

University of Bombay.



REPORT OF THE SENATE COMMITTEE APPOINTED TO CONSIDER THE RECOMMENDATIONS OF THE CALCUTTA UNIVERSITY COMMISSION.

The Committee appointed by the Senate to consider the recommendations of the Calcutta University Commission, beg to submit the following report.

2. The Committee held in all eleven meetings on the days marginally noted, each meeting lasting about two hours. The Committee have given anxious consideration to the complex and difficult questions involved and have endeavoured in this report to submit to the Senate what they venture to trust will be found to be a workable scheme. While the issues which it was the duty of the Calcutta University Commission to investigate had a direct bearing on other Universities in India and in making their recommendations the Commission bore in mind the wider implications of their

29th March 1920.
23rd July 1920.
9th August 1920.
10th August 1920.
8th September 1920.
9th September 1920.
11th October 1920.
12th October 1920.
29th November 1920.
30th November 1920.
25th January 1921.

plans, still, in view of the wide divergence between the circumstances surrounding University and High School education in Bombay and in Bengal, the conclusions formed more or less with reference to the special conditions of Bengal must be applied with considerable caution in dealing with this University. The Bombay University has not to deal with anything like the huge number of students in Calcutta nor has the Bombay University affiliated private Colleges so inadequately equipped as those the Sadler Commission found in Bengal. The same divergence is to be found in the conditions of high school teaching in Bombay and Bengal; the annual cost per boy in High Schools being Rs. 18 in Bengal as against Rs. 38 in Bombay. The Committee accordingly came to the conclusion that they should deal with the fundamental issues raised by the report of the Calcutta University Commission and consider how far we should in Bombay, having regard to its conditions, adopt the recommendations of that Commission.

3. The Committee accept the proposition enunciated by the Commission that secondary education should be wide and exact, adapted to individual aptitudes and to growing national needs, liberal as a preparation for life and also specific in its preparation both for the University and for the immediate entrance upon other careers. The Committee are unanimously of opinion that the present secondary education as imparted in the High Schools requires to be considerably remodelled in order to approximate to the above standard. They also generally accept the proposition that, owing to the defective teaching in the High Schools, the Arts Colleges are engaged in the first two years' classes in imparting what is really school education. Some of the members were of the view that if the money needed for the establishment of Intermediate Colleges and for other improvements suggested by the Sadler Commission were expended on raising the present insufficient salaries paid to teachers and professors and in properly equipping the schools and Colleges, and if the present courses of study were revised and the vernaculars used as a medium of instruction up to a certain stage, the present system would yield adequate results. A substantial majority of the Committee, however, take the view that the defects of the present system cannot be remedied by merely employing better paid teachers and that the present school education neither affords necessary equipment to those who desire at that stage to take up business and other careers nor provides adequate preparation for what is strictly University education; and that some such remodelling of the present system as suggested by the Sadler Commission is necessary.

4. The Calcutta University Commission suggest a transfer of the first two years' College instruction to Intermediate Colleges and select schools. The Committee considered other alternative proposals, namely, (1) that only the first year College instruction be transferred to the Intermediate Colleges, (2) that the last two years of the school instruction and the first year of the College instruction be transferred to the Intermediate Colleges, (3) that the last year of the school instruction and the first two years of the College instruction be transferred to the Intermediate Colleges and (4) that the first two years of College instruction and the last two years of school instruction be transferred to the Intermediate Colleges.

5. The Committee requested Mr. Paranjpye to draw up a scheme of curricula to be prescribed for the Secondary Schools and Intermediate Colleges. A copy of the scheme prepared by Mr. Paranjpye is herewith appended.

6. The Committee came to the conclusion that the best arrangement will be to transfer the first two years of the College instruction and only the last year of the present High School instruction to the Intermediate Colleges. The Committee are unanimously of opinion that this rearrangement should not result in the lengthening of the present period of study from the first primary standard to the B.A. degree. They are, therefore, in favour of the following distribution of the period of education :—

Four years for Primary education.

Five years for Secondary education.

Three years for Intermediate courses.

Three years for University education.

The view was expressed in the Committee that for a Pass degree a two years' course at the University might suffice.

7. The transfer of the first two years' college instruction to Intermediate Colleges will seriously affect the finances of the University. At present the University gets Rs. 10 from every candidate who passes into the second year class after passing the first year's College examination and it gets Rs. 20 from every candidate appearing at the Intermediate examination. Government will have to make provision for recouping the University the loss that it will sustain by the loss of the income at present derived from the first year and Intermediate examinations. The University by the abolition of the Matriculation Examination and the creation of the Joint Examination Board have already sustained a loss of Rs. 20,000 per annum and the Committee consider that Government should recoup to the University the loss sustained by it by the abolition of the Matriculation Examination and also the prospective loss by the transfer of the first year and the Intermediate Examinations to the proposed Central Board. The Sadler Commission have recommended the payment by Government to the Calcutta University of Rs. 3,00,000 (3 lacs) as compensation for loss of Matriculation and Intermediate Examination fees.

