the Bombay University; or
  - (2) to the Maharashtra University; or
  - (3) to the Mysore University.
- (b) Would your objection, if any, be as strong in case of (a) (3) as in the case of (a) (1) and (2)?
7. How far and in what way should the University control the affiliated or constituent Colleges?

## PART II

### 7. Reconstructive

1. Have you any objection to the immediate introduction of Kannada as a medium of instruction in higher education? If so, what limit would you set to such a use of it?
- (i) Would you limit it to certain classes?
  - (ii) Would you limit it to Arts?
  - (iii) Have you realised the difficulty of securing a sufficient supply of texts and accessory literature in Kannada?
  - (iv) Would you postpone its introduction by, say, 5 or 10 years?
  - (v) How would you solve the problem of non-Kannada minorities within the region?
2. What, according to you, would be the place of—
- (i) Hindi,
  - (ii) English,
  - (iii) Other Indian languages,
  - (iv) Other European languages,
  - (v) Other Asiatic languages,
- in University studies?
3. What should be the relation between the University and the Secondary Schools in the Karnatak?
- (a) Do you support the proposal that the Matriculation examination should be conducted by the University with a view to maintaining the proper academic standard? What other qualifications would you propose, or allow, for admission to the University?
4. Do you think that, in the creation of a new University, we have something to learn from ancient Indian educational theory and practice? If so, how?
5. What place would you give to Physical Education and Military Training in the proposed University?
6. Do you think that the University should, directly or through proper agencies, exercise supervision over the health and physical condition of students? Please suggest ways and means.
7. What do you think would be the duty of the new University towards the intellectual and social welfare of the people at large?
- (a) Could you suggest a plan of Adult Education?
  - (b) Please make suggestions on Extension and Refresher Courses.

8. What methods would you suggest for raising the general standard and efficiency of teachers ?

(a) Method of recruitment ?

(b) Salary ?

(c) Conditions of service ?

(d) What inducements and facilities would you give them for improving their qualifications and efficiency ? Teachers' Clubs ? Summer Schools ? Extension Courses ? Stricter Efficiency Bars ?

9. Do you think that University education should be purely secular ?

10. The University College, as well as the affiliated Colleges, must be, wholly or in part, residential—

(1) Should they be wholly, or only partly ?

(2) If partly, in what proportion ?

(3) To what proportion of the Staff would you apply this principle ?

11. Please give your views on any other points in connection with the proposed University which might not have been covered by this Questionnaire.

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## APPENDIX B

*List of persons, representatives of Associations and Heads of Educational Institutions who have sent replies to the Questionnaire issued by the Karnatak University Committee.*

## (a) INDIVIDUALS.

1. Dr. Sakarlal Vrijlal Shah, B.Sc., Ph.D., Rajaram College, Kolhapur.
2. S. B. Dhumma, Esqr., M.L.A., Sholapur.
3. Rao Saheb V. C. Pawate, Deputy Director of Agriculture, S. D., Dharwar.
4. Prof. K. D. Karnataki, M.A., Lingaraj College, Belgaum.
5. A. S. Datar, Esqr., Bombay.
6. Dr. B. L. Manjunath, B.A., M.Sc. (Lond.), D.Phil. (Oxon.), Council of Scientific and Industrial Research, Delhi.
7. K. G. Saiyidain, Esqr., M.Ed. (Leeds), Educational Advisor to Government, Poona.
8. Mr. R. G. Jagirdar, Managing Editor, "Praja", Hyderabad (Dn.).
9. Mr. R. S. Hulyalkar, B.E. (Civil), Dadar, Bombay.
- \*10. Prof. R. V. Jagirdar, M.A. (London), Karnatak College, Dharwar.
- \*11. Prof. R. B. Naik, M.A., LL.B., Sykes Law College, Kolhapur.
- \*12. Dr. B. A. Salemore, M.A., Ph.D., Professor, Gujarat College, Ahmedabad.
13. Prof. D. R. Bhawalkar, M.Sc., Ph.D. (London), University of Sangor, Sangor.
14. R. M. Prabhu, Esqr., M.L.A. (Bom.), Ankola.
15. Dr. E. J. Yevai, B.Ag. (Bom.), Ph.D. (Wales), Assoc. I. A. R.I. (New Delhi), College of Agriculture, Dharwar.
16. Asthan Vidwan Keerthana Kesari B. Shivamoorthy Sastry, Editor, "Sarana Sabtiya" and 'Swatantra Karnataka', Bangalore.
17. Rev. A. J. Saldanha, S. J., St. Aloysius College, Mangalore.
18. S. T. Pappu, Esqr., Kamal Kunj, Poona, 4.
19. Dr. K. S. Nargund, M.Sc., Ph.D., Gujarat College, Ahmedabad.
20. Mr. B. C. Ponnappa, B.A. (Hons.), Napoklu.
21. Vaidya K. T. Suvarna, Mangalore.
22. Mr. K. V. Krishnamurthy Rao, B.Sc. (Hons.), Geologist and Mining Engineer, Gwalior State, Gwalior.
- \*23. Sri M. Thimmappayya, Lecturer, St. Aloysius College, Mangalore.
24. Prof. K. V. Gajendragadkar, M.A., Nimbai.
25. Prof. S. Ramakrishnan, Lingaraj College, Belgaum.
26. M. M. Shanbhag, Esqr., M.A., LL.B., Pleader, Karwar.
27. The Commissioner, Southern Division, Belgaum.
- \*28. Prof. S. S. Malwad, M.A., Karnatak College, Dharwar.
- \*29. Prof. B. B. Bagi, M.A., Karnatak College, Dharwar.
30. Dr. G. V. Chickermane, M.Ed., Ph.D., Asst. Educational Inspector, Southern Division, Dharwar.
- \*31. Prof. R. M. Joshi, M.Sc. Karnatak College, Dharwar.
32. N. Lakshminarayana Rao, Esqr., Asst. Superintendent for Epigraphy, Ootacamund.
- \*33. Prof. P. W. Gideon, M.A., Karnatak College, Dharwar.
34. Prof. I. S. Peter, Government Arts College, Anantpur.
- \*35. Prof. E. S. Mngali, M.A., Willingdon College, Sangli.
36. Prof. M. A. S. Iyengar, College of Agriculture, Dharwar.
37. Prof. D. S. Rangarao, College of Agriculture, Dharwar.
38. Prof. B. M. Gore, Willingdon College, Sangli.
39. Rao Sahib B. V. Thorat, District Superintendent of Police, Dharwar.
40. Prof. R. A. Parvate, B.Sc., B.E., B. V. Bhoomaraddi Polytechnic, Hubli.
41. Prof. M. C. Kudri, B. E., B. V. Bhoomaraddi Polytechnic, Hubli.
42. Prof. N. N. Bhagawat, Department of Physics, Karnatak College, Dharwar.