8. The next question the Committee considered was the creation of a Central Board for the purpose of directing and controlling the education in middle schools and Intermediate Colleges and its functions. The Committee are entirely in favour of the creation of such a Board for the reasons given by the Sadler Commission. As regards the functions of the Central Board, there was a prolonged discussion during the course of which considerable divergence of opinion was manifest; but the Committee ultimately came to the conclusion that the functions of the Board should be legislative and deliberative, supervisory and advisory, and that they should be limited to prescription of curricula, conduct of examination, appointment of inspecting officers, inspection and recognition of Intermediate Colleges and Schools and defining the qualifications and the minimum salaries of teachers and the framing of rules for the distribution of grants. The Committee are clearly of opinion that it will not be desirable to place the actual administration of all Government schools and Intermediate Colleges directly under the Board as recommended by the Sadler Commission. The Committee are of opinion that Government Institutions and private Institutions should stand in the same relation to the Board, the direct management and control of Government Institutions remaining with Government and those of private Institutions remaining with their

conductors, but both Government and private Institutions being subject to the control of the Board as defined above. The Board should be created by an act of legislature defining its functions as recommended above, with power to the Board to frame rules and regulations regarding the matters entrusted to them. The Committee are of opinion that there should be an executive officer of the Board to carry out the provisions of the Act and the rules and regulations framed thereunder, such executive officer, though responsible to the Board and removeable by the vote of three-fourth members of the Board, should be appointed by Government. He will be subject to the criticism of the Board and its general supervision, but the Board should not have the power to overrule any particular executive act taken by him. There was considerable difference of opinion on the question whether any appeal should be allowed from particular acts or decisions of the executive officer and if so to what authority. The majority took the view that such appeal should lie to the Minister of Education. The Committee think that the executive officer should attend the meetings of the Board and be at liberty to take part in its proceedings, but shall not have a vote. The Committee recommended that the Board should consist of twenty members as follows:—

1. The Director of Public Instruction, *ex-officio*.
2. Five (5) members chosen by Government.
3. Seven (7) members chosen by the University.
4. Two (2) members elected by the non-official members of the Legislative Council.
5. Two (2) Principals or Professors of Intermediate Colleges elected by the Principals and members of the staffs of a prescribed standing, one of whom at least to be the Principal or Professor of a non-Government College.
6. Two (2) Head Masters chosen by the Head Masters of the Secondary schools, at least one of whom to be the Head Master of a non-Government school.
7. One (1) lady chosen by the Heads of Girls' Schools and the Heads and members of a prescribed standing of the staffs of Girls' Colleges.

The Board to elect one of its own members to be its President.

9. The Committee next considered the recommendations of the Sadler Commission about the constitution of the University and its functions in regard to teaching and examinations and its relation with the Colleges. The Committee have come to the conclusion that the University should be a teaching University mainly as regards Post-Graduate courses and the Arts Colleges, in their view, should be restricted to the courses up to the B.A. and B.Sc. degrees, the University undertaking teaching for the M.A. and M.Sc. degrees. The University, the Committee think, should take charge of all research work in Science as well as all other subjects. The Committee are further of opinion that the University should undertake instruction for the degree of Bachelor of Teaching on the lines recommended by the Sadler Commission. The Committee after considerable discussion came to the conclusion that it was not desirable to have what are called incorporated and constituent colleges as recommended by the Sadler Commission. The Committee are against any such differentiation of Colleges, and are in favour of all the Colleges affiliated to the University conforming to one type, namely, that of constituent Colleges. The Committee recommend that all full grade Colleges already affiliated and those to be affiliated in future be constituent Colleges and that as recommended by the Sadler Commission the University should have power to make regulations prescribing—

- (a) The number of students such a College may admit.
- (b) The number of teachers to be provided in proportion to the number of students.
- (c) The conditions of service and the minimum rates of pay for its teachers, relaxation in these respects being allowable in the case of any particular College deemed deserving of special treatment.
- (d) Conditions to be observed regarding the residence of students.

(e) The minimum accommodation and equipment (including Libraries and laboratories) to be provided in the subjects which the College undertakes to teach.

(f) The method of the administration of the College.

(g) The conditions under which teachers appointed by a College should be subsequently approved by the University and the extent to which such approval should be required, provided that the College should have control over appointments to its own staff.

Such Colleges should, the Committee think, enjoy the following privileges:—

(a) They should have representation on the various bodies of the University.

(b) Their teachers should, under conditions to be laid down by the University, be eligible for appointment as University Professors, Readers and Examiners without leaving their Colleges and for membership of all academic bodies.

(c) They should have full control over the discipline of their students (subject to the general regulations) and over the amount and type of instruction to be received by them.

10. As regards the constitution of the University, after giving very careful consideration to the recommendations of the Sadler Commission, the Committee are of the view that the organisation of three bodies namely, a Court, an Executive Council and an Academic Council, as recommended by that Commission, is not desirable. The Committee are strongly of opinion that the present constitution of this University is, on the whole, very satisfactory and that it should continue with the following modifications:—

1. The strength of the Senate should be increased from 100 to some number between 125 and 150 with considerable extension of elective principle on the lines laid down in the representation of this University to Government, dated 15th February 1918 (a copy of which is herewith appended).

2. The strength of the Syndicate should be raised to 20 with statutory provision for the appointment of Standing Committees for various purposes; the professor members of the Senate should be accorded the privilege of electing out of their own body a prescribed number of members on the Syndicate.

11. The Committee devoted anxious attention to the recommendation of the Sadler Commission that the Vice-Chancellor should be a whole-time officer. But they are unanimously of opinion that, having regard to the recommendations made by them about the constitution and functions of the University considerably different from those recommended by the Sadler Commission and in view of the fact that the work of this University is not anything like so unwieldy as that of the Calcutta University, with its enormous numbers of students and Colleges, and above all having regard to the positive advantages attached to the present system, it is not desirable to make the Vice-Chancellor a salaried whole-time officer.

12. The Committee next considered the recommendations of the Sadler Commission with regard to the medium of instruction and examination. The Committee have come to the following conclusions:—

1. The medium of instruction as well as that of examination in Secondary Schools should generally be the vernaculars.

2. That the regulations regarding the School course should be so framed as to indicate that ordinarily the instruction given in all subjects except English should be in the vernacular but that such Schools as chose to adopt English as a medium be at liberty to do so and that the medium of the examination at the end of the School course be English as well as the vernacular.

With regard to Intermediate Colleges the Committee are of opinion that the medium of instruction as well as that of examination should be English subject to the following exceptions:—

1. Any Institution may have the option of giving instruction in the vernaculars.

2. In Oriental Classical languages the medium of instruction may be at option the vernacular but that the medium of examination shall be both English and vernacular.

The Committee are in favour of the institution of the following Boards as recommended by the Sadler Commission :—

1. The University Board to regulate examinations.
2. The University Board of Students' welfare.
3. The University Board of Women's education.

13. The Committee are also of opinion that Women's Colleges be established and that women candidates be allowed various options in the course of their studies.

14. The Committee wish to record their opinion that it is desirable as circumstances permit to establish separate Universities in different linguistic regions of the Presidency.

15. The Committee have endeavoured in their report to deal with the main features of the recommendations of the Sadler Commission and on which legislative action in some form will have to be taken. There are many other recommendations and suggestions made by the Sadler Commission, specially as regards the every day working of the University, which it is not necessary to deal with in this report, but which will afford useful guidance when the changes recommended in this report are carried out and the University and Central Board and the Colleges and the Schools begin working on the lines indicated.

16. The Committee have not considered the financial aspect of the changes recommended by them. They have endeavoured to determine what they believe is necessary to be done from the educational point of view. But it is certain that the proposed changes cannot be carried out without heavy expenditure, and the State must be prepared to make grants for the purpose. The cost of each Intermediate College has been estimated by the Sadler Commission to be Rs. 50,000 a year and the Committee estimate that 50 such Colleges will be required ; and large amounts will be needed for properly equipping the present Government Schools and aiding private schools to attain the desired standard. The Sadler Commission's estimates of recurring annual grants for Bengal are as follows :—

| | Rs. |
|---|-----------|
| Improvement in secondary and Intermediate education excluding revenue from examinations | 40,00,000 |
| For the University of Calcutta | 12,24,200 |
| Annual grant to the University for loss of income on Matriculation and Intermediate | 3,00,000 |

Besides the above additional annual grants, the Sadler Commission estimate a capital outlay for the University of Rs. 61,50,000. The requirements of Bombay will be considerably less but still the amount necessary will be very heavy.

C. H. SETALVAD.
 J. G. COVERNTON.
 N. A. F. MOOS.
 A. M. KAJIJI.—
 R. P. PARANJPYE.
 L. A. SHAH.*
 A. L. COVERNTON.
 SORAB K. NARIMAN.
 MIRZA ALI MOHAMMED KHAN.*
 K. NATARAJAN.*
 R. N. RANINA.*
 E. BLATTER.
 HAROLD H. MANN (I am in general agreement with the Report, but wish to reserve my opinion regarding paragraphs 6 and 8.)

* Subject to minute appended.

R. M. CARTER.
 K. S. AIYAR.
 A. G. VIEGAS.
 D. F. MULLA.
 G. C. BHATE.*
 R. ROW, M. D. (Lon.), D.Sc.
 J. D. BHARDA.*
 H. J. BHABHA.*
 B. B. JOSHI.*
 RAFIUDDIN AHMAD.* —
 H. M. MASINA.
 D. G. DALVI.
 S. C. SHAHANI.
 V. B. NAIK.*
 JOHN MCKENZIE.*
 H. A. SADARANGANI.

Bombay, 25th February 1921.

I regret I cannot sign this report as I was not able to attend most of the meetings of the Committee.

24th February 1921.

N. G. CHANDAVARKAR.

MINUTES.

In spite of weighty opinions to the contrary, on balancing the considerations for and against the proposal for starting Intermediate Colleges, I am inclined to think that the money required to give effect to the proposal could be spent with practically the same advantage upon the existing institutions. It seems to me that it is possible to achieve the same educational results, as you can reasonably expect from having Intermediate Colleges, by a suitable adjustment of the School and College courses, by adopting the vernaculars as a medium of instruction in the High Schools, by improving the condition of the teachers and increasing their number, by making education cheaper than it is at present and generally by strengthening the existing institutions and by starting new ones without seriously disturbing the existing divisions of the school and college courses. I say this with reference to the circumstances and conditions obtaining in this Presidency without meaning to question the suitability of the recommendations made by the Calcutta University Commission in relation to the Presidency of Bengal. On the whole I think that the defects in the present system, such as they are, can be adequately remedied without having such radical changes as the institution of the Intermediate Colleges will necessarily involve. Generally speaking it is better to adopt a line of improvement which does not involve such changes in the existing arrangements, so far as it may be reasonably possible to do so. At the same time I desire to make it clear that whatever method of improvement be adopted, the need for improvement and for the funds required for that purpose, in my opinion, is real and urgent. If the proposal for the Intermediate Colleges is to be accepted, I agree generally with the recommendations of the Committee incidental to that proposal. I am also in general agreement with the other recommendations of the Committee.

15th February 1921.

L. A. SHAH.

I do not agree with the recommendations of the Committee that Intermediate Colleges should be established. I am one of those who think that much better results would be obtained at a far less cost if the present schools and colleges are adequately provided with funds and the staff strengthened. Further the Report is incomplete as the Committee have refused to consider the financial aspect of the question as a whole.

I agree with paragraph 10 of the Report.

MIRZA ALI MOHAMMED KHAN.

* Subject to minute appended.

I sign this Report subject to the following observations. It is observed in the Report:—

‘The Committee are unanimously of opinion that the present secondary education as imparted in the High Schools requires to be considerably remodelled in order to approximate to the above standard. They also generally accept the proposition that, owing to the defective teaching in the High Schools, the Arts Colleges are engaged in the first two years’ classes in imparting what is really School education. Some of the members were of the view that if the money needed for the establishment of Intermediate Colleges and for other improvements suggested by the Sadler Commission were expended on raising the present insufficient salaries paid to teachers and professors and in properly equipping the schools and Colleges, and if the present courses of study were revised and the vernaculars used as a medium of instruction up to a certain stage, the present system would yield adequate results. A substantial majority of the Committee, however, take the view that the defects of the present system cannot be remedied by merely employing better paid teachers and that the present school education neither affords necessary equipment to those who desire at that stage to take up business and other careers nor provides adequate preparation for what is strictly University education; and that some such remodelling of the present system suggested by the Sadler Commission is necessary.’