43. Prof. N. R. Mulay, Department of Physics, Karnatak College, Dharwar.
44. Prof. R. K. Dravid, Department of Physics, Karnatak College, Dharwar.
45. Prof. S. D. Shahpurkar, Department of Physics, Karnatak College, Dharwar.
46. Prof. K. S. Raghavendrarao, Department of Physics, Karnatak College, Dharwar.
47. Prof. M. S. Katti, Department of Physics, Karnatak College, Dharwar.
48. Prof. R. S. Jamkhandi, Department of Physics, Karnatak College, Dharwar.
- \*49. The Honourable Mr. A. B. Shetty, Minister for Public Health, Government of Madras, Madras.
50. Rev. Fr. J. D'Souza, S. J., Principal, Loyola College, Member, Constituent Assembly and Syndicate, University of Madras, Madras.
- \*51. M. B. Sanjeevarao, Retired Principal, Queen's College, Benares.
52. Dr. K. M. Rai, Director and Professor, Barnard Institute of Radiology, General Hospital, Madras.
- \*53. Dr. S. R. U. Savoor, Director of Public Instruction, Madras.
54. Prof. M. Mariyappa Bhat, Senior Lecturer in Kannada, University of Madras, Madras.
55. Prof. P. Ramananda Rao, Additional Professor in Chemistry, Presidency College, Madras.
56. Prof. B. Ramachandra Pai, Asst. Professor in Chemistry, Presidency College, Madras.
- \*57. Rao Bahadur P. R. Ranganatha Punja, Advocate, Mangalore.
58. Rao Bahadur N. M. Adyanthaya, Jt. Director of Industries, Madras.
59. Mr. S. R. Savur, Regional Director, Indian Meteorological Department, Madras.
- \*60. Mr. A. S. D. Pathan, Administrative Officer, District School Board, Belgaum.
61. Prof. K. A. N. Rao, Benares Hindu University, Benares.
62. Prof. R. J. Venkateswaran, Basaveswar College, Bagalkot.
63. Prof. K. Krishna Moorthy, Basaveswar College, Bagalkot.
64. Prof. N. V. Gejji, Basaveswar College, Bagalkot.
65. Prof. P. S. Easwaran, Basaveswar College, Bagalkot.
66. Prof. R. Gopalan, Basaveswar College, Bagalkot.
67. Prof. T. B. Narsimhachari, Basaveswar College, Bagalkot.
68. Mr. U. Srinivasa Kini, B.A., L.T., Kanara High School, Mangalore.
- \*69. N. K. Dixit, Esqr., B.A., LL.B., Pleader, Dharwar.
70. Mr. S. A. Vantgudi, M.Sc., Rabkavi.
- \*71. Dr. M. C. Tumaminkatti, Chief Chemist and Proprietor, Karnatak Chemical Works, Gadag.
72. Prof. B. H. Karakaraddi, B. V. Bhoomaraddi Polytechnic, Hubli.
73. Mr. C. Meghashyam, B.A., LL.B., Advocate, Hospet.
74. Prof. J. K. Irani, Jagadguru Gangadhara College of Commerce, Hubli.
75. Prof. D. T. Parashar, Jagadguru Gangadhara College of Commerce, Hubli.
76. Prof. M. Panchappa, Jagadguru Gangadhara College of Commerce, Hubli.
77. Mr. H. M. Manjrekar, B.A., Sunkeri, Post :—Karwar.
78. Prof. G. K. Gadre, M. N. College, Visnagar (Baroda State).
79. B. V. Kedillaya, Esqr., B.O.L., B.T., Assistant, St. Cecily High School, Udipi.
80. Mr. K. Padmanabharao, B.A., L.T., Assistant, Christian High School, Udipi.
81. Mr. B. Ramakrishnachar, B.A., Vidwan, Visharad, Proprietor, Kalyan Press, Udipi.
82. Sr. M. Fedelis, St. Agne's College, Mangalore.
- \*83. Vidwan H. Ramarao, M.A., L.T., B.O.L., (Montessori Dip.) District Board Educational Officer, Mangalore.
84. Prof. V. R. Bhat, Law College, Thalakhwadi, Belgaum.
85. R. A. Baig, Esqr., Consul for India, Noa-Goa.
- \*86. R. S. Hukkerikar, Esqr., M.A., M.L.A., Dharwar.
87. M. P. Desai, Esqr., Registrar, Gujarat Vidyapith, and Member, Gujarat University Committee, Ahmedabad.

88. G. A. Hiremath, Esqr., L.Ag., Retd. Deputy Collector, Dharwar.
89. Prof. B. R. Dhekney, Karnatak College, Dharwar.
90. Prof. M. V. Dhond, Karnatak College, Dharwar.
91. Mr. Y. D. Srinivasachar, Landlord, Hospet.
- \*92. Sri Krishnakumar Kallur, Bombay.
93. Mr. P. A. Gudigar, Deputy Educational Inspector, Belgaum.
94. Mr. S. S. Malimath, B.A., LL.B., District Government Pleader and Public Prosecutor, Dharwar.
95. Prof. T. K. Deolalkar, M.A., B.Sc., Dharwar.
96. Prof. G. J. Kulkarni, College of Civil Engineering, Poona.
97. Prof. R. K. Asundi, Benares Hindu University, Benares.
98. The Rajasaheb of Sandur, Sandur.
- \*99. Rao Bahadur Dr. P. C. Patil, Kolhapur.
- \*100. Mr. H. S. Patil, Librarian, Sydenham College of Commerce and Economics, Bombay.
101. K. G. Gokhale, Esqr., B.A., LL.B., Pleader, Ex-M.L.A., Belgaum.
- \*102. A. Shankar Alwa, B.A., B.L., Pleader, Mangalore.
103. K. N. Anantaraman, Esqr., I.C.S., Collector and Special Officer, District Board, Bellary.
- \*104. Alur Venkatarao, Esqr., B.A., LL.B., Sadhankeri.
105. Assistant Lecturer in Physics, Government College, Mangalore.
- \*106. V. B. Naik, Esqr., M.A., LL.B., Assistant Editor, Samyukta Karnatak, Hubli.
107. Prof. A. R. Kamat, Fergusson College, Poona.
108. V. V. Yargop, Esqr., Dewan of Miraj (Jr.), Budhgaon.
109. Rao Bahadur Dr. M. Keshava Pai, Mangalore.
- \*110. Mr. A. A. Mandgi, B.A., LL.B., Pleader, Belgaum.
- \*111. Prof. K. G. Kundangar, Rajaram College, Kolhapur.
112. Deputy Educational Inspector for Urdu Schools, S. D., Dharwar.
113. Deputy Educational Inspector, Bijapur.
- \*114. T. K. Tukol, Esqr., M.A., LL.B., Civil Judge, Jr. Divn., Chikodi.
- \*115. Mr. R. Venkatesh Murty, Editor, 'Commerce', Bombay.
116. Mr. B. N. Datar, Deputy Director of Labour Administration, Bombay.
117. Mr. B. K. Naik, Retired Administrative Officer, School Board, Bijapur.
- \*118. Dr. M. H. Krishna, M.A., D. Litt., Director of Archaeology, Mysore.
- \*119. Dr. Venkatarao Telang, Bangalore.
120. Mr. S. P. Patil, Physical Instructor, Karnatak College, Dharwar.
121. Mr. T. G. Patil, Physical Instructor, Karnatak College, Dharwar.
122. V. B. Halbhavi, Esqr., B.A., LL.B., Retired First Class Sub-Judge, Dharwar.
123. Mr. T. S. Balasubrahmanya Ayyar, Inspector of Oriental Schools and Colleges, Madras.
- 124-149. From (26) other persons.

### (b) REPRESENTATIVES OF ASSOCIATIONS

- \*1. Mr. G. S. Mokhasi, Secretary, Karnatak Secondary Teachers' Association, Hubli.
2. President, Hubli Secondary Teachers' Association, Hubli.
3. Mr. B. C. Shama Maiya, B.A., (Hons.), Deputy Assistant Engineer, and Editor, 'Kasturi', Jubbulpore Karnatak Sangha, Jubbulpore.
4. Mr. M. N. Bhat, B.A., Joint Secretary, Jubbulpore Karnataka Sangha, Jubbulpore.
5. Mr. V. Arunachalam, B.A., (Hons.), Jubbulpore Karnataka Sangha, Jubbulpore.
6. Mr. C. R. Kulkarni, Publisher, 'Kasturi', Jubbulpore Karnataka Sangha, Jubbulpore.
7. Mr. Y. L. Narayanarao, Jubbulpore Karnataka Sangha, Jubbulpore.
- \*8. M. M. Bongale, Esqr., B.A., LL.B., Chairman, Municipal School Board, Hubli.
- \*9. Dr. H. R. Tergundi, President, Belgaum District Unification League and Vice-President, Karnatak Sangha, Belgaum.

10. Mr. M. R. Bhat, M.R.A.S. (London), Joint Secretary, Sarvottam Sahitya Samiti, Tenkankeri, Ankola.
11. Mr. Gundacharya Savanur, President, Bharatiya Vaidyaka Samiti, Hubli.
12. Dr. G. S. Mahajani, M.A., Ph.D., M.L.C., Secretary, Deccan Education Society, Fergusson College, Poona, 4.
13. H. V. Koujalgi, Esqr., B.A., LL.B., President, District Local Board, Belgaum.
- \*14. Dr. B. S. Jirge, M.R.C.S., Chairman, Board of Management, K. L. E. Society, Belgaum.
15. Mr. N. Lakshmana Murthy, M.A., Secretary, Congress Committee, Hospet.
16. Chairman, Karnatak Vidyavardhak Sangha, Dharwar.
17. Secretary, Kannada Yuvajana Parishat, Chikpet, Bangalore.
18. Mr. S. K. Panikar, B.A., B.Sc., B.T., Chairman, The Dharwar Co-operative Building Society Ltd., Dharwar.
19. President, Karnataka Sangha, Mandya.
- \*20. Dr. B. H. Kamalapur, M.B.B.S., Hon. Secretary, Medical College Committee, Dharwar.
- \*21. Dr. K. S. Kamalapur, M.B.B.S., Hon. Secretary, All-Karnataka Unification League, Dharwar.
22. President, Madras Veerasaiva Vidyavardhak Sangha, Bellary.
23. President, Gadag-Betgeri Municipal Borough, Gadag.
24. President, Bagalkot Municipality, Bagalkot.
- \*25. Sri. N. Rajagopalakrishnarao, President, Karnataka Sangha, Udipi.
- \*26. Rao Sahib M. P. Wali, Chief Officer, D. L. B., Belgaum.
27. President, Karnatak Engineers' Association, Dharwar.
28. Mr. A. R. Upase, Chairman, District School Board, Sholapur.
29. Chairman, Karnatak Graduates' Association, Dharwar.
30. The Hon. Secretary, Karnatak Graduates' Association, Dharwar.
31. Administrator, City Municipality, Guledgad.
32. Chairman, School Board, L. A. Municipality, Dharwar.
33. Mr. A. B. Kankanwadi, Hon. Secretary, P. D. J. High School and V. B. Darbar High School, Bijapur.
- \*34. Secretary, Karnatak Chamber of Commerce, Hubli.
- \*35. Secretary, Kanara College Society, Kumta.
- \*36. Mr. Varadaraja Adya, Joint Hon. Secretary, Samyukta Karnatak Sangha, Bombay.
- \*37. South Kanara Regd. Indian Medical Practitioners' Association, Mangalore.
- \*38. Pandit Sidhnatha Pant, Secretary, Karnatak Prant Hindi Prachara Sabha, Dharwar.
- \*39. V. S. Basawanal, Esqr., B.A., LL.B., Chariman, L. E. Association, Dharwar.
40. Secretary, South Coorg Karnatak Sahitya Sangha, Virajpet (Coorg).

### (c) HEADS OF EDUCATIONAL INSTITUTIONS

1. Head Master, Sadashivgad High School, Sadashivgad.
- \*2. Mr. B. S. Kushalappa, B.A., Dip. Ed. (Lond.), Head Master, Central High School, Mercara.
- \*3. Mr. R. V. Koppikar, Principal, New English School, Hubli.
4. G. N. Gokhale, Esqr., Principal, Maharashtra Technical Education Society's New Engineering College, Sangli.
- \*5. Head Master, Basel Mission High School, Dharwar.
6. Principal, K. L. E. Society's Silver Jubilee High School, Barsi.
7. Head Master, Gilganchi Artal High School, Belgaum.
- \*8. Dr. A. V. Matthew, Principal, S. M. T. T. College, Kolhapur.
9. Head Master, K. E. Board's High School, Dharwar.
10. Head Mistress, A. K. Girls' High School, Dharwar.
11. Head Master, Government Anglo-Urdu High School, Sholapur.
12. S. G. Dabholkar, Esqr., Principal, Sykes Law College, Kolhapur.
13. Head Master, Municipal High School, Haveri.

- \*14. Rev. Jos. A. B. Coelho, S. J., Rector and Principal, St. Aloysius' College, Mangalora.
15. Dr. A. N. Narasimhaiah, M.A., L.T., Ph.D., Principal, His Highness the Maharaja's Sanskrit College, Mysore.
- \*16. H. M. Desai, Esqr., Principal, College of Agriculture, Dharwar.
17. Mr. C. S. Raman, M.A., L.T., Head Master, Government High School, Napoklu (Coorg).
18. Mr. M. Vasudevarao, M.A., L.T., Head Master, Vidyadayinee High School, Suralkal, (S. K.).
- \*19. T. K. Patil, Esqr., M.A. (London), Principal, Vijay College, Bijapur.
- \*20. Mr. V. V. Divekar, Head Master, Government High School, Karwar.
21. Head Master, Parasuram Bhau High School, Jamkhandi.
22. Principal, Gilganchi Artal High School, Belgaum.
- \*23. M. Chayappa, Esqr., M.A., L.T., Principal, Veerasaiva College, Bellary.
- \*24. R. S. Panchamukhi, Esqr., Director of Kannada Research, Dharwar.
25. Principal, Karnatak High School, Dharwar.
- \*26. Mr. M. S. Deshpande, M.A., B.T., Head Master, J. A. High School, Athni.
27. Principal, Willingdon College, Sangli.
28. Head Master, Sardars' High School, Belgaum.
29. Head Master, Basaveswar High School, Bagalkot.
- \*30. Mr. R. M. Shenai, B.A., L.T., Head Master, Karnatak Vidyalaya, Ujre.
- \*31. Mr. N. R. Kulkarni, M.A., LL.B., Principal, K. E. Board's Arts College, Dharwar.
32. Head Master, Victoria High School, Dharwar.
- \*33. Mr. K. Shama Bhat, Principal, Mahajana Sanskrit College, Perdala.
- \*34. Y. S. Mahajan, Esqr., B.Sc. (Econ.), London, Bar-at-Law, Principal, J. G. College of Commerce, Hubli.
35. Principal V. K. Gokak, B.A. (Oxon), M. N. College, Visnagar (Baroda State).
36. Head Master, Municipal High School, Guledgud.
- \*37. Mr. M. Madhavarao, Manager, Kanara High School, Mangalore.
38. Head Master, Municipal High School, Ranebennur.
39. Head Master, Majid High School, Savanur.
40. K. G. Warty, Esqr., Principal, Tutorial High School, Thalakwadi.
41. Head Master, Hindu High School, Karwar.
42. Head Master, Hara Bhat High School, Kundgol.
43. Head Master, Yalemallesappa's Kannada High School, Adoni.
44. Head Master, Sulakhe High School, Barsi.
- \*45. F. Corrieo Afonso, Esqr., Principal, Karnatak College, Dharwar.
- \*46. L. Y. Tonannavar, Esqr., Director, B. V. Bhoomaraddi Polytechnic, Hubli.
47. Head Master, Christian High School, Udupi.
48. V. R. Koppal, Esqr., M.A., B.T., Head Master, R. L. S. High School, Dharwar.