The attendance at meetings of the Committee varied from time to time, and it is not possible to say what the substantial majority was which took the latter view. Some of the Principals of Colleges and the only Headmaster of a High School on the Committee were decidedly of the opinion that if they had more money they could make the instruction in the Intermediate College classes and the High School classes quite as efficient as necessary as a preparation for careers as well as for the University. If this can be done—and no reasons have been given to show that it cannot—there is obviously no need to revolutionise a system of education which has grown up during the last fifty years under the guidance of some of the most eminent Indians of this Presidency. The Senate should satisfy itself beyond doubt that nothing but such a revolutionising will suffice to improve the defects of our system, before it rejects the less showy and the less expensive but more certain method of reforming the existing system.

The present system as a whole is sound at the core and in its general configuration and well adapted to the conditions amidst which it has grown up. Its defects are chiefly due to its being starved for funds. To begin with, we want many more High Schools and Colleges. The height to which the standard of education can be raised at a given time is strictly proportional to the breadth of the basis that is to sustain it. Then, we want better teachers and professors. That they should be better paid than at present, goes without saying. What needs to be emphasised is that no restrictions should be placed on the free exercise by them of their rights as citizens, and that the State, the University and the public should in every way possible show that they appreciate the high national importance of the status and functions of the teaching profession. The modern tendency in education has been to over-emphasise the importance of buildings and equipment, and as a consequence to under-rate that of the human factor. Dr. Montessori bitterly exclaims that “scientific pedagogy” has exhausted itself in the designing of model desks for schools! This tendency, as usual, has been exaggerated in India, while the teacher has been reduced, by low pay, humiliating restrictions, and an irritating racial distinction, to a state of chronic discontent which cannot but infect the student population. Then, again, School and College fees have attained what, to people of the middle classes, are prohibitive levels. Even in England where it has long been the accepted doctrine that higher education is the privilege of the well-to-do classes, eminent thinkers have been insisting on the national importance of making the educational highway, from the elementary school to the University, free to rich and poor. In India where poverty has never been a bar to education, the effect of high fees is peculiarly galling. Large classes are barred access to education, and a considerable number of the students who have access to it, cost to their parents sacrifices that can

only be described as intolerable. The largest sum of money that can be spared, will not be more than enough to meet these urgent reforms.

Given enough money, our system, without radical changes, can be made as efficient educationally as the conditions, social, economic and political, admit of any system becoming in our midst at present.

All that can be gathered from the Report as regards the financial aspect of its scheme, is that the Sadler Committee's estimate was 55½ lakhs recurring and 61½ lakhs non-recurring for the reform of University and secondary education in Bengal, and that Bombay will require considerably less. This opinion may be tested by a consideration of a few facts. Our population is about half that of Bengal, but our scale of expenditure is twice that of Bengal—Rs. 38 per High School student against Rs. 18 in Bengal. And, also, our Intermediate colleges are to cover a course of three years, against the Sadler Commission's two. Taking all these factors, it is doubtful if the cost of the Committee's scheme for Bombay will be much less than that of the Sadler scheme for Bengal.

Any scheme, whatever its other merits, which curtails the opportunities of education at present available even in respect of a single student, should on that account alone, be summarily rejected. The Sadler Committee's scheme would have increased the number of institutions at which Intermediate education is given. The scheme of the Report involves a large immediate reduction in the number of institutions at which instruction in the highest matriculation class is imparted. While there are at present nearly 250 such institutions, there will only be 50 where such instruction will be imparted under the proposed scheme.

11th February 1921.

K. NATARAJAN.

I sign this report subject to the observations of Mr. K. Natarajan with which I entirely agree. I must further add that any changes which do not make the teaching and examination of certain subjects in vernacular in the schools will not serve the object we all desire to accomplish.

R. N. RANINA.

I sign the report subject to the same observations as those made by Mr. K. Natarajan.

J. D. BHARDA.

We are in general agreement with the report and have therefore signed it. However, in the matter of the medium of instruction and examination, we differ from the view expressed in the report. Our view is that the medium should be the vernacular of the student at his option up to the end of the Intermediate course, for purposes both of instruction and examination. Our reasons are briefly these:—

(1) The recommendation in the report does not go even so far as the one made by the Sadler Commission, who propose the medium of instruction and examination to be the vernacular upto the end of the present Matriculation course, *i.e.*, the end of the first year, of the three years' intermediate course proposed in this committee's report.

(2) Even the Sadler Commission have admitted the desirability of the vernaculars being used as media of instruction and examination up to the beginning of the University courses, but they have refrained from making a specific recommendation to that effect, leaving the question for future consideration in the light of actual conditions.

(3) One of the principal grounds for the readjustment of the courses was the desirability of separating real University instruction from work which really belonged to high schools but was now being done in the Colleges. The Intermediate course proposed by the Committee is accordingly concerned with what is really school-work and besides it is to be preparatory, not

necessarily for the University, but also for entrance into various walks of life : we feel it essential that in a course of such a general character the vernacular should be the medium both of examination and instruction.

(4) The demand for this reform has been persistently made for a number of years without anything being done in the matter. Now that the desirability of it is admitted and we are going to make a change, we think that the reform should be carried out in a liberal and whole-hearted manner.