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\*Denotes persons who also gave evidence before the committee.

## APPENDIX C

*List of persons who gave oral evidence before the  
Karnatak University Committee*

## (a) INDIVIDUALS

*At Belgaum.*

1. Wrangler P. S. Katti, Retired Principal, Secondary Teachers' College, Belgaum.
2. Dr. H. R. Tergundi, M.B., B.S., Medical Practitioner, Belgaum.
3. Rao Sahib M. P. Wali, M.A., Chief Officer, District Local Board, Belgaum.
4. Mr. A. A. Mandagi, B.A., LL.B., Advocate, Belgaum.
5. A. S. D. Pathan, Esqr., Administrative Officer, District School Board, Belgaum.
6. Mr. V. P. Kittur, B.A., LL.B., Pleader, Belgaum.

*At Dharwar.*

7. Mr. N. K. Dixit, B.A., LL.B., Pleader, Dharwar.
8. Mr. Alur Venkatarao, B.A., LL.B., Dharwar.
9. Prof. S. S. Malwad, M.A., Karnatak College, Dharwar.
10. Prof. P. W. Gideon, M.Sc., Karnatak College, Dharwar.
11. Prof. R. M. Joshi, M.Sc., Karnatak College, Dharwar.
12. Prof. B. B. Bagi, M.A., Karnatak College, Dharwar.
13. R. S. Hukkerikar, Esqr., M.A., M.L.A., Dharwar.
14. Dr. M. C. Tumminkatti, M.Sc., Ph.D., Proprietor and Chief Chemist, Karnatak Chemical Works, Gadag.
15. Mr. V. B. Naik, B.A., LL.B., Asst. Editor, 'Samyukta Karnataka', Hubli.
16. Prof. C. D. Deshpande, Karnatak College, Dharwar.

*At Kolhapur,*

17. Karavira Ratna A. B. Latthe, Constitutional Advisor, Kolhapur.
18. Prof. R. B. Naik, M.A., LL.B., Sykes Law College, Kolhapur.
19. Prof. R. S. Mugali, M.A., Willingdon College, Sangli.
20. Prof. K. G. Kundangar, M.A., Rajaram College, Kolhapur.
21. Mr. T. K. Tukol, M.A., LL.B., Civil Judge, Jr. Division, Chikodi.
22. Rao Bahadur Dr. P. C. Patil (Retired), Reader, Presidency College.

*At Bombay.*

23. D. C. Pawate, Esqr., M.A., (Cantab.), Director of Public Instruction, Bombay Province, Poona.
24. Mr. H. G. Mudgal, Editor, 'Indian Market', Bombay.
25. Mr. R. M. Honnavar, Department of Economics and Sociology, University of Bombay, Bombay.
26. The Right Honourable Dr. M. R. Jayakar, Bombay.
27. Mr. Poona Appaji Rao, Ex-Lecturer in Calcutta University.
28. Pandit H. Gopalachar, M.A., Vanivihar Pathasala, Bombay.
29. Mr. Krishnakumar Kallur, Bombay.
30. Prof. D. P. Patravali, M.A. (Cantab.), Royal Institute of Science, Bombay.
31. Mr. H. S. Patil, M.A., B.Com., Librarian, Sydenham College of Commerce and Economics Bombay.
32. Mr. R. Venkatesh Murty, Editor, 'Commerce', Bombay.
33. Dr. B. N. Uppal, Director of Agriculture (Bombay Province), Poona.
34. Dr. B. A. Saletore, M.A., Ph.D., Professor of History, Gujarat College, Ahmedabad.

*At Karwar.*

35. Mr. S. Silva, B.A., LL.B., Advocate, Karwar.
36. Mr. M. M. Shanbhag, M.A., LL.B., Pleader, Karwar.
37. Mr. V. S. Gokarn, B.A., LL.B., Pleader, Karwar.
38. Mr. L. H. Prabhlu, Pleader, Honnavar.
39. Mr. M. S. Muzumdar, B.A., Retired Head Master, Karwar.

*At Bangalore.*

40. B. Sanjeevarao, Esq., Bangalore.
41. Dr. Venkatarao Telang, Bangalore.
42. Mr. D. V. Gundappa, Bangalore.
43. Mr. D. S. Hanumantachar, Bangalore.
44. Mr. Nittur Srinivasarao, B.A., B.L., Advocate, Bangalore.
45. Rao Bahadur Prof. B. Venkateshachar, Ex-Director, Indian Institute of Science Bangalore.
46. M. S. Rajagopala Rao, Esqr., Deputy Director of Public Instruction, Bangalore.

*At Mangalore.*

47. Mr. O. S. Anchen, Lecturer in History, Government College, Mangalore.
48. K. R. Karant, Esqr., M.L.A. (Madras), Mangalore.
49. Rao Bahadur P. R. Ranganatha Punja, Official Receiver and Member, Madras Industries Board, Mangalore.
50. Vidwan H. Ramarao, M.A., L.T., B.O.L., District Board Education Officer, Chairman Board of Examination, etc., Mangalore.
51. Mr. K. R. Achar, B.A., LL.B., Mangalore.
52. Mr. A. Shankar Alwa, Member, Madras University Senate.
53. Mr. H. Sundar Rao, Personal Assistant to Special Officer, District Board, Mangalore.
54. Dr. M. Keshav Pai, M.D., Mangalore.
55. Prof. M. Thimmappayya, St. Aloysius College, Mangalore.
56. Mr. K. Bokkai Gounder, M.L.A. (Madras), Ootacamund.

*At Mercara.*

57. Mr. B. A. Belliappa, Editor, 'Janmabhumi', Mercara.
58. Mr. C. N. Venkappayya, B.A., B.L., Advocate, Mercara.
59. Mr. C. M. Ramarao, B.A., L.T., Retired District Educational Officer, Mercara.
60. Mr. B. K. Nanjundeshwar, Ayurveda Vidwan, Mercara.

*At Mysore.*

61. Prof. N. Nagappa, Professor of Hindi, University of Mysore, Mysore.

*At Madras.*

62. The Honourable Mr. A. B. Shetty, Minister for Public Health, Government of Madras Madras.
63. Dr. S. R. U. Savor, Director of Public Instruction, Madras.
64. Mr. B. Sanjiva Rao, Retired Principal, Queen's College, Benares.

**(b) REPRESENTATIVES OF ASSOCIATIONS ETC.***At Belgaum.*

1. Mr. N. S. Srikhande, B.A., LL.B., Secretary, Karnatak Law Society, Belgaum.

*At Dharwar.*

2. Mr. M. M. Bongale, B.A., LL.B., Chairman, Municipal School Board, Hubli.
3. Mr. Tenginkai Shantsappa, Hon. Secretary, Madras Veerasiva Vidyavardhak Sangha, Bellary.
4. The Secretary, Karnatak Education Board, Dharwar.
5. Hon. Secretary, Karnatak Chamber of Commerce, Hubli.
6. Prof. T. Reuben, Representative of the Hon. Secretary, Dist. Lingayat Education Society, Bijapur.
7. Dr. K. S. Kamalapur, M.B., B.S., Hon. Secretary, Karnatak Vidyavardhak Sangha, and Hon. Secretary, All-Karnatak Unification League, Dharwar.
8. Prof. R. V. Jagirdar, M.A. (London), Chairman, Karnatak Vidyavardhak Sangha, Dharwar.
9. Mr. A. B. Kankanwadi, B.A., LL.B., Hon. Secretary, District Education Society, Bijapur.
10. Mr. V. S. Basawanal, B.A., LL.B., Chairman, L. E. Association, Dharwar.
11. Mr. G. S. Mokhasi, Secretary, Karnatak Secondary Teachers' Association, Hubli.
12. Pandit Sidhnatha Pant, Secretary, Karnataka Prant Hindi Pracharaka Sabha, Dharwar.
13. Dr. B. S. Jirge, Chairman, K. L. E. Society, Belgaum.
14. Mr. S. S. Matti, President, Dharwar Municipal Borough, Dharwar.
15. G. R. Nalawadi, Esqr., President, Karnatak Vidyavardhak Sangha, and President, Karnatak Granthalaya, Dharwar.
16. M. Ramachandra Sastry, Esqr., Vidyadhikari, Sandur (Representative of Sandur State).
17. Dr. B. H. Kamalapur, M.B., B.S., Hon. Secretary, Medical College Committee, Dharwar.

*At Mangalore.*

18. Mr. N. Rajagopalakrishnarao, President, Karnatak Sangha, Udupi.
19. Members of the South Kanara Registered Indian Medical Practitioners' Association Mangalore.

*At Mercara.*

20. Mr. K. Mallappa, Advocate, M.L.C., President, Mercara Municipality.
21. Mr. N. Muddappa, District Judge, President, Karnatak Sangha and Secretary, Coorg Legislative Council.
22. Mr. I. C. Subbaya, Secretary, Development Department, and President, Kannada Sahitya Pradesha Samiti, Mercara.

*At Bombay.*

23. Mr. Varadaraja Adya, Hon. Secretary, Samyukta Karnataka Sangha, Bombay.

*At Karwar.*

24. Mr. L. S. Kamat, Hon. Secretary, Kanara College Society, Kumta.
25. Rao Bahadur G. S. Telang, President, Karwar Education Society, Karwar.
26. Mr. M. G. Kasbekar, Hon. Secretary, Karwar Education Society, and President, Karwar Municipality, Karwar.

*At Bangalore.*

27. Tirumale Tatacharya Shrinis, Esqr., President, Kannada Sahitya Parishat, Chamarajpet, Bangalore.
28. Rajasevaprakashta Masti Venkatesh Iyengar, Vice-President, Kannada Sahitya Parishat, Bangalore.



## (c) HEADS OF EDUCATIONAL INSTITUTIONS.

*At Belgaum.*

1. Mr. A. G. Joshi, M.A., B.T., Principal, Training College, Belgaum.
2. Mr. S. R. Potdar, Principal, B. K. Model High School, Belgaum.
3. Mr. M. S. Deshpande, M.A., B.T., Head Master, J. A. High School, Athni.
4. Mr. V. B. Marathe, Representative of Rev. E. C. Reddy, Principal, Beynon Smith High School, Belgaum.

*At Dharwar.*

5. M. Chayappa, Esqr., Principal, Veerasaiva College, Bellary.
6. Y. S. Mahajan, Esqr., B.Sc. (Cantab.), Bar-at-Law, Principal, J. G. College of Commerce, Hubli.
7. The Principal, College of Agriculture, Dharwar.
8. The Principal, Karnatak College, Dharwar.
9. Mr. L. Y. Tonannavar, Director, Bhoomaraddi Polytechnic, Hubli.
10. Mr. H. F. Kattimani, Organiser, J. G. College of Commerce, Hubli.
11. N. R. Kulkarni, Esqr., M.A., LL.B., Principal, K. E. Board's College, Dharwar.
12. Mr. R. S. Bangera, Head Master, Bassel Mission High School, Dharwar.
13. R. S. Panchamukhi, Esqr., M.A., Director of Kannada Research, Dharwar.
14. T. K. Patil, Esqr., M.A. (London), Principal, Vijay College, Bijapur.
15. Mr. R. V. Koppikar, Head Master, New English School, Hubli.

*At Kolhapur.*

16. Dr. A. V. Matthew, Principal, Srimati Tarabai Teachers' Training College, Kolhapur.
17. Dr. A. G. Pawar, Principal, Rajaram College, Kolhapur.

*At Karwar.*

18. Mr. A. D. Kulkarni, B.Sc., B.T., Head Master, Hindu High School, Karwar.
19. Mr. V. V. Diwekar, Head Master, Karwar High School, Karwar.

*At Bangalore.*

20. Mr. Dharanendrayya, Principal, Government Sanskrit College, Bangalore.
21. Mr. K. Sampatgiri Rao, Principal, National College, Bangalore.
22. Mr. L. Ramarao, Principal, Central College, Bangalore.

*At Mangalore.*

23. Mr. M. Madhavarao, Manager, Kanara High School, Mangalore.
24. Mr. R. H. Shenai, Head Master, Karnatak Vidyalaya, Ujre.
25. Mr. K. Shama Bhat, Principal, S. B. Sanskrit College, Perdala.
26. Rev. Jos. A. B. Coelho, S.J., Principal, St. Aloysius College, Mangalore.
27. Mr. K. V. Kamat, B.A. (Hons.), P.O.L., Principal, Mahajan Sanskrit College, Karkala (S. K.).
28. Mr. M. Ramachandra Rao, Principal, S. M. S. P. College, Udipi.

*At Mercara.*

29. Mr. B. S. Kushalappa, Head Master, Central High School, Mercara.

*At Mysore.*

30. Rao Bahadur Dr. B. T. Krishnan, Principal, Medical College, Mysore.
31. Dr. M. H. Krishna, M.A., D.Litt., Professor of History and Director of Archaeological Researches in Mysore, Mysore.

## APPENDIX D

MEMORANDUM PRESENTED TO THE HON'BLE SRI AVINASHILINGAM  
CHETTIAR, MINISTER FOR EDUCATION, GOVERNMENT OF MADRAS, MADRAS,

BY

THE KARNATAK UNIVERSITY COMMITTEE APPOINTED BY THE  
GOVERNMENT OF BOMBAY, ON 25<sup>TH</sup> DECEMBER 1947.

Subject:—KARNATAK UNIVERSITY—Inclusion of Bellary and Ananthapur Districts  
within the jurisdiction of Andhra University opposed.

Sir,

The Karnataka University Committee was appointed by the Government of Bombay by their resolution No. 7914, dated 17th April 1947, to report on the question of the establishment of a University for Karnataka. The terms of reference include the question of granting affiliation to institutions outside the limits of the Bombay Province.

2. The Committee with the approval of the Government of Bombay have co-opted members from the districts of Bellary, South Kanara and Coorg, to facilitate the enquiry on this question and the Sub-Committee elected by the Karnataka University Committee has toured the areas outside the Bombay Province and has examined eminent educationists and persons. The evidence so far gathered within and outside Bombay Province is predominantly in favour of establishing a Karnataka University for the entire Karnataka area irrespective of political divisions existing at present.

3. The Karnataka area which is roughly about 1,47,268 Square Miles has a population of 1,90,00,000. This vast area is under several administrations and the policy now adopted both by the Dominion and Provincial Governments in the country regarding the development of regional languages is impossible of achievement unless the respective regions are brought within the academic jurisdiction of Universities established for the development of respective regional languages.

4. In furtherance of the object of developing regional languages the Government of Bombay are now taking steps to decentralize the University education and to establish regional Universities for Maharashtra, Gujarat and Karnataka. The Maharashtra University Bill, L. A. Bill No. LIX of 1947, has been introduced by the Honourable Mr. B. G. Kher, the Education Minister and the Prime Minister of the Government of Bombay, and it has now been referred to the Select Committee. The proposals for Universities for Karnataka and Gujarat are in the enquiry stage. It is visualised by the Prime Minister of Bombay that ultimately the present University of Bombay will become a great "city" University after the establishment of the proposed regional Universities.