V. B. NAIK.

G. C. BHATE.

I have signed the above printed "Report of the Committee appointed by the Senate to consider the recommendations of the Calcutta University Commission" subject to the views expressed in the following dissenting minute :—

1. I am unable to agree to the proposal that the course of Secondary Instruction should extend over five years as stated in para. 6 of the Report, and that the course of Intermediate Instruction should last for only three years. Before I left India, I was present at the meetings at which this subject of the length of the various courses was discussed, and I cannot say that it was considered from all points of view or that a deliberate conclusion was arrived at after full discussion. It seemed to me that the distribution of the period of School and College education recommended in para. 6 of the Report was arrived at more as a compromise with a view to avoid further discussion than as a deliberate conclusion after full discussion. My long experience of twenty years as Inspector-General of Education of the work of Middle and High Schools of Mysore has convinced me that four years are amply sufficient for the course of Middle Anglo-Vernacular Schools following the Primary Stage. The fifth and sixth years of Anglo-Vernacular Instruction which form the full High School course are so essentially different in the scope, depth and accuracy of the subjects studied from the Middle School course, that they require far superior teaching and impose the necessity of employing better trained and more accomplished teachers than are usually employed or are necessary for the Middle School course. The Anglo-Vernacular course in the schools of Mysore and Madras extends over six years, of which four are spent in middle schools and two in High Schools. The Bombay Department prescribes seven years for the same course, of which five years are spent in the Middle Stage and two in the High School Stage. A period of six years for the whole of the Anglo-Vernacular course is amply sufficient, a course of five years for Middle School being unnecessarily long.

2. Mr. Paranjpe when he submitted a conspectus of a complete scheme of education was of the same opinion. I fully agree with the views he has expressed in the following paragraph :—

"It must hardly be possible or desirable to transfer one year out of this course of four years (of intermediate education) into the Middle school as several new subjects are to be begun there, e.g., Second Language, Mathematics and Science. These cannot be done to the present intermediate stage in the course of three years, and to begin these in the last one or two years of the middle stage, would be to assume that every boy in the middle stage is going in for intermediate education later on. As a matter of fact, half of them at least will be leaving their educational course at the end of the middle stage for either a vocational school or a bread-winning occupation."

3. To make the teaching of the highest or fifth class of the Middle School (corresponding to the present sixth standard) efficient would require a superior Headmaster, and there would be unnecessary waste of teaching power and expenditure. The natural dividing line when the middle course is restricted to four years is placed between the fourth and fifth year of instruction, the fifth and sixth classes forming the High School. These classes can with great advantage to both High Schools and Colleges be combined with the first two years' classes of colleges to form the intermediate college. By such a combination the tone of High School education would be considerably improved, and the present deficiencies and inconveniences of the first two years' course in colleges remedied.

An Intermediate course of four years is altogether more rounded and complete than one of three years.

4. At the end of the second year of the Intermediate course, the High School examination corresponding to the present Matriculation Examination may be held and at the end of the fourth year of the same course may be held the Entrance Examination of the University corresponding to the present Intermediate Examination or the real School Final Examination for those who do not proceed to the University, but leave after receiving some vocational education for a career in life.

5. This point seems to me of such great importance that I cannot lay too much emphasis upon it. I feel that unless the middle course ends after the fourth year of Anglo-Vernacular instruction and the fifth and sixth classes are transferred to the Intermediate Colleges, the changes proposed in the Committee's Report are likely to do more harm than good.

6. I would therefore strongly advocate the distribution of the whole period of the school and college course as follows:—

- Four years of Primary Education,
- Four years of Middle or Lower Secondary Education,
- Four years of High or Intermediate Education, and
- Three years of University Education.

7. In paragraph 8 of the Committee's Report one of the functions of the Central Board is the appointment of Inspecting Officers. It should be made clear that the Central Board of Secondary and Intermediate Education refers only to Standards V and VI of High School education and to the education of the first two years' classes in colleges, and not to the Lower Middle Schools teaching up to the IV Anglo-Vernacular Standard, though the Board may exercise a certain amount of influence on the curriculum of Lower Secondary or Middle Schools. But in every other respect the Middle Schools like the Primary Schools should continue under the complete control of the Department as hitherto. The Central Board of Secondary Education should mean the Central Board of Upper Secondary or High School Education. A clear distinction between the Lower Secondary and Upper Secondary schools also necessitates the demarcation and complete separation of middle schools from Intermediate Institutions insisted on above in paragraphs 1 to 6.

8. I beg to differ from the opinion of the Committee expressed in paragraph 10 of the Report that in the revised Constitution of the University it is not desirable to have a Court, an Executive Council and an Academic Council. All modern British Universities have these three bodies, and as their respective functions are clearly defined, the work of the Universities goes on expeditiously and there is no overlapping, whereas in the Bombay University the Syndicate has to perform the functions of both the Executive Council and the Academic Council, and the Senate has often to deal with questions that should be left entirely to these two councils except when matters of general principle and finance are involved. At present frequent meetings of the Senate are called and there is much loss of time and expenditure. It is not possible for a large body like the Senate to deal fairly or fully with academical questions. For instance, I do not consider that the way in which the Senate has dealt with the questions of post-graduate lectures, the School of Economics, or the supplanting of classical languages by vernaculars instead of adding a vernacular to a classical language in the course in languages for the Pass B. A. degree, which were lately before it, is quite satisfactory. Most of the members of the Senate have not had personal or direct practical experience of educational work and methods, and are not fully competent to decide questions of educational principles; nor are they able to deal satisfactorily with the details of the questions of finance and administration. Such questions are best left to the Executive and Academic Councils. I am clearly of opinion that the proposals made by the Sadler Commission for revising the constitution of the Calcutta University apply equally to the Bombay University.

9. I also beg to differ from the view of the Committee expressed in para. 1 of its Report that a salaried and whole-time Officer as Vice-Chancellor is not

required for the Bombay University. The present fashion of appointing High Court Judges and distinguished Lawyers as Vice-Chancellors is not in my opinion always conducive to efficient management of University affairs or the solidarity and hearty co-operation of all colleges as constituent parts of one corporate body, although the legal profession has provided some able Vice-Chancellors endowed with intellectual acumen and perspicacity of view not easily surpassed. High Academic standing and ripe experience of educational affairs are however more essential in a Vice-Chancellor, who should devote his whole time to University affairs, be responsible for the discipline and teaching of the University, take a keen interest in the work of individual colleges and bring about a hearty co-operation between them and a corporate life among all the students of the University. There is an immense field of useful work for a whole-time Vice-Chancellor.