5. The Honourable the Prime Minister of Bombay in the statement of objects and reasons appended to the aforesaid Bill says that existing colleges including Government colleges within the area of the proposed University would be disaffiliated from the Bombay University and affiliated to the new University. He also envisages legislation for the establishment of a uniform School Leaving Certificate Examination conducted by a Joint Board in which the regional Universities would be represented.

6. The Government of Madras have already established the Andhra University which serves the policy now accepted on all hands and enforced by you in the Province. There seems to be very little chance for the establishment of a Karnataka University within the Province of Madras as the Karnataka districts are not a contiguous area in this Presidency. It is in these circumstances that we are considering the possibility of bringing in the Madras Karnataka parts within the jurisdiction of the proposed Karnataka University.

7. While our Committee was holding its sittings, in response to the notification of the Government of Madras calling for public opinion on the report of the Committee regarding the inclusion of Rayalseema districts in the jurisdiction of Andhra University, the Committee adopted the following resolution and was communicated on 12th November 1947.

## RESOLUTION.

"With reference to the notification of the Government of Madras calling for public opinion on the report of the Committee regarding the inclusion of the Rayalseema districts in the jurisdiction of Andhra University, the Karnataka University Committee unanimously records its opinion that in as much as the districts of Bellary and some other parts in Rayalseema are Kannada areas, their inclusion in the jurisdiction of Andhra University is highly unfair and would be harmful to the interests of the Kannadigas in these areas. It is further of the opinion that any such inclusion at this stage would be subversive of the principle of Linguistic Universities and would prejudicially affect the territorial jurisdiction of the future University of Karnataka for which this Committee is labouring. The Committee therefore respectfully urges the Government of Madras not to give effect to the majority recommendation of their Committee, so far as the Kannada areas are concerned."

8. The districts of Bellary, Madakasira, Hindupur and Pennkonda Talukas of Anantapur District and Pathikonda Taluka of Kurnool District are areas which ought to come, in fairness, to the people of those areas, within the scheme of development of Kannada as regional language. Though originally the Rayalaseema districts were included within the jurisdiction of Andhra University we are informed that the agitation in the aforesaid Karnataka area against such inclusion succeeded in getting those areas excluded from it. It is reported that the Committee now appointed to re-examine the same question is divided in its opinion and has submitted a report with dissenting minute on behalf of the members representing Bellary and other Karnataka areas adjoining Andhra area.

It has been represented to us that the residents of these Karnataka areas do not have even adequate Kannada elementary schools wherein their children could develop their mother-tongue, namely, Kannada.

We hope and trust that the Government of Madras, in pursuance of its established policy of imparting education in regional language, will not force Telugu on people whose mother-tongue is Kannada.

9. It is our opinion and desire that the district of Bellary and the aforesaid talukas of Madakasira, Hindupur, Pennkonda of Anantapur District and Pathikonda taluka of Kurnool district should not be brought under the Andhra University at least until the boundary of the proposed Andhra Province is determined.

10. We beg to submit that we are authorised by the Government of Bombay to examine and report on the possibilities and the co-operation the Government of Madras would give in establishing a common University for all parts of Karnataka including the areas under the jurisdiction of the Government of Madras.

We are thankful to you for the interview you have kindly granted and we hope and trust that you will equally assist us in our efforts to examine the problem of establishing a Karnataka University.

Thanking you,

We have the honour to be,

Your obedient servants,

1. N. S. Lokur (Chairman).
2. K. B. Jinaraj Hegde,
3. R. R. Diwakar,
4. G. S. Paramasivayya.

Members of the Karnataka University Committee.

Madras, 25th December 1947.

## APPENDIX E

Mudhol House,  
Residency, Kolhapur,  
29th December 1947.

From—Mr. Justice N. S. LOKUR, Chief Justice, Kolhapur and Chairman Karnatak University Committee, Kolhapur;

To—The Honourable Minister for Education, Government of Madras, Madras.

Subject.—Affiliation of colleges in Kannada areas in the Province of Madras to the contemplated Karnatak University in the Province of Bombay.

Sir,

On behalf of myself and the members of the Karnataka University Committee, I thank you for the interview, which you were kind enough to give us on the 25th of this month. I recall with pleasure the discussion which we had with you regarding the affiliation of Kannada areas in the Madras Province to the Karnatak University. The Government of Bombay, having accepted the policy of establishing regional Universities on a linguistic basis, has appointed this Committee and we were authorised to explore the possibilities of one University for the whole of Kannada-speaking areas in the Province of Bombay, Madras and Coorg. We have had talks with responsible educationists and others in the Kannada areas of your Province, and they evinced a keen interest in the starting of the Karnatak University and expressed their willingness to join it.

Although the formation of linguistic Provinces is a certainty, it is a fact they have not yet come into existence, but in the opinion of the Karnataka University Committee and of almost every one whom the Committee interviewed, it is not necessary to wait for the Karnataka Province to be formed. It will be a matter of course for the Kannada areas in the Madras Province and Coorg to be included in the Karnataka University when the Karnataka Province is formed, but we proposed to you that the colleges in the Kannada areas in all the Provinces may be affiliated to the Karnataka University even before the formation of new Provinces, and we sought co-operation from you. We are glad that you considered our proposals sympathetically and we are obliged to you for the views which you have so kindly expressed. As you expressed your desire that we should place our concrete proposals before you, I may sum up our proposals which we have already placed before you at the interview. They are—

(a) The colleges in the Kannada areas in the Madras Province should be free to be affiliated to the Karnataka University when formed.

(b) The Government of Madras should continue to spend the amounts they are at present spending on the colleges in those areas.

(c) As the Karnataka University is to be newly started, the Government of Madras should be kind enough to sanction some initial grant for its establishment.

(d) The Government of Madras should be kind enough to recognise, for the purpose of employment in Government service, the graduates of the Karnataka University domiciled in the Province of Madras.

I express again my gratitude for the very sympathetic hearing which you gave to us and also for the many suggestions which you gave us in the matter of higher education. I am sure, you will consider the proposals before you sympathetically and inform my Committee of the opinion of your Cabinet.

With my best regards,

Yours sincerely,

N. S. LOKUR,

Chairman,

Karnatak University Committee.

## APPENDIX F

Minister for Education,  
Fort St. George, Madras,

3rd January 1948.

My dear Justice Lokur,

Let me thank you for your letter of the 29th December. You have raised certain points in your letter about the affiliation of the Colleges now existing in the Kannada area to your proposed Kannada University. I think it is too early for the matter to be placed before the Cabinet or a decision to be taken. It will become a live matter after your University is started.

I hope you had a pleasant time in Madras.

With best regards,

Yours sincerely,

T. S. AVINASHILINGAM CHETTIAR,

Mr. Justice N. S. Lokur,

Chief Justice, Kolhapur, and

Chairman, Karnatak University Committee, Kolhapur.

## APPENDIX G

*Statistical Information about Colleges and Institutions of Higher Learning for the year ending on March 1947.*

(a) BOMBAY KAENATAK

Serial No.	Name of the institution	Whether Full grade	No. of teaching staff	No. of students	Annual recurring expenditure	Remarks
1	2	3	4	5	6	7
					Rs.	
1	S. T. College, Belgaum .. ..	....	10 8*	47 40*	60,154 ....	*A basic training course for graduates has been started in this college from June 1947.
2	Kannada Research Institute, Dharwar ..	....	1	14	17,303	
3	Lingaraj College, Belgaum .. ..	Full grade Arts and Science.	44	1,023	2,80,040	
4	Raja Laxhamagonda Law College, Belgaum.	....	9	288	20,948	
5	The J. G. College of Commerce, Hubli ..	....	7	120	25,000	The college has been started newly from June 1947 with a provision for teaching up to Inter. Examination in Commerce.
6	The College of Agriculture, Dharwar ..	....	21	80	4,07,600	This institution has also been started from June 1947.
7	The Rameswar College, Bagalkot ..	Full grade Arts and Intermediate Science.	15	220	79,301	

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Serial  
No.