10. The question of the medium of instruction is one of great importance both for efficient teaching and for the differentiation of schools as primary, middle and high. I beg to differ from the opinion of the Committee in paragraph 12 of its Report "that the regulations regarding the school course should be so framed as to indicate that ordinarily the instruction given in all subjects except English should be in the Vernacular." I beg to differ from this opinion. The Committee leave the Vernacular as the medium of instruction in High Schools, that is, in Standards V and VI, in which in view of the fact that English must be the medium of instruction in Colleges the teaching should be through English as far as possible, the use of a vernacular being resorted to only on those comparatively rare cases in which the teacher is unable to make his meaning clear to his pupils by using English as the medium. I have given a great deal of thought to this question of the medium of instruction. It involves also the question of the method of giving instruction in the English language.

11. I give below a tabular form, showing from my life-long experience how both these questions can be dealt with:—

| Class of School. | Medium of Instruction. | How English should be taught. |
|---|--|---|
| PRIMARY. | | |
| Standards I to IV. | Vernacular. | By the direct method. |
| MIDDLE. | | |
| Standards I to IV. | Do. | By the direct method, but the translations of continuous passages from English into vernacular and <i>vice versa</i> should be begun in the IV or highest class of the Middle School along with grammar and easy English Composition. |
| HIGH. | | |
| Standards V and VI. | English as a rule with resort occasionally to the use of vernacular. | English should be taught through the reading of suitable modern English literature, standard grammars and essay writing and translation. |
| First and Second years' classes in Intermediate Colleges. | English. | Rapid reading, essay writing, and translation. |
| COLLEGES. | English. | Wide reading, essay writing and translation. |

Such a scheme as the above, it must be noted, necessitates a break after the IV Anglo-Vernacular standard and the separation of the V and VI classes of a High School from the IV of a middle school, to be joined on to the First and Second years' college classes to form an Intermediate Institution.

19th February 1920.

H. J. BHABHA.

I regret I am not in entire agreement with the views expressed in the report of the Committee.

apter XXXII,
graph 2.

The Sadler Commission was appointed specially for the reconstruction of the Calcutta University, and although it is stated in the report of that Commission that some of its suggestions may be applicable to the whole of India, the principal one, which is called the "very pivot of our whole scheme of reform" is in my opinion, entirely inapplicable to Bombay. Not only that the circumstances that led the Commission to propose a break-up of the University Course at the intermediate stage are entirely non-existent here but, on the contrary, the very remedies suggested for improving the curriculum in Bengal are already in existence here and form, to a very great extent, the central part of the Bombay system.

apter IX,
agraphs 6, 33, 34.

2. The principal differences are the following:—

(i) The Bengal matriculation in the first place, differs vastly from the Bombay School-Leaving Examination both in its conception and curriculum; the former is merely a test for fitness to enter the University, and that a poor test both in the subjects prescribed and the standard attained; among the compulsory subjects—and they are only four—three are linguistic and the fourth is mathematics; neither history nor geography is obligatory, nor is any instruction imparted in elementary science; language and mathematics again find place in the optional group. The standard of English is said to be low.

The Bombay School-Leaving on the other hand, is designed with a view to meet the requirements of the University and to mark the close of the secondary education and to qualify students for Government service or clerical careers in business.

(ii) The difference between the two systems becomes wider after the matriculation examination.

In Calcutta, there is no public or private examination at the end of the first year and consequently the course is long; the ill-equipped students who join the University have to study the subjects, of which they had no knowledge previously, under the new methods, of mass-lecture; at the end of the two years many students fail while a large number of those that pass give up the degree course and enter service. Thus the intermediate examination is looked upon as test for Government and other services and in that respect it corresponds to the Bombay School-Leaving examination.

(iii) As there is no examination at the end of the first year, the professional classes are entered after the intermediate examination.

apter XII,
agraphs 7, 8.

3. The intermediate examination marks a distinct and a stopping stage and offers itself as a most natural point for division.

4. The Bombay system is entirely different. The School-Leaving examination marks both the close of the secondary education and opens the doors of the University. The first year with an examination by the college serves as a transition stage between the school and the degree courses, where students are familiarised with methods of University-teaching. This system is the outcome of many and varied experiments. It is unnecessary to recapitulate its previous history but it has to be remembered that the University of Bombay once held as the Calcutta University does till now, only one examination between the matriculation and the final in arts and science; it then split up the first two years' course and inserted the previous examination which was after a trial of many years replaced by the present first year's examination; all this time the Calcutta University has very nearly maintained the same system which prevailed in Bombay in the early sixties. The recommendations made by the Sadler Commission are consequently not suitable to Bombay and would, if adopted, destroy the natural growth of two generations.

5. If it is desired to raise the level of the secondary education it can be done by a substantial revision of the School-Leaving course which can be expanded without difficulty in view of the introduction of the vernaculars as the media

of instruction and examination. If a still higher level is desired the first year of the University may be transferred to the schools. But I fail to see any justification for breaking up the University Course at the Inter-stage and still less for creating intermediate institutions in Bombay. Under the proposed arrangements there would be a school final examination giving certificate to students of 15 to 17 and there will be another certificate examination at the end of the intermediate course for students of about 17 to 19 in age who do not proceed to degree. For practical careers there would hardly be any difference between the two certificates, and all who are not graduates would be classed together irrespective of certificates they hold. Further, too many final examinations and too many separate institutions cannot but tend to have a deterrent effect on the prosecution of higher studies.