Name of the  
institution

1

2

---

8 Vijay College, Bijapur .. ..

9 K. E. Board's Arts College, Dharwar ..

10 Karnatak College, Dharwar ..

11 B. V. Bhoomaraddi Polytechnic, Hubli ..

12 The Engineering College, Hubli ..

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Whether Full grade	No. of teaching staff	No. of students	Annual recurring expenditure	Remarks
3	4	5	6	7
				Rs.
Intermediate Arts ..	10	85	32,376	The College has started Science courses leading up to Inter. Sc. Examination and B.A. degree courses also, from June 1947.
Full-grade Arts ..	12	126	27,437	
Full-grade Arts and Science.	40	923	2,54,894	
<b>Total..</b>	<b>177</b>	<b>2,066</b>	<b>12,06,063</b>	
....	....	....	....	
....	....	....	....	This college will be started from June 1948.



(b) MADRAS--KARNATAK

1	2	3	4	5	6
1	Veerasaiva College, Bellary ..	Intermediate College .	13	188	24,097
2	Government Arts College, Anantpur ..	Full-grade Arts and Science.	36	624	1,22,751
3	St. Anne's Training College, Mangalore ..	....	6	27	15,249
4	St. Aloysius College, Mangalore ..	Full-grade Arts and Science and Commerce.	48	953	2,38,250*
	(F)				
5	Mahajana Sanskrit College, Perdala (Karsargod, S. K.).	....	8	40	10,429
6	Sri Advaita Vedanta Sanskrit College, Udipi.	....	17	29	14,956
7	Government Arts College, Mangalore ..	Intermediate ..	6	252	39,100
8	S. B. Sanskrit College, Karkala, S. K. ..	....	15	149	12,375
		Total ..	149	2,256	4,76,207
9	St. Agnes' College for Women, Mangalore .	....	....	..	....

\*These figures are approximate.

## APPENDIX H

*Statistical information about High Schools with Matriculation Standards,  
in March 1947*

## (a) BOMBAY KARNATAKA

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
1	Anglo-Urdu High School, Hubli ..	215	22	29,929	
2	A. K. Girls' High School, Dharwar ..	430	28	33,793	
3	Victoria High School, Dharwar ..	375	70	20,459	
4	Karnatak High School, Dharwar ..	740	153	41,628	
5	B. E. M. High School, Dharwar ..	979	251	52,733	
6	R. L. S. Sardesai High School, Dharwar.	530	87	32,610	
7	Lanington High School, Hubli ..	987	93	48,449	
8	New English School, Hubli ..	825	75	48,950	
9	Municipal High School, Gadag ..	884	190	50,610	
10	V. D. Chavan High School, Gadag ..	540	53	31,050	
11	Municipal High School, Haveri ..	616	108	35,987	
12	Municipal High School, Ranibennur ..	441	50	22,425	
13	K. E. Board's High School, Dharwar ..	430	60	21,560	
14	City High School, Hubli ..	317	37	21,978	
15	St. Mary's High School, Hubli ..	290	17	17,109	
16	Convent High School, Hubli ..	117	14	13,207	
17	Model High School, Navalgund ..	193	12	12,166	
18	Sardars' High School, Belgaum ..	407	71	43,129	
19	Beynon Smith High School, Belgaum ..	935	239	57,473	
20	Gilganchi Artal High School, Belgaum.	751	236	44,488	
21	Municipal High School, Gokak ..	600	55	30,333	
22	Jadhavji Anandji High School, Athni.	495	67	31,000	
23	K. R. E. Society's High School, Ainapur.	183	20	12,015	

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
24	Municipal High School, Nippani	713	53	28,997	
25	R. D. High School, Chikodi	600	40	27,250	
26	Municipal Jackson High School, Bail-Hongal.	388	27	17,877	
27	Mahila Vidyalaya, Belgaum	280	8	14,509	
28	B. K. Model High School, Belgaum	583	75	35,083	
29	Maratha Mandal's High School, Belgaum.	559	78	32,003	
30	Thalakwadi High School, Thalakwadi	336	40	19,336	
31	Durgundeswar Lajapatrao High School, Sankeswar.	229	15	11,964	
32	Vanita Vidyalaya, Belgaum	455	38	29,897	
33	Balika Prisha Vidyalaya, Belgaum	199	15	10,021	
34	St. Paul's High School, Belgaum	348	41	46,584	
35	St. Joseph's Convent High School, Belgaum.	228	40	28,170	
36	Government Agricultural High School, Bijapur.	396	74	63,132	
37	A. K. Girls' High School, Bijapur	305	25	24,750*	
38	S. S. High School, Bijapur	743	164	44,577	
39	P. D. J. High School, Bijapur	649	144	35,951	
40	Basaveshwar High School, Bagalkot.	885	96	40,175	
41	S. S. High School, Bagalkot	640	105	29,592	
42	V. B. Dargar High School, Bijapur	475	111	23,214	
43	Municipal High School, Guldegud	203	32	11,778	
44	Government High School, Karwar	378	95	34,261	
45	Hindu High School, Karwar	650	111	40,501	
46	Sadashivgad High School, Sadashivgad.	232	36	12,429	
47	Edward High School, Ankola	398	68	21,066	
48	Gibb High School, Kumta	857	78	34,903	

(\* These are approximate figures.)

## APPENDIX H

*Statistical information about High Schools with Matriculation Standards,  
in March 1947*

## (a) BOMBAY KARNATAKA

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
1	Anglo-Urdu High School, Hubli ..	215	22	29,929	
2	A. K. Girls' High School, Dharwar ..	430	28	33,793	
3	Victoria High School, Dharwar ..	375	70	20,450	
4	Karnatak High School, Dharwar ..	740	153	41,628	
5	B. E. M. High School, Dharwar ..	979	251	52,733	
6	R. L. S. Sardesai High School, Dharwar.	530	87	32,610	
7	Lamington High School, Hubli ..	987	93	48,449	
8	New English School, Hubli ..	825	75	48,950	
9	Municipal High School, Gadag ..	884	190	50,610	
10	V. D. Chavan High School, Gadag ..	540	53	31,050	
11	Municipal High School, Haveri ..	616	108	35,987	
12	Municipal High School, Ranibennur ..	441	50	22,425	
13	K. E. Board's High School, Dharwar ..	430	60	21,560	
14	City High School, Hubli ..	317	37	21,978	
15	St. Mary's High School, Hubli ..	290	17	17,109	
16	Convent High School, Hubli ..	117	14	13,207	
17	Model High School, Navalgund ..	193	12	12,166	
18	Sardars' High School, Belgaum ..	407	71	43,129	
19	Beynon Smith High School, Belgaum ..	935	239	57,473	
20	Gilganchi Artal High School, Belgaum ..	751	236	44,488	
21	Municipal High School, Gokak ..	600	55	30,333	
22	Jadhavji Anandji High School, Athni ..	495	67	31,000	
23	K. R. E. Society's High School, Atnapur.	183	20	12,015	