6. *Joint Board.*—With respect to the control and supervision of Secondary education, Bombay is again in advance in having already created a joint board similar to that contemplated under the Sadler Scheme. The powers and composition of the existing board may be enlarged on the lines suggested in the report of the Senate Committee.

7. With respect to the media of instruction and examination stated in paragraph 12 of the report, I would suggest that the option given to the Secondary schools to use the vernaculars should be extended to the intermediate institutions also, if created, as they would be of the nature of secondary schools imparting higher secondary education.

8. Referring to paragraph 14 of the report, I would respectfully urge that the question of establishing separate Universities at Karachi, Ahmedabad, Poona and Dharwar with curricula suitable to the needs of the times should be taken up for early consideration in view of the tendency to start national Universities. The prevailing unrest cannot be ignored, for, though it had not its present-day intensity when the Sadler Commission was sitting, it did not escape the consideration of the Commissioners who observed :—

“The third chief cause of the unrest in the student community is the fermentation of new political and social ideals. In this matter the University can render inestimable service to the younger generation and to the whole community in Bengal by encouraging in every possible way methods of teaching and of tutorial guidance which will train the students to examine difficult issues of politics and economics with just discrimination, will accustom them to thoroughness of critical investigation, will give them a distaste for shallow rhetoric, and will furnish them with the materials for a sober and independent judgment.”

Chapter XXX
paragraph 62.

9. In Bengal including Burma there are already in existence four universities and many more will follow from the mufassal colleges some of which are regarded as potential universities, and there is no reason why Bombay should lag behind, when “progress with times” now has been distinctly recognised, “more than ever” to be the “watchword in education.” (Government of India Resolution No. 99, dated the 27th January 1920, paragraph 38.)

10. In my opinion funds could well be spent with greater advantage on establishment of new universities than creating new intermediate institutions specially as they are not needed in Bombay and the results expected are obtainable from a thorough revision of the school syllabus and introduction of the vernaculars.

11. My recommendations therefore are :—

- (1) That no radical change in the existing system is necessary.
- (2) That the existing high school course should be thoroughly reorganised ; the vernaculars should be introduced for instruction and examination ; highly paid teachers should be employed in schools and the joint board should be made more representative of different interests.
- (3) That the intermediate institutions are entirely unwarranted and may adversely affect the progress of higher education.
- (4) That new universities should be immediately incorporated.

16th February 1920.

B. B. JOSHI.

The report of the Committee can hardly be considered satisfactory as the financial question and many other important points, discussed at great length, by the Sadler Commission have not been touched at all. There is one point, however, for the consideration of which I invited the special attention of the Committee, all in vain. It is the subject of the representation of the Moslem community upon the proposed Central Board of Education (paragraph 8 of the report). I informed the Committee, when they were considering the constitution of the Board, that the Sadler Commission had emphasised the necessity of granting special representation to the Moslem community upon all bodies connected with the government of the Reorganised Calcutta University. Some members of the Committee, and notably the Chairman, contradicted my statement and thus my proposal was unceremoniously brushed aside as unworthy of consideration. The subject, however, is so vital for the future of Mahomedan education in this Presidency and the contradiction of my statements is so arbitrary and unjust that I cannot allow it to remain where it is.

In the first place I think it necessary to point out that the Sadler Commission have distinctly laid it down that the Reformed University ought to be a representative institution in the sense that all bodies connected with its administration should be representative of all important communities and interests. As some members of the Committee hold very erratic and antediluvian views upon this subject it would be worth while to give here opinions, facts and figures collected by the Commission along with their own recommendations in connection with the subject. In Chapter VI of their report they discuss the evidence of the witnesses upon the subject of communal representation which reveals that practically all Mahomedan witnesses have expressed themselves in favour of such representation. And even some distinguished Hindus support such a view, as for example, Mr. M. C. Sinha, Mr. P. N. Nag, Rai M. C. Mitra Bahadur, Mr. J. N. Hazra, the Principal of the Midnapur College, Rai N. G. Chaki of Pabna and Mr. N. C. Bardaloi of Gauhati. The Commission consulted distinguished educationists outside Bengal upon this point, of whom Mr. H. Sharp of the Government of India, Educational Department, Mr. Hydari of the Osmania University and Mr. Justice Abdur Rahim, lately of the Madras University, have expressed themselves strongly in favour of the subject. Mr. Justice Abdur Rahim writes: "Speaking for the Mahomedans, it is extremely important that they should be adequately represented in the government of the University, including the Senate, the Syndicate, the Board of Studies, and the Examining Board, and also on the governing bodies of hostels, messes and lodgings. As for the courses of study, I would recommend that Islamic history be recognised at least as an optional subject." Of the result of the evidence the report of the Commission says, "taking the whole range of the recorded opinions, it appears that of our correspondents of all nationalities who sent written answers to the question, 65 are against and 78 are in favour of communal representation in the government of the University."

With regard to their own recommendations in connection with this subject the Report says (Chapter 37 'The Constitution of the University of Calcutta') "In an earlier chapter we have shown that the existing system of government of Calcutta University is ill-adapted even to the purposes of an affiliating University." "If the University of Calcutta is to be enabled to undertake all these functions" says the Report, "it must be equipped with a system of government more carefully devised for the purpose than that which it now possesses; a system which will combine a proper representation of public opinion and of all interests concerned in the healthy development of the educational system with the maintenance of a proper degree of influence and authority for the best expert opinion." Speaking of the composition of the Central Board of Education (Chapter 3, paragraph 11) the Report says: "But such a reorganization will be successful in proportion to the good will with which it is viewed by the public at large. Above all, the Central Educational Authority must be so constituted as to command the confidence of the different sections of the community whose co-operation is indispensable to the success of any adequate plan of educational reform." And again, "We propose therefore that the duty of remodelling this grade of education and of raising it to a state of efficiency should be entrusted to a new Board of Secondary and Intermediate Education, so constituted as to be representative

of the various forms of experience which have a valid claim to be consulted in this matter." In paragraph 22 the Report discusses the various elements of which the Board should be composed and concludes: "But in addition to those elements which we have enumerated there are three others which appear to us to be indispensable constituents of the Board. First, there should be a personal link between the Board and the non-official members of the Bengal Legislative Council. Secondly, the Director of Public Instruction should be *ex-officio* member of the Board. Thirdly, *there should be an adequate representation of Hindu and Muslim opinion and interests.*" I may here point out that the Committee has adopted the first two recommendations of the Commission with regard to the composition of the Central Board, totally disregarding the third. The subject is, however, given an important place in the recommendations of the Sadler Commission and it is necessary in the interests of Moslems to quote their opinion at some length. In paragraph 25 (Chapter 31) the Report says: "In a Board of from 15 to 18 members it will be possible to provide for the representation of the necessary kinds of experience and of the interests involved. Two conditions should be complied with in the constitution of the Board. *Its members should be so chosen as to secure the presence of not less than three members both of the Hindu and of the Muslim Communities, in order that Hindu and Muslim opinions and interests may be represented in its deliberations.*" In paragraph 23 the Report says: "It will doubtless be found possible to secure, at any rate in part, an effective representation of Hindu and Muslim opinion by means of the selection of some of the members who will be primarily chosen for their special experience in the callings mentioned in the last paragraph. But if this should fail to furnish the Board with a sufficient number of members able to speak with weight on behalf of Hindu and Muslim communities, we regard it as of great importance that the deficiency should be supplied by special nominations. And in present circumstances this need is more likely to arise in the case of the Musalmans than of the Hindus. We would emphasize therefore the importance of securing for the Musalmans who form so important a part of the population of Bengal effective representation upon the Board of Secondary and Intermediate Education. Their educational traditions require special attention. Their difficulties (arising mainly from an educational backwardness from which they are making great efforts to emerge) give them at this time a claim to exceptional encouragement. And if the membership of competent Musalmans is secured upon the Board and if in the allocation of funds and in the definition of the duties and powers of the Board the Government assure due regard being given to Muslim requirements we entertain the hope that the anxiety felt by the Muslim leaders as to the possible effects of the action of such a composite authority upon the educational interests of the Musalmans may abate and give place to a feeling favourable to a plan which in our judgment will promote Muslim culture and conduce to increased vigour and unity in the education of Bengal."

Lastly, dealing with the special educational needs of the Musalmans (Chapter 49) the Report says: "The problem involved in the education of the Musalmans has been and still is a cause of serious perplexity to the Government of India; there are obvious dangers inherent in a state whose population is divided between religions so fundamentally different as are Hinduism and Islam." And again, "We have sought to safeguard the Muslim position all along the line. In the constitution which we have proposed for the reorganised University of Calcutta we have provided for the inclusion in the Court of representatives of registered Muslim graduates as also of representatives of the Muslim community. And we have also suggested that the Chancellor should have power to nominate a certain number of members for a period of five years of whom some might be representatives of particular communities not adequately represented. In designing the Executive Council of the reorganised Calcutta University we have provided that out of 17 members 3 at least must always be Musalmans, while our proposed academic council is to include 4 representatives with educational experience, 2 at least of whom should be teachers to be appointed by the Chancellor after report from the Muslim Advisory Board. The Board of mufusil colleges is always to contain at least 4 Musalmans, the Board of Women's Education to have 3 Muslim representatives nominated by the Muslim Advisory Board, the Board of Students' Welfare is always to have 3 Muslim representatives,

and on every Committee constituted for the appointment of University teachers there should be at least one Musalman. We have advocated the establishment of an Islamia College in Calcutta and the creation of chairs of the principal Islamic studies in the Faculty of Arts of the reorganized University of Calcutta. We have also suggested that proficiency in Islamic studies might be recognised by special degrees or diplomas. We have suggested that the proposed Board of Secondary and Intermediate Education should include at least three representatives of Muslim opinion and interest. The linguistic difficulties under which the Musalmans in Bengal labour have not escaped our notice and we trust that the recommendations which we have made in this respect, while securing to the Muslim student a better education will relieve him of an almost impossible burden. If our recommendations in the matter of the representation of the Musalmans on the various University authorities fall short of what certain leading members of that community have claimed, we can only assure all those who have the interests of the Bengali Musalmans at heart that our desire is to secure the influence on the University affairs of the ablest and most influential representatives of the cultural tradition of Islam and thus to provide a guarantee in which the community may confide, that Muslim convictions and needs will find full expression upon all proper occasions and especially at those points in University business at which the consideration of Muslim convictions and needs is pertinent and appropriate."

I have to apologise for the length of the extracts from the Report of the Sadler Commission; but I have been compelled to reproduce them in self-defence, as certain members of the Committee challenged my statement, as it would seem, without reading the Report. If the Senate adopts the chief recommendation of the Sadler Commission with respect to the creation of a Central Board of Education, the same should not be divorced from the precautionary measures suggested by that Commission for the protection of the interests of the Mahomedan minority. In whatever direction it is proposed to remodel the Bombay University on the basis of the Report of the Calcutta Commission, I maintain that the protective measures suggested by the same body for the benefit of the Muslims should be invariably upheld with due regard to local circumstances and needs.

RAFIUDDIN AHMAD.

I accept the report as an accurate record of the decisions of the Committee and I believe that in signing it I am committed to nothing more than this. At the same time, I think I should mention that at the meetings of the Committee I criticised the proposal for Intermediate Colleges in some of its aspects. I am aware of the advantages which might be derived from a complete re-organisation of the educational system on the lines recommended, but I am still not convinced that a less radical re-organisation would not be equally effective.

14th February 1921.

JOHN MCKENZIE.