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs	
24	Municipal High School, Nippani	713	53	28,997	
25	R. D. High School, Chikodi	600	40	27,250	
26	Municipal Jackson High School, Bailhongal.	388	27	17,877	
27	Mahila Vidyalaya, Belgaum	280	8	14,509	
28	B. K. Model High School, Belgaum	583	75	35,083	
29	Maratha Mandal's High School, Belgaum.	559	78	32,003	
30	Thalakwadi High School, Thalakwadi	396	40	19,336	
31	Durdundeswar Lalapatrao High School, Sankeswar.	229	15	11,964	
32	Vanita Vidyalaya, Belgaum	455	38	29,897	
33	Balikaresha Vidyalaya, Belgaum	199	15	10,021	
34	St. Paul's High School, Belgaum	348	41	46,584	
35	St. Joseph's Convent High School, Belgaum.	228	40	28,170	
36	Government Agricultural High School, Bijapur.	396	74	63,132	
37	A. K. Girls' High School, Bijapur	305	25	24,750*	
38	S. S. High School, Bijapur	743	164	44,577	
39	P. D. J. High School, Bijapur	649	144	35,951	
40	Basaveshwar High School, Bagalkot.	885	96	40,178	
41	S. S. High School, Bagalkot	640	95	28,592	
42	V. B. Dabbar High School, Bijapur	475	111	23,214	
43	Municipal High School, Gulbarga	203	32	11,778	
44	Government High School, Karwar	378	95	24,261	
45	Hindu High School, Karwar	650	111	40,601	
46	Sadashivgad High School, Sadashivgad.	232	36	12,429	
47	Edward High School, Ankola	398	68	21,666	
48	Gilb High School, Kumta	857	78	34,903	

(\* These are approximate figures)

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
49	St. Thomas High School, Honavar ..	250	26	15,069	
50	Sri Marikamba High School, Sirsi ..	423	47	26,532	
51	Anglo-Urdu Ialamia High School, Bhatkal.	155	5	18,400	
52	New English High School, Honnavar .	235	19	12,669	
53	St. Michael's Convent High School, Karwar.	66	5	12,307	
54	Anandashrama High School, Banki-kodla.	385	31	11,035	
	Total ..	25,423	3,739	15,67,048	

## (b) Madras Karnataka

				Rs.
1	S. V. S. High School, Bantwal ..	662	66	25,429
2	Board High School, Coondapur ..	652	79	32,436
3	Milagres High School, Kallianpur ..	671	50	30,145
4	Board High School, Karkala ..	575	66	30,150
5	Board High School, Kasargod ..	373	66	13,806
6	B. E. M. High School, Mangalore ..	418	97	36,089
7	Ganapati High School, Mangalore ..	594	104	34,505
8	Government Collegiate High School, Mangalore.	500*	75*	40,260*
9	Canara High School, Mangalore ..	1,785	290	1,19,370
10	Board High School, Mulki ..	534	87	28,021
11	Raja's High School, Nileswar ..	724	75	39,290
12	Puttur Board High School, Puttur .	675	70	25,110
13	Board High School, Udipi ..	521	49	27,542
14	Christian High School, Udipi ..	327	67	23,074
15	Captain's Secondary & Trg. School for Women, Kankanady, Mangalore.	250	17	28,019

\* These are approximate figures.

Serial No	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
16	Govt. Secondary & Training School for Women, Mangalore.	104	27	54,151	
17	B. E. M. Girls' High School, Kasargod.	517	33	17,584	
18	Little Flower Girls' High School, Kinningdi.	131	9	11,122	
19	Sacred Heart Girls' High School, Kulshekar.	51	9	11,222	
20	Besant National Girls' High School, Mangalore.	233	22	16,596	
21	Lady Hill Victoria Girls' High School, Mangalore.	350*	30*	24,760*	
22	St. Victor's Girls' High School, Puttur.	169	13	9,862	
23	St. Cecily's Girls' High School, Udipi.	124	28	22,772	
24	Sri Vishnumurty High School, Inanje.	364	47	15,623	
25	St. Aloysius' College High School, Mangalore.	1,435	187	1,13,540*	
26	Milagres High School, Mangalore ..	881	46	35,642	
27	Canara High School, Urwa Branch, Mangalore.	....	....	....	
28	Government High School for Muslim Girls, Mangalore.	72	3	18,469	
29	St. Agnes' Girls' High School, Mangalore.	958	76	38,019	
30	St. Ann's Secondary and Training School, Mangalore.	555	35	27,902	
31	Municipal High School, Adoni ..	700*	60*	34,200*	
32	Municipal High School, Bellary ..	900	76	48,160	
33	Wardlaw High School, Bellary ..	855	108	49,479	
34	St. John's High School, Bellary ..	260	36	13,644	
35	Board High School, Harpanahalli ..	416	25	22,845	
36	Municipal High School, Hospet ..	730	68	30,864	
37	Board High School, Kottur ..	365	21	15,021	

\* These are approximate figures.

Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6
				Rs.	
38	Board High School, Rayadurg ..	350*	20*	16,650*	
39	Board High School, Yammiganur ..	63	12	20,330	
40	Government Secondary School for Girls, Bellary.	417	34	30,942	
41	St. Philomena's European High School for Girls, Bellary.	165	....	24,084	
42	Municipal High School, Anantpur ..	1,154	185	56,389	
43	Board High School, Dharmavaram ..	550	52	21,484	
44	Elva d'Oronation Municipal High School, Hindupur.	650*	60*	32,400*	
45	Kaibasawaswamy Board High School, Urvakonda.	471	30	20,930	
46	Government Secondary & Training School for Women, Anantapur.	310	19	33,097	
47	Board High School, Kollegal ..	1,006	60	30,221	
48	Rao Bahadur Belligounder Board High School, Hasabathalai.	350*	20*	16,650*	
49	Board High School, Kampli ..	350	11	13,210	
50	Board High School, Hadagalli ..	363	16	13,064	
51	Board High School, Alur ..	314	10	13,890	
52	Board High School, Kudligi ..	350*	20*	16,650*	
53	Board High School, Sirguppa ..	350*	20*	16,650*	
54	Board High School, Madakasira ..	353	21	15,370	
55	London Mission High School, Gooty .	527	44	27,824	
56	Board High School, Kalliyandurg ..	364	29	17,018	
57	Basavaraja's High School, Punganur.	350*	20*	16,650*	
	<b>Total ..</b>	<b>28,187</b>	<b>2,890</b>	<b>16,26,157</b>	

\*These are approximate figures.



Serial No.	Name of High School	Strength of the School	No. of students that appeared for the Matriculation	Annual recurring expenditure	Remarks
1	2	3	4	5	6

## (c) COORG PROVINCE

				Rs.	
1	Central High School, Mercara ..	590	67	51,052	
2	Government High School, Virajpet ..	866	34	51,641	
3	Girls' High School, Mercara ..	560	22	22,451	
4	High School, Somawarapet ..	100	17	11,331	
5	Government High School, Napoklu ..	154	18	7,561	
6	Kiggatnad High School, Ponnampet .	137	17	18,500	
Total ..		2,406	175	1,62,536	

## (d) DECCAN STATES AREA (NOW MERGED)

				Rs.	
1	Shahaji High School, Akkalkot ..	579	55	13,771	
2	Parashuram Bhanu High School, Jamkhandi.	313	58	12,185	
3	Harabhat High School, Kundgol ..	114	16	6,033	
4	Chintamanrao High School, Shahapur.	551	103	29,320	
5	King George High School, Mudhol ..	108	22	8,500	
6	State High School, Ramdurg ..	399	38	14,626	
7	Majid High School, Savanur ..	350	27	11,745	
8	Sri Ramarao Vidyamandir, Jath ..	360*	30*	12,500*	
Total ..		2,774	349	1,08,580	

\* These are approximate figures.